

Transition Report – Draft v1

Introduction

Shortly after his election, Mayor-Elect Papenfuse commenced a transition process to build the strategic foundation for his new administration. He shared his vision of a safe, affordable, forward-looking, thriving and sustainable Harrisburg. He formed seven transition committees comprising a diverse group of nearly 100 talented, spirited and hard-working civic leaders (see [Appendix A](#)) to review issues facing the City of Harrisburg (the City) and identify the most promising ideas for realizing that vision. He also called on his transition teams to recommend a process for engaging the community in Harrisburg’s renaissance and ensuring community-based feedback after inauguration.

The seven transition committees were assigned selected issues, programs and services to review (see table below for an alphabetical listing of the committees and their respective assignments).

Overview of Transition Committee Assignments

Committee	Issues, Programs & Services
Administration	Administration, finance, budget, revenue, procurement, human resource management, technology (excluding citizen engagement applications), law & performance management
Arts & Tourism	Arts, culture, music, film, theater, heritage, tourism & events (e.g., festivals)
Communications	Public information, Channel 20, media relations, citizen reporting, public outreach, citizen-oriented technology (website & social media) & customer satisfaction
Economic & Comm. Development	Economic development, community development, housing, neighborhood revitalization, comprehensive planning & sustainability
Education & Youth	Youth services, parks & recreation programming, literacy, libraries & supportive strategies for Educational Recovery Program (e.g., parental involvement)
Public Safety	Police, fire, emergency management, code enforcement & parking enforcement
Public Works	Transportation, roads, sidewalks, facility, fleet & parks maintenance, sanitation & selected functions to be managed by other entities (e.g., Harrisburg Authority)

Mayor-Elect Papenfuse asked each committee to conduct any fact-finding it needed to fulfill its charge, and the Thompson Administration was very helpful in providing committee members information they requested. Each committee then assessed the major challenges facing the City, recommended viable strategies for addressing these challenges (short- and long-term), and suggested public and private entities that could be productive partners for the City. Each committee then summarized its recommendations in a brief report and these documents were synthesized into one report. This transition report summarizes the committee submittals as well as several city-wide issues and opportunities that pervaded most (if not all) transition committee deliberations.

Enterprise (City-Wide) Challenges and Opportunities

The transition committees identified several challenges and opportunities that spanned individual departments, programs or services. These themes are summarized below as enterprise or city-wide issues for the new administration to address in the coming months and years.

Fiscal – Those familiar with the City’s fiscal situation estimate that the City faces a structural deficit of \$4 to \$6 million per year. While the City’s pension funds appear well-funded, and the Harrisburg Strong Plan offers a viable recovery path, the City’s long-term fiscal recovery is not a foregone conclusion.

Rather, the City’s aspirations must be leavened by hard-headed frugality; that is, there must be a realistic plan to pay for any new investments (no matter how critically they are needed). The Harrisburg Strong Plan, and the continued support of the Pennsylvania Department of Community and Economic Development (DCED) and Office of the Receiver (OTR), will be essential if the City is to recover, prosper and attain an enduring renaissance. The City should continue to work with DCED and OTR to support their mission and tap available Act 47 funds to overcome its financial constraints and improve its financial management capabilities. But, this support will not be there in perpetuity, and other circumstances (e.g., emergencies and new accounting standards), could weaken the City’s financial position. And, the recent Strong Plan transactions, such as the transfer of water and sewer operations to the Harrisburg Authority, could impact the City’s budget in material and unanticipated ways.

The FY14 budget offers a chance for the new Mayor to start a meaningful dialogue with Council and the public on fiscal matters. By ordinance, the City’s budget process may be *re-opened* on or about January 15th, but *closed* by February 15th. While this offers only 30 days to obtain Council approval of a revised budget, it gives the City’s elected officials an invaluable opportunity to discuss several policy issues that could have a material impact on future budgets, such as the following:

- Creating a new Development Department, coupled with other contemplated organizational changes, will increase personnel costs in the short run, but could stimulate more revenues in the long run;
- Realigning the lodging tax with its statutory purposes could provide more funding for critical economic development initiatives, but would have to be offset by cost reductions or revenue increases elsewhere;
- Offering new programs, systems and controls, and improving grantor relationships, to obtain greater intergovernmental and foundation revenues, especially federal and state revenues;
- Upgrading the aging police patrol fleet will generate additional costs over multiple years;
- New comprehensive and capital improvement plans will increase costs over two years; and
- Upgrading the street lighting program through a partnership could yield long-term savings.

Finally, the OTR has estimated significant savings associated with outsourcing the sanitation program. While these estimates merit scrutiny, there is little doubt that the City is at a critical juncture—it must outsource or upgrade the program. The City also may turn to public-private or intergovernmental partnerships to upgrade its telecommunications and technology platforms and key business processes (e.g., revenue collection). However it proceeds, the City must be a responsible fiscal steward.

Human Resources – Personnel costs are the largest single budget commitment for any governmental agency. But employees represent far more than a line item in an operating budget. They patrol our streets, put out fires, dispose of refuse, maintain streets and parks and deliver the services upon which citizens depend. Without employees, no city can offer a decent standard of living. That is why strong human

resource management policies, procedures, practices and systems, as well as an efficient organizational structure with minimal reporting layers, are so vital.

The transition committees tackled organizational issues in their respective areas. Together, their organizational ideas call for a variety of organizational changes. Several options merit consideration in the context of available funding and subject to the Council's views.

One proposed organizational option that emerged from the transition committee deliberations would retain some aspects of the existing structure, including the Solicitor and Mayor's Office. Should it be proposed by the Mayor-Elect and approved by Council, it would result in four major departments:

- Administration – consolidate under one manager all administrative functions, including financial, revenue, budget, capital, grants, procurement, contract, human resource and technology management;
- Development – retain community development and housing functions, but with increased focus on planning, economic development, arts, culture, tourism and special events management;
- Public Safety – consider consolidation of police, fire, emergency management services and code enforcement under unified management;
- Public Services – oversee all other direct services to citizens and neighborhoods, including traffic and solid waste management, thereby focusing organizational attention on neighborhood services.

While this model only represents one of several potential organizational models, it would allow the Mayor to directly supervise those programs that are most important to City residents, such as public safety, development and neighborhood services. These organizational and personnel ideas are under review. In short order, the new Mayor will likely submit his proposed organizational plan to Council and the OTR. It is hoped that the Council's approval of a modified organizational structure, and a revised FY14 budget, will be obtained by mid-February in accord with the prescribed schedule.

The transition committees also recognized an acute need for a citywide staff development program that will help make the City more effective, efficient and innovative. This training should encompass such topics as City objectives, laws and policies, general operating standards and best practices, position-specific functions and cross-training for similar City positions. In far too many instances, key operational knowledge and skills are held by a single employee. This poses an unacceptable risk to the City (e.g., service delays). The widespread lack of operational protocols can yield costly (and repeated) mistakes. Instituting a strong staff development program will mollify these issues, improve management and enhance services to citizens.

Contract Services – In some instances, the City will find it necessary or beneficial to leverage private sector resources. To capture the full benefits of contract services, however, the City needs a coherent contract management system, something that it regrettably lacks. Instead, contracts are fragmented, with individual operating units left to their own devices, not only in selecting vendors, but managing them as well.

The current situation, which is characterized by inadequate guidelines, excessive duplication and poor controls, will exacerbate the very problems that the City can ill afford—limited competition, unwise contract renewals, weak oversight, service deficiencies and cost overruns. For instance, the Communications Transition Committee found that the ineffective management of technology vendors could result in excessive equipment, services and costs. The Economic and Community Development

Transition Committee found delayed purchase orders and payments, inconsistent reporting and lackluster contract monitoring. The Public Works Transition Committee expressed concerns about the risks associated with poor contract records.

Outsourcing can be a viable way to maximize the City's productivity, but it is not without risk. For services where there is an adequate supply of qualified businesses to ensure the City's competitive leverage, outsourcing can be beneficial. A qualified, cost-effective business can serve as an invaluable partner, furnishing expertise, resources and tools that the City could not otherwise afford. But outsourcing is no panacea. Where there is inadequate competition, outsourcing can be costly. Even when a market scan reveals sufficient suppliers, the City must rigorously evaluate and manage the selected contractors.

It is recommended that the new administration establish a rigorous citywide contract management system to improve contract controls, services and costs. The new Mayor should appoint a cross-disciplinary staff team to lead a complete review and overhaul of current contract management practices. This may involve adding one or two contract and procurement management positions. It may also involve the engagement of a qualified consultant to help design the new system. Regardless, it is vital to improve the City's procurement and contract solicitation, negotiation and management systems, streamline contract record-keeping practices and provide a single contract repository. This effort will take time, but it offers significant cost savings and service improvements.

Technology – One of the most critical challenges facing the next administration is the City's outdated and inefficient technology platform. The City's technology problems include the following:

- Staffing – staff expertise is inadequate in most areas (e.g., networking, security and telecommunications);
- Hardware – the City's technology equipment, including its servers and PCs, is outdated;
- Software – PC operating systems vary considerably and administrative application software is outmoded;
- Security – the City's network is highly vulnerable to hacking and other security threats;
- Operations – the data center's UPS, air conditioning and back-up technology is outmoded; and
- Communications – City Hall lacks wireless capacity.

Addressing this challenge will require a long-term commitment to assessing current hardware and software, investments in new technology, upgrading staffing and training and, if necessary, outsourcing. Firewalls, routers and switches must be properly patched and port-based security and intrusion prevention systems should be considered. Servers, PCs and back-up technology should be upgraded. The operating system should be standardized and City Hall should be wireless. Technology affects virtually every aspect of City services and performance. Without modern technology, it will be difficult for City government to ensure acceptable levels of accountability, transparency, service and communications. Consideration should be given to IT audit to identify problems and develop strategies for addressing them.

Collaboration – Collaboration is, and must remain, an indispensable element of good government. The transition committees all arrived at the same conclusion—the City will not realize a full recovery without

securing the full and ongoing support of its partners (see [Appendix B](#)). The transition committees suggested several potential collaborative opportunities, such as:

- Administration – leverage available Act 47 resources, such as consulting services from organizations like the PEL, and reimbursement for other cost-effective consulting services;
- Communications – seek an intergovernmental agreement to acquire access to a 311 system and explore public-private partnerships for improving the telecommunications system and website;
- Economic and Community Development – improve business chamber relationships, sponsor business roundtables and forums, work with the development community to reengineer planning and permitting systems, and secure private support for economic development initiatives (e.g., CREDC);
- Education – build a network of community groups and civic leaders to support the recovery of the Harrisburg public schools and engage educational institutions in a Citywide effort to complete an inventory and assessment of local public assets;
- Public Safety – join the Dauphin County Forensic and Accident Reconstruction teams; and
- Public Works – work with THA to improve asset and work order management processes, engage sponsors or stewards for public assets (e.g., streets, parks, playgrounds and trees) and institute cooperative cost sharing agreements with other local governments.

One program illustrates the potential benefits of collaboration. Under the Commonwealth’s COSTARS Street lighting program, the City could contract with a pre-approved vendor to replace its 4,600 conventional street bulbs with LED bulbs. In exchange for receiving the monetary value of projected savings, the vendor maintains and replaces the LED bulbs (savings are estimated at 25 percent of current costs). This could be a cost-effective way for the City to provide its citizens with the street lighting program they deserve.

Finally, the City should reach out to private enterprise to augment its resources and revamp archaic City business processes. It should solicit corporate volunteers and loaned expertise to conduct process improvement initiatives. Together, such joint ventures will transform City government, galvanize the community, save money, improve City morale and, ultimately, restore community pride in City Hall.

Administration

The Administration Transition Committee addressed the following organizational units: Finance, Tax, Human Resources, Law and Technology. The Committee’s mission was to identify opportunities for improving administrative practices, systems and resources that will benefit all operating units.

The Administration Transition Committee identified several issues for the new administration to address, including those summarized below.

- Finance – the continued understaffing of the Finance unit, with the resulting shortages of knowledge and experience, could delay financial reporting and impair recovery efforts and an inadequate citywide grants management program hinders the City’s ability to obtain external funding;
- Tax – the tax enforcement unit diligently tries to collect taxes, but often lacks sufficient resources to focus on other revenue sources, such as fee collections;

- Human Resources – staffing deficiencies and other constraints (e.g., policies, procedures and job descriptions) limit the HR unit’s ability to recruit new employees, support existing employees, control worker compensation costs and provide for a diverse, skilled, motivated and productive work force;
- Law – inadequate internal resources (e.g., staff, office configuration, storage space and scheduling), coupled with a paucity of legal guidelines for operating units, results in the inefficient use of legal resources, thereby contributing to higher legal costs and poor hearing preparation; and
- Technology – the City’s technology platform, the backbone of every City service, is antiquated and poorly integrated, thereby increasing reliance on inefficient manual processes, hampering the City’s flexibility to respond to dynamic operating needs, and posing the risk of widespread system failures.

The Administration Transition Committee recognizes the complexity of these issues and the difficulty inherent in solving them, but believes that a candid assessment is the first step toward improvement.

The Committee offered numerous short-term and long-term recommendations for addressing these issues, including those highlighted in the table below.

Summary of Recommended Strategies for Administration

<i>Recommended Short-Term Strategies (2014)</i>	<i>Recommended Long-Term Strategies (Beyond 2014)</i>
<ul style="list-style-type: none"> ▪ Adequately staff Finance unit by filling vacant positions (e.g., Finance Director, Purchasing Manager, Assistant Budget Manager & Accountant/Financial Analyst) & complete financial reporting on more timely basis ▪ Engage interim grant management advisors to establish effective citywide grants management system ▪ Conduct detailed analysis of revenue collection processes, consolidate revenue staff, increase business community engagement & increase focus on maximizing revenues (e.g., ease payment procedures) ▪ Hire HR Director with strong labor law & public personnel management experience & other HR staff as needed (e.g., HR generalist & payroll technician) & engage HR consultant as interim HR Director to lead recruitment process & recommend new systems ▪ Use technology to expedite interviews (e.g., Skype), update job descriptions, review compensation, reclassify jobs & draft standard operating procedures (SOP’s) based on best practices to improve training ▪ Assess legal services (e.g., outside counsel, work flow, records & costs), increase involvement in local legal community, fill Legal Secretary position, consider adding one attorney & acquire high-end scanner ▪ Form internal technology planning team, issue RFP for technology consulting firm, conduct independent analysis of technology capacity, including systems, equipment & staff & craft long-range technology plan & budget 	<ul style="list-style-type: none"> ▪ Increase grant revenues by adding two grants management positions to aggressively pursue & effectively manage federal, state, local & private grants ▪ Design, develop & implement citywide staff development program, including comprehensive new-hire orientation & ongoing educational lunch & learn sessions; initiate cross-training program for appropriate employees ▪ Develop, implement & enforce an effective affirmative action plan ▪ Improve risk management, employee safety & worker compensation program (e.g., streamline work-related injury reporting) ▪ Develop plan for reducing reliance on outside counsel & reducing overall costs of legal function, establish new legal protocols for operating units & implement new calendaring & records management systems ▪ Develop PILOT program to increase receipts in lieu of taxes from nonprofits & other non-taxable entities & consider creating position to manage this function ▪ Develop & obtain funding for long-term investment in new technology & other upgrades recommended by technology review, including security, back-up & disaster recovery capabilities, improved communications & innovative partnerships

The Committee further recommends that the new administration develop a detailed action plan (with a funding plan) to carry out the above strategies. With such a plan, the City can overcome the systemic risks to the delivery of City services that the current administrative systems pose.

Arts, Culture, Heritage and Tourism

The Arts, Culture, Heritage and Tourism (ACHT) Transition Committee reviewed ACH&T organizations, programs and activities and the significance of their contributions to the City’s economic prosperity.

The conventional wisdom has long held that a thriving arts, cultural and heritage climate enhances a region’s self-image and quality of life. But, there is compelling evidence that investing in local arts and culture yields substantial economic benefits. According to the 2012 Arts & Economic Prosperity IV study, the Greater Harrisburg area’s arts and culture sector is a \$54.4 million industry supporting 1,890 jobs and generating \$6.2 million in state and local tax revenue. Arts and culture patrons also support local restaurants, hotels, stores and other enterprises with \$23.6 million in additional spending.

Despite the economic recession and the City’s fiscal woes, the Harrisburg region has maintained a viable arts, cultural and heritage sector. Even as public funding waned, businesses and residents have continued to support the area’s arts, cultural and heritage assets. And nonprofits tightened their belts, recalibrated their programs and leveraged resources in new ways. There is much on which to build.

The ACHT Transition Committee identified several challenges for the new administration to address, including those summarized below.

- Strategic – for too long, arts and culture have been perceived as a silo, entirely disconnected from the other elements of urban life;
- Economic – the City has not effectively used the arts and cultural industry as an asset for rebranding the City as a point of destination and catalyst of economic and job growth;
- Public Safety – the creative industry has frequently been overlooked as a potential partner in assessing the causes of crime and developing strategies to stabilize neighborhoods and increase public safety;
- Education – local ACHT agencies and artists offer a largely untapped, but vital ally to the City as it strives to improve public schools, other educational programs and life-long learning options; and
- Civic Engagement – the City has failed to take full advantage of ACHT employers, allied enterprises and their constituents in engaging citizens and rebuilding neighborhoods.

Prior municipal administrations have regarded ACHT as the exclusive domain of the private, nonprofit community. As a result, the City has invested too little in ACHT infrastructure and failed to fully engage ACHT constituents in meaningful ways to revitalize the City.

The Committee offered numerous short-term and long-term recommendations for addressing these issues, including those highlighted in the table below.

Summary of Recommended Strategies for Arts, Culture, Heritage & Tourism

<i>Recommended Short-Term Strategies (2014)</i>	<i>Recommended Long-Term Strategies (Beyond 2014)</i>
<ul style="list-style-type: none"> ▪ Appoint or designate ACHT liaison officer in City Hall to oversee ACHT programs, activities & events ▪ Support creation of local ACHT taskforce comprising arts & 	<ul style="list-style-type: none"> ▪ Designate ACHT partners as small businesses to increase their access to loans & technical assistance ▪ Support development of independent nonprofit local arts

<p>culture leaders serving City to improve coordination of development, communications & event management</p> <ul style="list-style-type: none"> ▪ Collaborate with business leaders & <i>Americans for Arts</i> to help forge new cultural economy strategy ▪ Create event task force, assess RFP process for events, develop short-term plan for 2014 events & help increase support of other community events ▪ Restore City Archives, inventory assets, launch community exhibitions, review 2006 tourism study recommendations & continue City Beautiful 2.0 collaboration ▪ Upgrade Comcast Channel 20 to tap potential as tool for cultural & multicultural education & marketing ▪ Redesign City website, brochures & other publications to include ACHT jobs, services, resources & events ▪ Review opportunities for reallocating portion of lodging tax & expanding funding for ACHT programs (e.g., Foundation for Enhancing Communities) 	<p>agency (including Film Bureau to promote professional film production & film location resources)</p> <ul style="list-style-type: none"> ▪ Reconstitute Public Arts Advisory Board, survey potential sites & develop funding plan for public arts projects (e.g., neighborhood murals & sculptures) ▪ Revamp planning & management of City’s fairs, festivals & events, restructure major events in other public spaces, adopt formal City-County MOU for special events & other ACHT activities & obtain HHCVB’s marketing support for endorsed promotions & projects ▪ Support revitalization of comprehensive arts education & humanities curricula in Harrisburg School District (e.g., K-12 arts education curriculum & effective after-school & weekend community activities) ▪ Launch <i>City as Classroom</i> initiative leveraging ACHT resources as instructional tools for residents & visitors (e.g., displays, installations, signage & tours) ▪ Launch family reunion initiative to promote use of public parks & spaces by residents, families & guests ▪ Review & upgrade City’s way-finding system, adding new sites as deemed necessary ▪ Create artist homesteading planning panel, designate program coordinator & support development of affordable artist housing & work space (Artist-in-Residence program)
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The Committee’s detailed recommendations pertaining to the above strategies should be consulted as the new administration addresses these issues.

Establishing an organizational focal point in the new administration will be critical. The ACHT Liaison Officer should manage fairs, festivals, events and related programming, a function now performed within the Parks and Recreation Department. In addition, the Liaison Officer should represent the City in appropriate regional, state and national venues, sponsor ACHT networking forums and monitor local landmarks, monuments, archives, exhibits and public art spaces. Finally and perhaps most importantly, the ACHT Liaison Officer should work with other public and private entities in the region to spur new initiatives, build alliances, improve coordination, harness resources and re-align ACHT communication and programming strategies.

Communications

The Communications Transition Committee reviewed citywide communications-related systems, services, programs and activities, including customer service, public information, Channel 20 and telecommunications. It also reviewed technology matters pertaining to communications.

The Communications Transition Committee identified several challenges in its focus area for the new administration to address, including those summarized below.

- Transparency – in an era when the public demands quick access to reliable information, City Hall has failed to earn a reputation for transparency;

- Communications – City government lacks a clear strategy and cost-effective means for communicating vital information to the public in a cogent, deliberate and consistent manner;
- Telephone System – the City’s PBX system (260 land-line and 60 cell phones) is obsolete, inefficient and single network switch dependent, threatening downtime, system failure and 911 service interruptions;
- Telecommunications Contract – the City’s heavy reliance on a single contract (which expires in March) for telecommunications equipment and consulting services merits scrutiny;
- Website – the City lacks an adequate web and social media presence; it has several websites, but the primary website needs a new hosting server, better content and improved record keeping; and
- Customer Service – City government lacks a strong, dynamic and consistent customer service philosophy and this deficiency permeates all services, programs and support systems.

The Committee offered numerous short-term and long-term recommendations for addressing the issues it found, including those highlighted in the table below.

Summary of Recommended Strategies for Communications

<i>Recommended Short-Term Strategies (2014)</i>	<i>Recommended Long-Term Strategies (Beyond 2014)</i>
<ul style="list-style-type: none"> ▪ Designate Communications Director to report directly to mayor & oversee citywide communications ▪ Establish central hub or gateway for internal & external communications & networking with outside entities ▪ Develop efficient citywide system for disseminating information among all City entities including Council ▪ Develop RFP for telecommunications consultant ▪ Conduct independent review of telecom system & services, including equipment, mobiles, contract, remote site connectivity & costs ▪ Develop & implement plan for upgrading citywide website, improving content & implementing social media ▪ Obtain funding for added staff for Channel 20 	<ul style="list-style-type: none"> ▪ Create new Communications unit to oversee all communications functions (e.g., internal communications, Channel 20, website/social media & 311 system) ▪ Move website to new hosting server, renew domains & improve record keeping for domain names & credentials ▪ Plan, design, acquire & implement 311 system to improve non-emergency communications with citizens & processing of incoming inquiries ▪ Connect 311 system to website, streamline call answering & documentation protocols & residents; develop database for archiving & reporting calls ▪ Replace phone system (including cells) with new Voice Over IP (VOIP) technology & suitable redundancy

The Communications Transition Committee hopes to amplify its recommended long-term strategy for technology, 311, Channel 20, and other communications issues in subsequent reports.

The Communications Department, if created, could include several positions, such as: Communications Director, Assistant Communications, Station Manager, Station Developer and Help Desk Associate (3). The new unit’s primary mission would be to ensure that a relentless customer service philosophy informs all policy and operating decisions. The costs associated with this organizational unit and its new positions could be absorbed within the current operating budget. This could be achieved by reviewing the staffing levels of from other departments (e.g., Human Resources and Operations) and reallocating personnel costs to the new unit. As a result, the City’s total full-time equivalent positions would remain static. If, ultimately, it is determined that additional staff are needed, additional funding would be sought at that time.

Economic and Community Development

The Economic and Community Development Transition Committee reviewed the City’s most pressing planning, economic development, community development and housing issues. It also examined the City’s

opportunities for improving the City’s management of relevant contracts and leases, building better partnerships with other private and public entities.

The Housing and Building Development (HBD) Department is responsible for the City’s planning, economic development and community development functions, but its primary mission is to promote neighborhood development and increase the availability of affordable housing to low- and moderate-income persons. Under the HBD Director, the Housing Bureau has ten positions with an annual budget of over \$625,700. It manages federal HUD grants, such as Community Development Block Grant (CDBG), HOME Investment Partnership Program (HOME) and Emergency Solutions Grant (ESG) programs. And it manages over 600 properties owned by the Harrisburg Redevelopment Authority (HRA).

If current budget and staffing allocations are any indication, planning and economic development have been low priorities for the City. The planning function has only one staff person, the planning and zoning officer. This is surprising given the perceived importance of stabilizing, preserving and revitalizing the City’s neighborhoods in accord with applicable planning and zoning requirements, staffing the City’s land use boards¹, and preserving the City’s historical architectural legacy². The City has not allocated any budget resources to the economic development function.

The Economic and Community Development Transition Committee identified several challenges in its focus area for the new administration to address, including those summarized below.

- Organization – BHD shows signs of dysfunction due in part to inadequate capacity, systems, reports and communications (e.g., untimely contractor payments, strained contractor relationships, a serious program application backlog, unsold housing units and the nonrenewal of federal grants);
- Planning – due to neglect (e.g., board vacancies and scarce planning resources), the City has failed to update its comprehensive plan, engage the community with planning issues and establish a sound strategic framework for encouraging redevelopment;
- Economic Development – the City’s failure to set priorities, allocate internal resources and leverage the expertise, energy and resources of the private sector has only made economic development a more daunting challenge;
- Community Development – the City’s inability to process applications in a timely way and consistently manage its federal grants in accord with HUD requirements could jeopardize future federal funding;
- Contract/Lease Management – the City’s contract and lease agreements are not maintained, monitored and managed in a cost-effective manner, thereby increasing City costs and liabilities; and
- Partnerships – the City has failed to take full advantage of the business community’s willingness to partner with the City on impactful initiatives.

The Committee offered numerous short-term and long-term recommendations for addressing the issues it found, including those highlighted in the table below.

Summary of Recommended Strategies for Economic & Community Development

¹ The City staffs 3 land use boards: Harrisburg Planning Commission (HPC), Harrisburg Architectural Review Board (HARB) and Zoning Hearing Board (ZHB).

² The City has 6 municipal historic districts, 5 national historic districts (with another 7 eligible) and one architectural conservation overlay district.

<i>Recommended Short-Term Strategies (2014)</i>	<i>Recommended Long-Term Strategies (Beyond 2014)</i>
<ul style="list-style-type: none"> ▪ Negotiate public/private partnerships to supplement resources (e.g., negotiate CREDC agreement) ▪ Establish new Development Department to reinvigorate planning & economic/community development efforts ▪ Engage consultant with private funds to lead review, planning & development of new program, assess staffing resources, organizational structure, policies & processes ▪ Hire Director, merge jobs (e.g., HIP/LEAD), add staff (e.g., area planner) & improve systems (e.g., calendaring) ▪ Recruit & appoint qualified candidates to land use boards ▪ Secure funding (e.g., DOT), review planning contract & work with Council to launch development of new comprehensive plan & zoning code ▪ Obtain funding & engage firm to develop multi-year CIP ▪ Assess neighborhood-based plans, secure funding, craft citizen-engagement process & build database of neighborhood groups & businesses ▪ Extend Broad Street Market (up to 6 months), obtain public input, assess lease & stabilize operations ▪ Review financing options for Harrisburg Leasing Authority ▪ Review Revolving Loan program performance & policies ▪ Reengage Vacant Property Reinvestment Board & HRA ▪ Meet with HUD Region III in 30 days to tackle critical issues, assess projects, identify unmet 2010 plan targets, define 5-year funding options & develop short-action plan ▪ Streamline federal funding process to distribute funds more efficiently to residents & neighborhoods ▪ Begin 2015-20 plan needs assessment, plan 2014 Consolidated Annual Plan public engagement process & work with HUD & other partners to improve plans ▪ Review economic feasibility of City festivals ▪ Evaluate feasibility of creating new sustainability program 	<ul style="list-style-type: none"> ▪ Obtain Council approval of new comprehensive plan ▪ Develop strategies for supporting business & neighborhood improvement districts to address key issues (e.g., security, streets, sanitation & amenities) ▪ Implement neighborhood-based planning initiative to engage citizens in planning & development programs ▪ Identify best ways to fund development priorities in targeted areas (e.g., realigning federal, state & local funds to maximize matching & other benefits) ▪ Reengineer permit process to ensure timely reviews of potential development plans ▪ Work with partners & technology to upgrade parcel geo-coding & improve use of GIS as management tool ▪ Build partnerships with colleges to recruit interns & meet needs in targeted areas (e.g., block condition assessments) ▪ Accelerate enforcement of historic & overlay district rules to preserve historical integrity of neighborhoods ▪ Develop new vendor training program for doing business with City ▪ Develop strategies for promoting diversity (e.g., create MBE/WBE database & publish in multiple languages) ▪ Create business start-up service (e.g., business boot camp or business mentoring) ▪ Conduct housing disparity study to identify housing gap & opportunities for promoting housing diversity ▪ Use development RFPs to focus implementation of housing strategy in key areas ▪ Evaluate feasibility of subcontracting core housing rehabilitation functions to capable community partners ▪ Restart revolving loan program with more rigorous underwriting standards & compliance monitoring ▪ Develop Employer-Assisted Housing (EAH) program to encourage city living

The Committee believes that the City needs a comprehensive economic and community development strategy, one that will balance all housing factors and stimulate development in targeted areas. That strategy should reflect community priorities, but be realistic, targeting the most viable areas for galvanizing private sector development and redevelopment. It also should include measures for improving vacant property acquisition and disposition, housing management, private investments and HUD fund processing. Finally, it should include a component for keeping citizens informed about the programs and the homes they acquire.

The Committee shares the Mayor-Elect’s vision for a more competitive and vibrant Harrisburg. It recognizes that the ultimate realization of this vision will benefit the entire Capitol City region, and that the City cannot attain the vision alone. The business community and other entities in the region must step up and offer their support, including their expertise, funds and other resources. To that end, the Committee has spent considerable time discussing specific ways that the regional business community could contribute. One tangible outcome of this effort is a promising offer from the Harrisburg Regional Chamber and CREDC to assist the new administration with the funding of a new economic development program. While the details

of this partnership require negotiation, it represents an exciting opportunity for the City, and could send an important signal to other private entities that the new administration welcomes new partnerships.

Education, Youth and Recreation

The Education, Youth and Recreation Transition Committee reviewed youth-related issues, recreation programs and education. The Harrisburg Public School Board and Community Recovery Office (CRO) are legally responsible for the improvement of the City’s public K-12 schools, and other institutions are charged with providing higher education programs to the City’s residents. Nevertheless, the committee believes that the City’s full recovery cannot be attained without a superior public education system.

The Education, Youth and Recreation Transition Committee identified several challenges for the new administration to address, including those summarized below.

- Strategic – education is not an expressed municipal duty under Pennsylvania law, but no city or region can truly prosper without a quality public education system and the new administration must make education, recreation and youth a paramount focus to facilitate the City’s economic recovery;
- Messaging – a stronger Harrisburg will require many elements, including involving youth in the development of a positive messaging campaign for youth;
- Youth Programs – the City lacks sufficient programs and resources to keep young people engaged in positive activities during the times of highest risk, such as after school and during the summer;
- Safe Harbors – students and their families, especially homeless students and families, need safe zones (i.e., unique learning spaces outside of the normal class room) where they can receive appropriate educational, emotional and social attention;
- Youth Violence – the societal costs of abandoning troubled youth—violence, crime and incarceration—are far too high; reclaiming troubled youth requires a coalition of police, probation officials, prosecutors, judges, schools and churches to stem the tide;
- Life-Long Learning – the City needs a comprehensive approach to education encompassing children, families and the community, an approach that encourages parents to be learning partners with their children and get more involved with schools (e.g., via parent associations);
- Accountability – in 2011, the Pennsylvania Commission on Crime and Delinquency, in its Pennsylvania Youth Survey (PAYS) of Capital Region youth, revealed serious evidence of substance abuse and other risk factors, such as community disorganization and low neighborhood attachment; such factors could heighten the risk of a state takeover of the local school district; and
- Support – the School Recovery Plan and Harrisburg School District will not likely succeed without strong community support, including the generous support of businesses, nonprofits and citizens.

The Committee recommended numerous short-term and long-term strategies for addressing these issues, including those highlighted in the table below.

Summary of Recommended Strategies for Education, Youth & Recreation

<i>Recommended Short-Term Strategies (2014)</i>	<i>Recommended Long-Term Strategies (Beyond 2014)</i>
<ul style="list-style-type: none"> ▪ Create new department focused on education, youth, recreation & related matters, hire qualified director, staff 	<ul style="list-style-type: none"> ▪ Create & implement positive messaging campaign for youth, one that values youth as citizens & involves youth

<p>department as needed to implement recommended strategies & secure new funding & partnerships</p> <ul style="list-style-type: none"> ▪ Create citywide advisory council to assess risks facing school district, review district response & recommend programmatic & operational strategies for helping district increase focus educating students ▪ Request independent management audit of school district, including assessment of relevant data (e.g., PAYS), performance metrics (e.g., drop-out rates), instructional programs (e.g., vocation), fiscal practices & strategies for enhancing learning environment & test scores ▪ Expand school, class & teacher adoption/sponsorship program to increase support for public education from community (i.e., businesses, nonprofits, churches, government & individuals) 	<p>in its development, promoting & events</p> <ul style="list-style-type: none"> ▪ Plan & launch summer job initiative (with job skills training for youth & awareness training for employers) to create 1,000 summer jobs for secondary school students, fortify the City’s workforce & improve public safety ▪ Establish <i>Partners in Learning</i> program including citywide literacy program, GED program for all residents who lack high school degree & parent/guardian life skill training that diminishes generational learning gaps ▪ Design, plan & implement new program (based on successful Boston Strategy) to eliminate gangs, guns & drugs & divert troubled youth from jail to college ▪ Develop (with schools, churches & other agencies) Harrisburg Safe Zones where students & their families can enjoy decent living conditions & youth can develop into model citizens
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Due to the enormous work required to implement its recommended strategies, the Committee believes that the new Mayor will need the recommended department and a qualified director to lead that department. That person, who should possess in-depth education and youth engagement experience and strong leadership skills, should be the Mayor’s advocate for educational excellence. This role will entail representing the Mayor on educational issues before legislative bodies, school boards, colleges, universities and other educational institutions and venues.

The committee also proposes the creation of two advisory councils to facilitate this work, as follows:

- Faith Advisory Council – a council comprising up to 11 faith leaders (appointed by the Mayor for up to three consecutive two-year terms) to build a coalition of faith institutions to share information, build a community services and ministries database, promote mayoral initiatives (e.g., education, economic development and public safety) and help bring about a better Harrisburg; and
- Education Advisory Council – a council with up to 7 citizens (appointed by the Mayor for up to three consecutive two-year terms), including at least one youth, to continue the work of this transition committee, work with appropriate City staff, identify promising educational partnerships and recommend educational best practices and other improvement initiatives.

The recommended advisory councils will help the new Mayor engage and build consensus among civic leaders and constituencies, create new partnerships the region’s public and private sectors, and secure the support those groups traditionally working outside of government, including faith-based institutions, for the vital cause of improving education, revitalizing neighborhoods and rebuilding Harrisburg.

Public Safety

The Public Safety Transition Committee reviewed policing, fire protection, emergency management and code enforcement issues.

The Public Safety Transition Committee identified several challenges that it believes the new administration should address, including those summarized below.

- Police – the Department is under-staffed and under-resourced which, coupled with low pay and seniority-based promotions, could suppress officer morale, professionalism and responsiveness over time;
- Fire – the City’s ability to maintain an effective fire program will depend on the new labor agreement and a renewed commitment to obtaining firefighter input on Act 47 cost savings;
- Emergency Management – the City’s emergency operations plan is outdated and, despite a statutory mandate, the City does not have a EMS coordinator in place; and
- Code Enforcement – inconsistent adjudication and protracted resource constraints have contributed to growing problems with code enforcement and compliance, including a backlog of outstanding code warrants worth nearly one million dollars.

The Committee recommended numerous short-term and long-term strategies for addressing these issues, including those highlighted in the table below.

Summary of Recommended Strategies for Public Safety

<i>Recommended Short-Term Strategies (2014)</i>	<i>Recommended Long-Term Strategies (Beyond 2014)</i>
<ul style="list-style-type: none"> ▪ Update mission statement based on citizen needs & new community policing & customer service philosophies ▪ Adopt broken windows law enforcement theory to reduce crime & preserve order in targeted neighborhoods ▪ Define performance objectives, quantify performance metrics & clarify expectations of officers ▪ Re-organize Police Department based on new mission & community policing model, adding officers in accord with required staffing levels ▪ Revamp anti-crime programs to improve responsiveness (e.g., database, intelligence meetings, directed patrol activities, <i>Hot Spot</i> policing, reinvigorated Street Crimes Unit & targeted drug law enforcement) ▪ Promote collaboration (e.g., Dauphin County Forensic & Accident Reconstruction teams & District Attorney’s Office for targeting Impact Gun Players) ▪ Promote civilianization to save money & free sworn officers for critical patrol duties (e.g., replace uniformed administrative assistant with civilian) ▪ Execute new labor agreement with IAFF & obtain union input on best ways to attain Act 47 cost savings ▪ Request South Central Incident Management to act as interim City EMA & recommend Emergency Management Coordinator to Governor for appointment ▪ Update Emergency Operations Plan ▪ Obtain required FEMA training on National Incident Management System & test City’s EM team ▪ Meet with Magisterial District judges to discuss respective roles in preserving quality of life & identify opportunities for improving code enforcement ▪ Request judges to create Quality of Life/Housing docket ▪ Create Code Enforcement Task Force to meet regularly & monitor code enforcement improvements & collections 	<ul style="list-style-type: none"> ▪ Develop plan to ensure proper equipping of officers (e.g., <i>body cams</i> for patrol officers & resources for Vice Unit) ▪ Institute or expand programs such as <i>Honorable Endeavor</i> & <i>Vigilant Protector</i> to reinforce customer service culture ▪ Revamp PAL to strengthen its impact on crime prevention & youth relationship building ▪ Create Mayor’s Animal Advisory Board to approve <i>Humane Policing</i> volunteers, oversee enforcement of anti-tethering ordinance & approve animal control plan ▪ Create non-profit 501c3 Police Foundation to obtain tax-deductible donations for needed equipment & training ▪ Accelerate recruiting activities (reward officers as recruiters), upgrade testing model, conduct regular evaluations for all officers & expand officer training (e.g., communications, sexual orientation & diversity training), ▪ Renew commitment to proper leadership development & merit-based promotions ▪ Develop means for increasing social media to re-brand Police, keep residents informed & re-build public trust ▪ Conduct detailed risk assessment of fire capacities (e.g., suppression, rescue haz mat, code enforcement, plan review & emergency management) ▪ Develop strategic fire service plan based on national fire service accreditation model ▪ Fund & implement strategic fire service plan ▪ Research best code enforcement practices, review current program (including landlord accountability), recommend upgrades in practice & technology, implement new program & replenish code enforcement staffing as needed

The ultimate objective of the Public Safety Transition Committee was to recommend strategies that would help establish the City's police, fire, emergency and code enforcement programs as models, programs of which the City and its businesses and citizens can be proud.

Public Works

The Public Works Transition Committee reviewed several relevant issues, including organizational practices, Council relations, sanitation service, sanitation outsourcing, commercial sanitation rates, leaf collection, facility relocation and communications.

In 2013, several key City Public Works duties (i.e. water, sewer and storm sewer systems) were transferred to the Harrisburg Authority (THA). This historic shift allows the Public Works Department to focus its attention more intently on other matters (i.e. roads, street lights, sanitation, leaf collection, snow removal and parks and recreation facilities maintenance). While most cities perform street sweeping to protect their sewer collection system, this function was retained by the City (but THA must reimburse 80 percent of the City's costs, leaving the City to absorb about \$280,000 annually). The THA shared services agreement also enables the City to supplement staff as necessary.

The Public Works Transition Committee identified several challenges that it believes the new administration should address, including those summarized below.

- Administration – departmental morale and performance suffer from several factors, including low staffing, limited funds, a disjointed organizational structure, a recurring crisis orientation, vague reporting responsibilities, limited training and strained labor relations (e.g., sanitation);
- Council – based on recent issues (e.g., sanitation RFP and Public Works facility contract), there are growing concerns about the transparency of the department's decision-making process;
- Sanitation Service – while it generates \$1.2 million in annual revenues for the general fund, it is plagued by poor service, illegal dumping, diminished code compliance, obsolete equipment, escalating labor disruptions, declining market share (commercial customers) and weak communications;
- Sanitation Outsourcing – the sanitation initiative, the credibility of which was crippled by dubious findings and limited transparency, has stalled at a time when the status quo is untenable;
- Sanitation Billing – the recent commercial sanitation rate increase could generate \$3.6 million in new revenues, but generated substantial customer anger and may be based on a poorly documented and understood billing methodology (actual rate increases ranged from 27 to 56 percent);
- Leaf Collection – the City's leaf collection program is plagued by inadequate personnel, poor resource allocation and outdated equipment;
- Parks and Recreation Facilities – the City's reliance on a single funding source could undermine its ability to ensure the proper maintenance of its parks and recreation facilities;
- Facility Relocation – under the Asset Purchase Agreement with THA, the Public Works facilities lease will be assigned to LCSWMA and the City must relocate by June 1, 2014, a move that could impact road maintenance, snow removal, sanitation, street sweeping and vehicle maintenance work; and

- Communications – the City website, with old data, poor links and unclear formatting, makes it difficult for citizens to understand services, check upcoming schedules, contact staff and pay bills, and failing to use social media will hamper the City’s ability to provide vital information (e.g., emergencies).

The Committee recommended numerous short-term and long-term strategies for addressing these issues, including the strategies highlighted in the table below.

Summary of Recommended Strategies for Public Works

<i>Recommended Short-Term Strategies (2014)</i>	<i>Recommended Long-Term Strategies (Beyond 2014)</i>
<ul style="list-style-type: none"> ▪ Evaluate & modify organizational structure to reflect new service changes (i.e. THA take-over of water/sewer duties) ▪ Evaluate Engineer’s office role & shift focus to non-transferred functions (e.g., traffic, roads & street lighting) ▪ Schedule & hold regular meetings with Mayor, Director, Engineer & other cabinet-level positions ▪ Require Director to attend Council meetings & offer updates of operational issues, projects & plans ▪ Engage consultant to assist with sanitation RFP design, proposal evaluation, contract negotiations & rates ▪ Conduct independent feasibility assessment of alternative sanitation service & fiscal models ▪ Revise RFP, adding public option (City worker proposal), discuss options with Council & obtain approval ▪ Commence community education program on sanitation codes, citizen duties & City’s enforcement program ▪ Launch public information campaign for outsourcing plan ▪ Engage consultant to evaluate sanitation rate structure & billing method & conduct comparative pricing analysis ▪ Assess recent commercial sanitation rate increase & establish reserve for funding overcharges ▪ Request facility relocation deadline extension from LCSWMA (without penalty) ▪ Review draft facility lease contract, revise contract as needed, brief Council & negotiate revised contract ▪ Transfer street sweeping program to THA ▪ Review asset leasing management agreement ▪ Consider participating in Commonwealth’s COSTARS Street lighting program to contract with pre-approved vendor ▪ Plan & design citywide recycling program ▪ Review website & public works page 	<ul style="list-style-type: none"> ▪ Assess long-term resource needs, develop 5-10 year service plan, seek alternative funding; & update budget ▪ Institute seasonal hiring & work release programs to meeting peak needs more cost-effectively ▪ Assess labor relations position to mediate labor issues & foster more productive work climate ▪ Assess communications position to answer calls, direct referrals, update website & post social media updates ▪ Update billing commercial sanitation methodology & improve customer communications ▪ Participate in municipal sanitation network (associations) to import knowledge from other cities ▪ Inform commercial customers and residents of findings and recommended approach to maximize public understanding, acceptance and support ▪ Explore alternative facility models (e.g., shared), determine best terms (e.g., duration) & select long-term facility (with optional sanitation staging area) ▪ Redesign leaf collection program (e.g., collection cycle, compost facility, leaf disposal & citizen education) ▪ Evaluate funding options for improving park maintenance (e.g., HSD, Dauphin County & private donors) ▪ Develop capital replacement plans for key infrastructure (e.g., roads), establish long-term & annual capital improvement budget & develop funding sources ▪ Implement citywide recycling program

The City faces many important decisions in the public works arena, including street lighting, street sweeping, commercial sanitation billing and the sanitation operating model. Every decision will involve change which, in turn, could engender public uncertainty. Preparing the community for such decisions and the resulting service delivery changes will take more time, but it will enhance the City’s credibility, facilitate the change being sought and garner greater support among citizens.

Appendix A – Transition Committee Members & Contributors

Transition Committee Co-Chairs: **Joyce Davis & Karl Singleton**

Administration Committee

Co-chairs: Susan Brown-Wilson & Robert Philbin
Members: Neil Grover, Tom Leonard, Royce Morris, Jeannine Peterson & Lenora Smith

Education, Youth & Recreation Committee

Co-chairs: Micah Sims & Karl Singleton
Members: Dave Botero, Tony Cortes, Renee Custer, Sheila Dow-Ford, Charla Plains, Ryan Riley, John Sygielski & Deborah Wortham, Cole Goodman

Arts, Culture, Heritage & Tourism Committee

Co-chairs: Anne Alsedek & Lenwood Sloan
Members: Brenda Barrett, David Butcher, Sal Fazzolari, Sara Love, Nancy Mendes, Kelly Summerford, Jeb Stuart & Johntrae Williams

Public Safety Committee

Co-chairs: Thomas Carter & Robert Martin
Members: Jason Brinker, Andrew Enders, Don Konkle, Casey Khuri, LaVette Paige, Eugenia Smith & Mike Stewart

Communications Committee

Co-chairs: Ben Allatt & Joyce Davis
Members: Tara Lee Auchey, Ron Boston, Chad Frey, Pat Gadsden, Charlie Lyons, Jason Marks, Greg Rothman, Mike Wilson, Ryan Grisby, Brian Ostello & Tony May

Public Works Committee

Co-chairs: Marc Kurowski & Bruce Weber
Members: Sonya Baltimore, Matt Crocker, Shamaine Daniels, Les Ford, Andy Johnson, Sandra Reid, Ryan Sanders & Shannon Williams

Economic & Community Development Committee

Co-chairs: Brian Hudson & Kathy Possinger
Members: Dave Butcher, Catherine Hoover, Wendy Jackson, Brad Koplinski, Senghor Manns, Gloria Merrick, Chris Wonders & Meron Yemane

Other Contributors

Ace Reddy & Melba Twitty

Appendix B – Prospective City Partners & Stakeholders

Overview of Prospective City Partners

Type	Collaborating Organization
Federal	US Housing & Urban Development Department (HUD), US Department of Justice (DOJ), US Department of Transportation (DOT), US Environmental Protection Agency (EPA) & FEMA
State	Pennsylvania Department of Community and Economic Development (DCED), Office of the Receiver (OTR), Pennsylvania Economy League (PEL), Pennsylvania Housing & Financing Agency (PHFA), PEMA & PA Historical Museum Commission
Regional	Tri-County Regional Planning Commission, Private Industry Council, CREDC, Hershey Harrisburg Tourism, Harrisburg Area Transportation Organization, Susquehanna Area Regional Airport Authority, Capital Area Transit
Local	Dauphin County, Dauphin County Library System, Historic Harrisburg Association, African American Chamber, Latino Chamber, Downtown Improvement District, Broad Street Market Authority & Harrisburg Redevelopment Authority (HRA)
City	Harrisburg Planning Commission, Zoning Hearing Board, Harrisburg Architectural Review Board, Human Relations Commission, Civil Service Board & Revolving Loan Review Comm.
Associations	Pennsylvania League of Municipalities, Urban and Institute American Planning Association (APA), Pennsylvania Chapter of APA, American Institute of Certified Planners & Harrisburg Property Services Corporate Executives