

# City of Meadville

## Strategic Management Planning Program Report

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## ACKNOWLEDGEMENTS

In 2020, the Pennsylvania Economy League Central Division (PEL) undertook an analysis of the financial condition of the City of Meadville under the state's Strategic Management Planning Program. The goals of the analysis were to determine the borough's current and future overall financial condition.

PEL acknowledges and appreciates the full cooperation of all who contributed to the preparation of this study, including the Meadville elected officials, former city manager Andrew Walker, interim city manager Gary Johnson and the rest of the city staff. The analysis could not have been successfully completed without their assistance.

We would also like to thank our partners in this process: David Riley and Paul Johnson of CGR for their work on the management audit, W. Timothy Barry, Esq. for the labor and collective bargaining review and the Department of Community and Economic Development, including Local Policy Specialist, Terri Cunkle.

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## **CHAPTER 1**

### **GOVERNMENT STRUCTURE AND DEMOGRAPHICS**

In 2020, the Pennsylvania Economy League Central Division (PEL) undertook an analysis of the financial condition of the city of Meadville under the commonwealth's Strategic Management Planning Program. The goals of the analysis were to determine the city's current and future overall financial condition.

The current analysis involved a review of the city's financial reports, independent audits, debt payment schedules, pension obligations, the 2020 budget, other fiscal data, and additional relevant information and factors that may affect the current and future financial condition of the city, including sociodemographic data. Furthermore, PEL staff participated in discussions with city officials to obtain relevant information.

PEL acknowledges and appreciates the full cooperation of all who contributed in the preparation of this study, including the Meadville elected officials, City Manager Andy Walker and the rest of the city staff. The analysis could not have been successfully completed without their assistance.

During this project, PEL:

- Analyzed the city's financial history from 2014 through 2019 focusing on such factors as revenues, expenditures, tax base, operating positions and debt structure.
- Examined the historical data and the 2019 and 2020 budgets in relation to ongoing operations, salary and benefit requirements, and other obligations of the city.
- Reviewed all tax bases and revenues, major user fees and other revenue sources.
- Projected, to the extent possible based on known factors and available data, revenues and expenditures for 2020 through 2024 assuming continuation of obligated levels of wages and operations, existing revenue patterns and other operating trends.
- Made recommendations to assist the city in developing and improving its administration, public works and public safety services.

### **Government Overview**

#### ***Introduction***

The existence of municipal governments in Pennsylvania is authorized by the Pennsylvania Constitution and state law. All land within the commonwealth is incorporated by law as a municipality with its own government. There are three primary types or classifications of municipal governments: cities (of the first, second, second class A or third class), boroughs and townships (of the first or second class).

Municipal governments in Pennsylvania are the principal providers of direct public services to citizens. Services often include, among others, police and fire protection, construction and maintenance of roadways and bridges, street lighting, parks and recreation facilities and programs, planning and zoning activities, enforcement of building and related codes, water treatment and

distribution, sewage collection and treatment, storm water management, solid waste collection and disposal, and recycling.

### ***Location and Government Structure***

Meadville, located in Crawford County, was settled on May 12, 1788 by a party of ten settlers led by David Mead. The settlement's location at the confluence of the of Cussewago and French creeks enabled it to become an important transportation center after construction of the French Creek Feeder Canal and the Beaver and Erie Canal, and subsequent development of the railroad. Meadville, incorporated as a borough in 1823, became a city in 1866 and the Crawford County seat in 1880.

Its early economy was based on logging, agriculture and iron production, and later was known for development and manufacture of the zipper. Although a major regional decline in heavy industry during the 1980s impacted Meadville's economy, a surge in tooling, machining and advanced manufacturing in the city earned it the nickname "Tool City, USA." The city serves as the region's center for banking, education and social services.

The city has a council-manager form of government adopted under the Optional Third-Class City Charter Law. It is governed by a mayor, four-member council, controller and treasurer, who are elected at-large for four-year terms, an appointed city manager and city clerk, and other officers and employees as appointed. Powers and duties of the officers are set forth in the Charter Law and the city's charter and administrative code.

In the council-manager form of government, the powers of the city and the determination of all matters of policy are vested in the city council, except as otherwise provided by law. City council appoints the city manager and city clerk; provides for the manner of appointment of the city solicitor, Planning and Zoning Board, Zoning Hearing Board and Civil Service Board, among others; and may create commissions and other bodies with advisory powers. City council may also continue or create, and determine and define, the powers and duties of such executive and administrative departments, boards and offices, in addition to those noted herein, as it may deem necessary for the proper and efficient conduct of city affairs. The mayor presides at all meetings of city council and has a voice and vote in its proceedings. The mayor and controller execute all bonds, notes, contracts and written obligations of the city on its behalf.

With respect to finances, the city treasurer is responsible for the billing, collection and balancing of taxes, fees and funds received by the city. The controller is responsible for examining, auditing and settling all city accounts, and countersigning all documents authorizing the payment of moneys out of the city treasury when satisfied of the legality of the payment.

One individual holds the offices of manager and city clerk as permitted by law. The manager serves as the chief administrative officer of the city; takes policy direction from and executes the ordinances of city council, may appoint and remove department heads and subordinates; and oversees 90 employees in all aspects of city government, including police and fire protection and delivery of essential public services. The city clerk serves as clerk of the council, keeps minutes and records of its proceedings, maintains and compiles its ordinances and resolutions as the Charter Law requires, and performs such other functions as may be required by law.



City departments include those for finance, police, fire, public works, stormwater, property maintenance, and planning, zoning and buildings. The Finance Department is responsible for accounts payable, payroll and human resources, the treasurer's office, investments and funding sources, the budget process and financial reporting, administration of authorities' accounting and funding, and IT administration and systems management.

The city also functions through several authorities, boards, commissions and committees, staffed by volunteers. Meadville City Council or the representative municipality makes the appointments as warranted. Authorities include the Meadville Area Water Authority (MAWA), Meadville Redevelopment Authority, Meadville Area Sewer Authority (MASA), Housing Authority of the City of Meadville, Meadville Market Authority and Meadville Area Recreation Authority. Boards, commissions and committees include the Beautification Committee, Board of Health, Civil Service Board, Codes Appeal Board (construction and property maintenance), Log Cabin Preservation Committee, Pension Boards (city employees, police and fire), Planning and Zoning Commission, Shade Tree Commission, Streetscape Review Committee and Zoning Hearing Board.

### ***Overview of Government Services, Staffing, Taxes, and Fees***

The city manager/city clerk is assisted by a staff that includes an assistant city manager/zoning officer, executive assistant, deputy city clerk/receptionist and receptionist. The city manager/city clerk also oversees the finance director, city treasurer, police chief, fire chief/code official, public works director, zoning officer and property maintenance inspectors. The Public Works Department performs roadway maintenance, autumn leaf collection and winter road maintenance with a staff of 17 employees. Residents pay a monthly fee for refuse and recycling collection by Tri-County Industries, ranging from \$21 with no cart to \$24.50 with a 95-gallon cart. The Meadville Police Department has 22 full-time and no part-time officers. The Meadville Fire Department has a fire chief/code official, three fire chiefs, three lieutenants, nine firefighters/EMTs and a secretary, all of whom are paid. The MAWA is responsible for overseeing the public water supply delivery system for the city. The MASA is responsible for providing sanitary sewer service to the city and parts of West Mead and Vernon townships.

In 2020, the city's real estate taxes were 21.92 mills, comprised of 7.92 mills for general purpose, 9.32 mills for debt service, 0.1 mill for shade trees and 4.78 mills for recreation. The resident earned income tax is 1.0 percent, which is split with Crawford Central School District, and the nonresident earned income tax is also 1.0 percent; however, the city must credit liability for its nonresident earned income taxes against taxes paid at the place of residence. Other taxes include a \$52 local services tax all of which is retained by the city, a 0.5 percent realty transfer tax, a \$25 mechanical devices tax, and a \$10 per capita tax, all of which is retained by the city.

The city also collects a stormwater management fee of \$90 per year, equal to \$7.50 per month, for a single-family detached dwelling or equivalent residential unit (ERU). Fees for all other detached parcels such as businesses, churches, apartment buildings, government buildings, factories, and parks and other open spaces with hard surfaces, are calculated by a multiplier of the ERU value based on the actual square footage of impervious surface on the property.

## Demographic Patterns

### *Introduction*

Meadville's population steadily declined from 16,573 in 1970 to 13,388 in 2010, while Crawford County's population increased overall. Population declines from 1990 to 2010 were attributed to marked decreases in persons under the age 18 and age 65 and older, while the age 18 to 64 working population, making up almost two-thirds of the population in 2010, modestly increased. These trends are consistent with the natural population change. The amount of deaths has significantly exceeded the number of births, which is the primary contributor to negative net migration or population loss. These findings are also reflected in a decrease in owner-occupied housing units and a similar increase in vacant housing units over a 20-year period, which can have implications for blight. Wealth measurements for the city are considerably below those for the county and commonwealth.

### *Population*

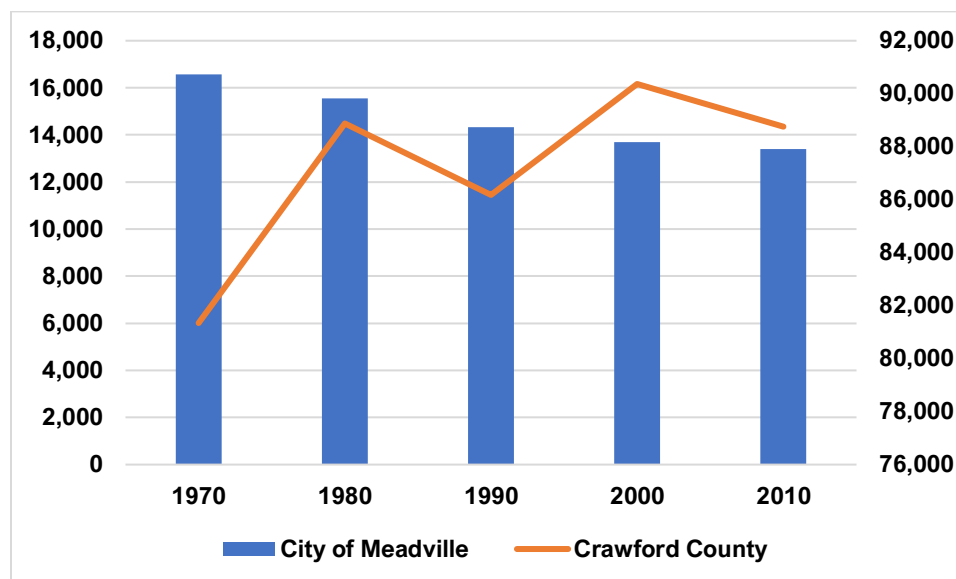
According to U.S. Census data, Meadville's population had a relatively steady decline from 1970 to 2010 with an overall decrease of 3,185 persons or 19.2 percent. Notably, the smallest decade decrease was 297 persons or 2.2 percent from 2000 to 2010, which was during the Great Recession. Conversely, Crawford County's population increased over the same 40-year period by 7,423 persons or 9.1 percent, although the county had modest population declines of 2,700 persons or 3.0 percent from 1980 to 1990 and 1,601 persons or 1.8 percent from 2000 to 2010.

**Table 1-1**

***Population trends***

	1970	1980	1990	2000	2010	Change 1970 to 2010	
						#	%
<b>City of Meadville</b>	16,573	15,544	14,318	13,685	13,388	-3,185	-19.2
<b>Crawford County</b>	81,342	88,869	86,169	90,366	88,765	7,423	9.1

Figure 1-1

*Population trend in City of Meadville****Population by Age Group***

Population declines in the city, as illustrated over a 20-year period, are attributed to a marked decrease in those age 65 and older, which fell by 832 persons or 30.1 percent, and a more modest relative decrease in those under age 18, which fell by 345 persons or 11.9 percent. Individuals in the age 18 to 64 range, which made up almost two-thirds of population in 2010, increased by 247 persons or 2.9 percent from 1990 to 2010. In 2010, 19.2 percent of the population was under the age of 18, 66.4 percent was between the ages of 18 and 64, and 14.4 percent was age 65 or older.

Table 1-2

*Population by age in City of Meadville*

	1990		2000		2010		Change 1990 -2010	
	#	%	#	%	#	%	#	%
<b>Under 18</b>	2,909	20.3	2,652	19.4	2,564	19.2	-345	-11.9
<b>18-64</b>	8,643	60.4	8,475	61.9	8,890	66.4	247	2.9
<b>65 &amp; over</b>	2,766	19.3	2,558	18.7	1,934	14.4	-832	-30.1
<b>Total Population</b>	14,318	100.0	13,685	100.0	13,388	100.0	-930	-6.5

### ***Births, Deaths, and Population Change 1990 through 2016***

Deaths in the city from 1990 through 2018 exceeded the number of births by 1,314 persons, which was the primary contributor to a negative population change of 1,369 residents for the period. When deducting the natural population change from the total population change, the net out-migration is only 55 persons over the 28-year period.

**Table 1-3**

***Resident births, deaths and population trend in City of Meadville***

	1990 to 1999	2000 to 2009	2010 to 2018	1990 to 2018
<b>Births</b>	1,686	1,637	1,402	4,725
<b>Deaths</b>	2,098	2,043	1,898	6,039
<b>Natural Pop. Change</b>	<b>-412</b>	<b>-406</b>	<b>-496</b>	<b>-1,314</b>
<b>Total Population (start)</b>	14,318	13,685	13,388	14,318
<b>Total Population (end)</b>	13,685	13,388	12,949	12,949
<b>Total Population Change</b>	<b>-633</b>	<b>-297</b>	<b>-439</b>	<b>-1,369</b>
<b>Less Natural Change</b>	<b>-412</b>	<b>-406</b>	<b>-496</b>	<b>-1,314</b>
<b>Net Migration</b>	<b>-221</b>	<b>109</b>	<b>57</b>	<b>-55</b>

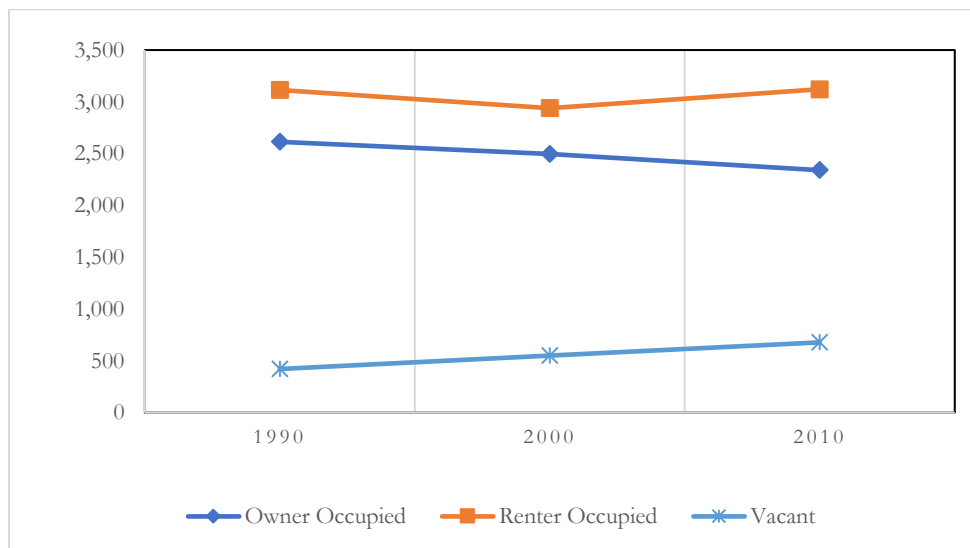
### ***Housing Units***

From 1990 to 2010, owner-occupied housing in the city decreased by 274 units while vacant housing increased by a similar 257 units; proportionately however, owner-occupied housing decreased by 10.5 percent while vacant housing increased by 61.0 percent. The number of renter-occupied housing units had slight fluctuation over the period. The 20-year trend in numbers of owner-occupied and vacant housing units may be attributed, in part, to the regional decline in heavy industry during the 1980s and the negative natural change in the population.

**Table 1-4**

***Owner-occupied, renter-occupied and vacant housing units in City of Meadville***

	1990		2000		2010		Change 1990-2010	
	#	%	#	%	#	%	#	%
<b>Owner-Occupied</b>	2,614	42.5	2,497	41.7	2,340	38.1	-274	-10.5
<b>Renter-Occupied</b>	3,115	50.7	2,939	49.1	3,122	50.8	7	0.2
<b>Total Occupied</b>	<b>5,729</b>	<b>93.2</b>	<b>5,436</b>	<b>90.8</b>	<b>5,462</b>	<b>89.0</b>	<b>-267</b>	<b>-4.7</b>
<b>Vacant</b>	421	6.8	549	9.2	678	11.0	257	61.0
<b>Total Units</b>	<b>6,150</b>	<b>100.0</b>	<b>5,985</b>	<b>100.0</b>	<b>6,140</b>	<b>100.0</b>	<b>-10</b>	<b>-0.2</b>

**Figure 1-2*****Owner-occupied, renter-occupied and vacant housing units in City of Meadville******Median Value of Owner-Occupied House***

From 1990 to 2010, the median value of owner-occupied homes in the city increased by \$49,400 or 108.1 percent. However, for the same period, the city's median values rose proportionally less than the increase for the county or the commonwealth. Median value in the county rose by \$59,700 or 138.2 percent and in the state increased by \$89,600 or 128.6 percent. In 2010, the city's median value of owner-occupied homes was \$7,800 or 7.6 percent lower than Crawford County and \$64,200 or 40.3 percent lower than the state.

**Table 1-5*****Median values of owner-occupied homes***

				<b>Change 1990 - 2010</b>	
	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>\$</b>	<b>%</b>
<b>City of Meadville</b>	\$45,700	\$73,300	\$95,100	49,400	108.1
<b>Crawford County</b>	\$43,200	\$72,800	\$102,900	59,700	138.2
<b>Pennsylvania</b>	\$69,700	\$97,000	\$159,300	89,600	128.6

***Per Capita Income***

The city's per capita income remained somewhat competitive with that of the county, but well below that of the state from 1990 to 2010. For example, in 2010, the city's per capita income was only 4.3 percent below that of the county, but 30.1 percent below that of the state. Over the 20-year period, per capita income in the city increased by \$7,712 or 70.2 percent, from \$10,986 in 1990 to \$18,698 in 2010. Crawford County's median per capita income grew to \$19,535, an increase of \$8,702 or 80.3 percent, and the state's per capita income grew to \$27,049, an increase of \$12,981 or 92.3 percent.

Table 1-6

*Per capita income*

				Change 1990 - 2010	
	1990	2000	2010	\$	%
<b>City of Meadville</b>	\$10,986	\$17,290	\$18,698	7,712	70.2
<b>Crawford County</b>	\$10,833	\$16,870	\$19,535	8,702	80.3
<b>Pennsylvania</b>	\$14,068	\$20,880	\$27,049	12,981	92.3

***Median Household Income***

Median household income in the city increased from \$18,624 in 1990 to \$28,052 in 2010 — a growth of \$9,428 or 50.6 percent. During the same period, median household income in Crawford County rose from \$23,063 to \$38,321, a 66.2 percent increase. For Pennsylvania, median household income grew from \$29,069 to \$50,398 or by 73.4 percent. In 2010, the city's median household income was 26.8 percent below that of the county and 44.3 percent that of the state.

Table 1-7

*Median household income*

				Change 1990-2010	
	1990	2000	2010	\$	%
<b>City of Meadville</b>	\$18,624	\$25,402	\$28,052	9,428	50.6
<b>Crawford County</b>	\$23,063	\$33,560	\$38,321	15,258	66.2
<b>Pennsylvania</b>	\$29,069	\$40,106	\$50,398	21,329	73.4

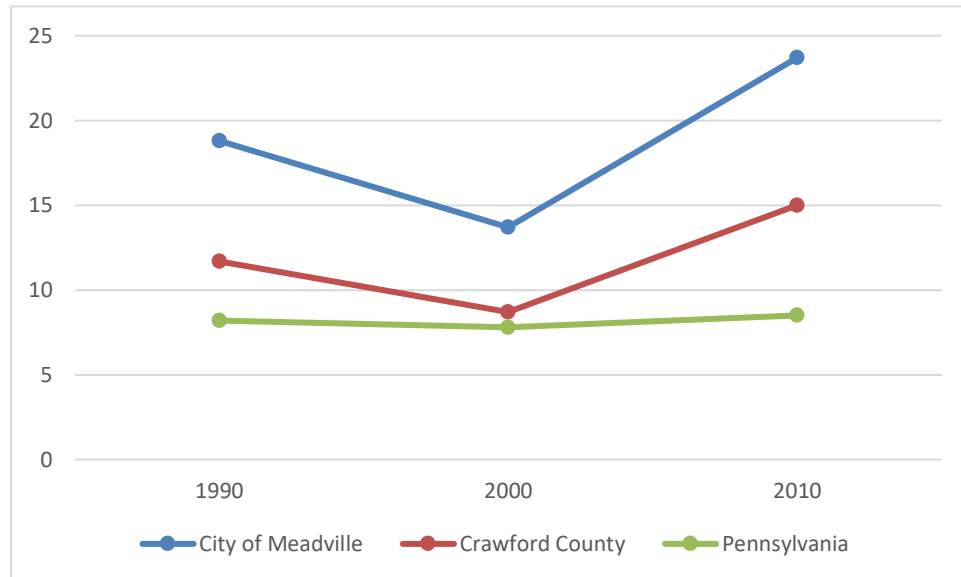
***Families Below Poverty Level***

From 1990 to 2000, the poverty was in decline in all three, city, county state. It fell by almost the same amount in the city and county but by less in the state overall. For the 2000 to 2010 period the City and county rose in poverty by the same amount but the state by much less of an increase. The poverty level in the state overall was essentially flat from 1990 -2010 but the city and county varied dramatically.

Table 1-8

*Percentage of families below poverty level*

	1990	2000	2010
<b>City of Meadville</b>	18.8	13.7	23.7
<b>Crawford County</b>	11.7	8.7	15.0
<b>Pennsylvania</b>	8.2	7.8	8.5

**Figure 1-3*****Percentage of families below the poverty level***

## CHAPTER 2 HISTORICAL FINANCIAL REVIEW

### Introduction

The city began the historical review period with decreasing surpluses from 2015 to 2018 that turned to a deficit 2019. Tax revenue, which accounts for about half of total revenues, was flat to declining during that period. Departmental earnings, which include refuse fees, provide roughly 30 percent of revenues and increased by 7.5 percent. On the expenditure side, the police department is the largest cost center. Departmental personnel costs grew by 15 percent or \$377,642 during the review period. Public works costs also experienced a substantial increase, growing by almost \$300,000 or 30 percent. Expenditures in the fire department declined by 7 percent during this period.

### Methodology

PEL compiled this historical review of the city's General Fund through analysis of year-end financial reports, independent audits, annual budgets, salary and benefit data, pension obligations and other financial obligations, as well as interviews with city officials. The historical review concentrates on the General Fund.

### Summary of Historical Financial Position

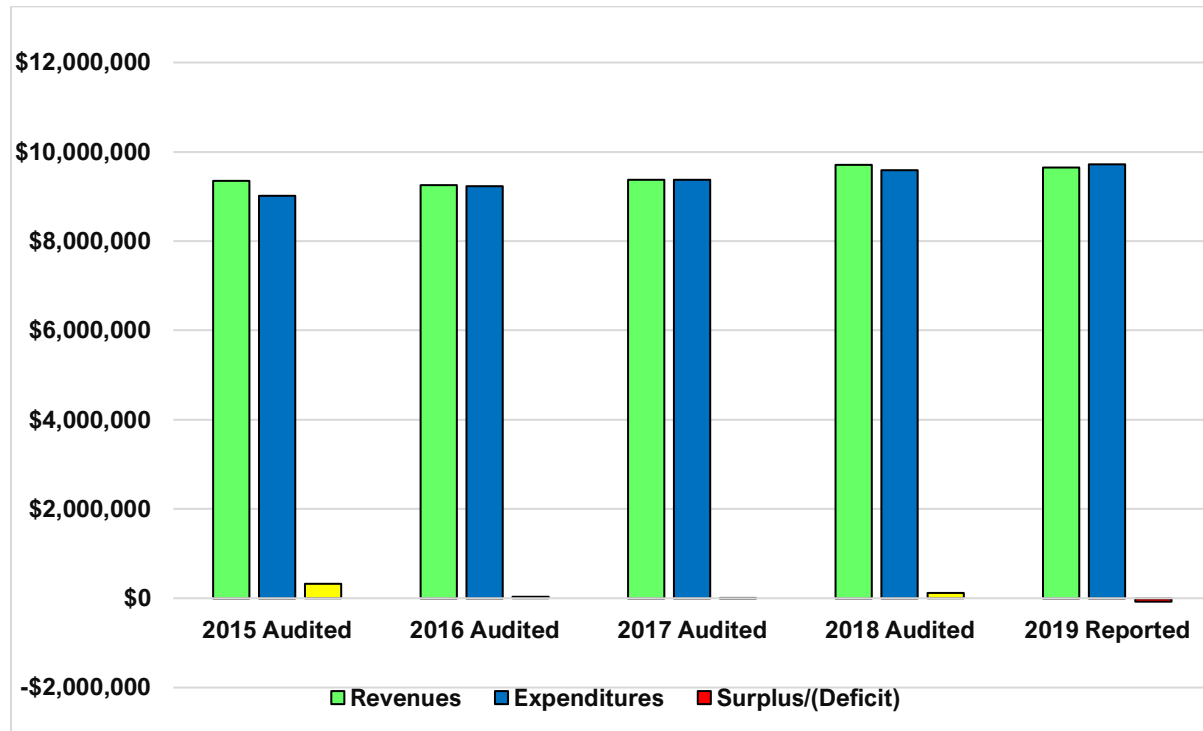
The city experienced surpluses from 2015 through 2018 decreasing from \$323,544 in 2015 to \$746 in 2017 and rising to a surplus of \$119,075 in 2018 and a reported loss of \$73,145 in 2019 (See Table 2-1 and Figure 2-1). Revenues grew over the period, rising from \$9.3 million in 2015 to \$9.7 million in 2019, an increase of \$306,355 or 3.3 percent. Expenditure growth in the same period more than doubled the revenue growth at 7.8 percent or \$703,044.

**Table 2-1**  
*Historical revenues, expenditures and surplus/(deficit)*

	2015	2016	2017	2018	2019	Change 2015-2019	
	Audited	Audited	Audited	Audited	Reported	\$	%
<b>Revenues</b>	\$9,343,727	\$9,258,568	\$9,370,360	\$9,710,366	\$9,650,082	306,355	3.3
<b>Expenditures</b>	9,020,183	9,225,321	9,369,614	9,591,291	9,723,227	703,044	7.8
<b>Surplus/(Deficit)</b>	<b>\$323,544</b>	<b>\$33,247</b>	<b>\$746</b>	<b>\$119,075</b>	<b>-\$73,145</b>		



**Figure 2-1**  
*Historical revenues, expenditures and surplus/(deficit)*



## Total Revenues

Most of the city's revenue, about 55 percent, is provided by taxes including real estate, earned income, local services, real estate transfer, per capita and mechanical devices. Department earnings, which account for about 29 percent, include refuse revenue, management fees and other charges for services, as well as payments in lieu of taxes and reimbursements of costs (See Table 2-2).

Table 2-2

*Historical revenues*

	2015	2016	2017	2018	2019	Change 2015-2019	
	Actual	Actual	Actual	Actual	Actual	\$	%
<b>Taxes</b>	\$5,201,240	\$4,966,651	\$4,967,826	\$5,255,688	\$5,023,147	-178,093	-3.4
<b>Licenses &amp; Permits</b>	66,575	57,045	41,844	129,666	62,269	-4,306	-6.5
<b>Fines &amp; Forfeits</b>	130,163	124,654	149,578	187,976	153,864	23,701	18.2
<b>Interest &amp; Rents</b>	233,924	234,281	241,929	245,912	260,321	26,396	11.3
<b>Grants &amp; Gifts</b>	644,344	662,657	732,441	754,235	753,626	109,282	17.0
<b>Other</b>	397,648	416,723	369,487	368,825	356,125	-41,523	-10.4
<b>Depart Earnings</b>	2,669,834	2,796,558	2,807,255	2,768,064	2,764,844	95,011	3.6
<b>Transfer</b>	0	0	60,000	0	275,887	275,887	100.0
<b>Total Revenue</b>	<b>\$9,343,727</b>	<b>\$9,258,568</b>	<b>\$9,370,359</b>	<b>\$9,710,366</b>	<b>\$9,650,082</b>	<b>306,355</b>	<b>3.3</b>
Percent of Total Revenue							
<b>Taxes</b>	55.7	53.6	53.0	54.1	52.1		
<b>Licenses &amp; Permits</b>	0.7	0.6	0.4	1.3	0.6		
<b>Fines &amp; Forfeits</b>	1.4	1.3	1.6	1.9	1.6		
<b>Interest &amp; Rents</b>	2.5	2.5	2.6	2.5	2.7		
<b>Grants &amp; Gifts</b>	6.9	7.2	7.8	7.8	7.8		
<b>Other</b>	4.3	4.5	3.9	3.8	3.7		
<b>Department Earnings</b>	28.6	30.2	30.0	28.5	28.7		
<b>Transfer</b>	0.0	0.0	0.6	0.0	2.9		
<b>Total Revenue</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>		

***Assessed Value***

Assessed values are determined by the Crawford County Assessor's Office. In Crawford County, the last assessment was done in 1969 or more than 50 years ago. An adjustment was made in 1985, adding a multiplier of 2.7 to the calculation. Except for Titusville, where 100 percent of the 1985 replacement value is used as the assessed value, county assessors use 75 percent of the amount as a property's assessed value.

Real estate taxes provide the bulk of tax revenue for the city. These taxes are generated by multiplying a set rate, known as a millage, by the municipality's assessed value. The rate is capped at 30 mills without court approval for third-class cities.

Older, outdated assessments generally mean the real estate tax revenue of the municipality does not keep up with the costs to run the municipality. The 2019 value of one mill of tax for Meadville is \$4,771 or 2.7 percent less than it was in 2009. For every \$1 the city had in 2009, the city now has only \$0.97 in revenue from its taxable base. Coupled with inflation over the same period the city would need to raise \$1.19 in 2019 taxes for every \$1.00 of 2009 costs, a shortfall of \$0.22.

The millage rate in Meadville over the same period was decreased in 2013 from 20.92 to 20.42 before increasing to 21.92 mills in 2015 where it remained for 2020. At a 100 percent collection rate,

the 2019 mills of 21.92 would generate \$3,409,203 compared to 2009 where the rate of 20.92 mills would generate \$3,443,524 (See Table 2-3).

**Table 2-3**  
***Assessed value and real estate millage***

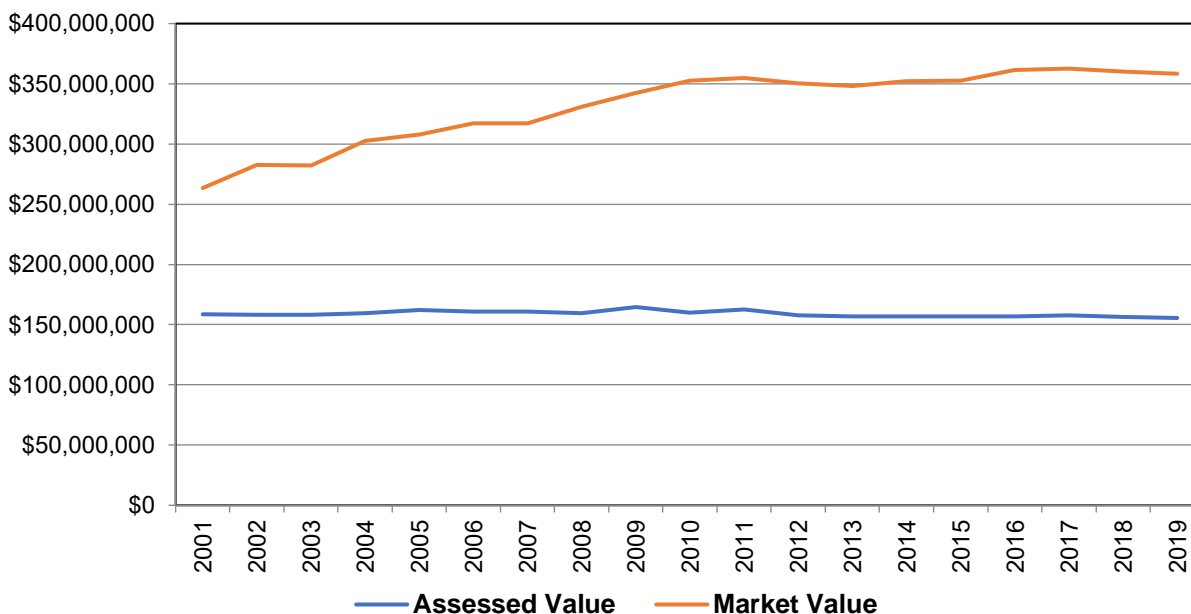
	<b>2009</b>	<b>2019</b>
<b>Assessed Value</b>	\$164,604,374	\$155,529,321
<b>Millage</b>	20.920	21.920
<b>Tax Levy</b>	\$3,443,524	\$3,409,203

During the review period, the city's market value grew by one-third, but this growth was not reflected in county assessment values, which fell slightly during that period. In 2001, the assessed value was approximately 60 percent of market value. By 2019, the assessed value was only 43 percent of market value. The city's taxable base and current property tax revenues from its real estate millage would be 36 percent higher if the assessed valuation matched the rate of increase of the market value of the same properties. Unfortunately, that lost revenue opportunity cannot be made up and adjustments to the city's assessed valuation base will continue to impact the value of the property tax base and therefore the city's revenue from real estate tax.

**Table 2-4**  
***Assessed vs Market Value***

<b>Year</b>	<b>Market Value</b>	<b>Change</b>	<b>% Change</b>	<b>Assessed Value 75 %</b>	<b>Change</b>	<b>% Change</b>	<b>Ratio of Assessed to Market Value</b>
<b>2001</b>	\$263,436,900			\$158,528,351			60.2%
<b>2002</b>	282,758,700	\$19,321,800	7.3	158,389,060	-\$139,291	-0.1	56.0%
<b>2003</b>	282,143,900	-614,800	-0.2	158,021,060	-368,000	-0.2	56.0%
<b>2004</b>	302,573,900	20,430,000	7.2	159,384,965	1,363,905	0.9	52.7%
<b>2005</b>	307,712,200	5,138,300	1.7	162,224,555	2,839,590	1.8	52.7%
<b>2006</b>	317,335,700	9,623,500	3.1	160,809,275	-1,415,280	-0.9	50.7%
<b>2007</b>	317,306,500	-29,200	0.0	160,845,891	36,616	0.0	50.7%
<b>2008</b>	330,813,093	13,506,593	4.3	159,350,194	-1,495,697	-0.9	48.2%
<b>2009</b>	342,381,406	11,568,313	3.5	164,604,374	5,254,180	3.3	48.1%
<b>2010</b>	352,722,801	10,341,395	3.0	160,000,155	-4,604,219	-2.8	45.4%
<b>2011</b>	354,924,896	2,202,095	0.6	162,831,685	2,831,530	1.8	45.9%
<b>2012</b>	350,309,239	-4,615,657	-1.3	157,884,938	-4,946,747	-3.0	45.1%
<b>2013</b>	348,066,653	-2,242,587	-0.6	156,926,669	-958,269	-0.6	45.1%
<b>2014</b>	352,056,620	3,989,967	1.1	156,795,065	-131,604	-0.1	44.5%
<b>2015</b>	352,532,765	476,146	0.1	156,981,934	186,869	0.1	44.5%
<b>2016</b>	361,528,923	8,996,158	2.6	157,004,120	22,186	0.0	43.4%
<b>2017</b>	362,601,704	1,072,781	0.3	157,545,544	541,424	0.3	43.4%
<b>2018</b>	360,173,671	-2,428,033	-0.7	156,466,833	-1,078,711	-0.7	43.4%
<b>2019</b>	358,377,166	-1,796,505	-0.5	155,529,321	-937,512	-0.6	43.4%
<b>Change 2001 - 2019</b>		<b>\$94,940,266</b>	<b>36.0</b>		<b>-\$2,999,030</b>	<b>-1.9</b>	
<b>Change 2011 - 2019</b>		<b>\$5,654,364</b>	<b>1.6</b>		<b>-\$4,470,834</b>	<b>-2.7</b>	

**Figure 2-2**  
***Assessed Value versus Market Value***



## ***Taxes***

The city's overall real estate tax rate of 21.92 mills has remained constant since 2015, but the amount for general purpose mills compared to special purpose mills has shifted, with the amount levied for general purpose steadily declining and the amount for debt service increasing. In 2015, the allocation was 11.4 mills, general purpose; 7.42 mills, debt service; 0.10 mills, shade tree; and 3.00 mills for recreation.

By 2019, general purpose millage had declined to 8.63 mills while debt service rose to 8.84 mills. In 2020, which will be reviewed in the projection chapter, general purpose had dropped to 7.72 mills and debt service was 9.32 mills. As a result, while the millage remained the same, the amount available for the city's General Fund expenditures declined.

**Table 2-5**  
***Real Estate Tax Millage, 2009 to 2020***

<b>Tax</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>
<b>RE - General Purpose</b>	11.40	9.87	9.87	8.63	8.63	7.72
<b>RE - Debt Service</b>	7.42	7.60	7.60	8.84	8.84	9.32
<b>RE - Shade Trees</b>	0.10	0.10	0.10	0.1	0.10	0.10
<b>RE - Recreation</b>	3.00	4.35	4.35	4.35	4.35	4.78
<b>RE Total Mills</b>	<b>21.92</b>	<b>21.92</b>	<b>21.92</b>	<b>21.92</b>	<b>21.92</b>	<b>21.92</b>
<b>% Change</b>	<b>7.4</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>

Other tax rates are established by the third-class city code and have remained the same throughout the historic review period.

**Table 2-6**  
***Act 511 taxes***

<b>Tax</b>	<b>Rate</b>
<b>Mechanical Devices (dollars)</b>	\$25
<b>Earned Income - Resident (percent)</b>	0.5%
<b>Earned Income - Nonresident (percent)</b>	1.0%
<b>Local Services Tax (LST) (dollars)</b>	\$52
<b>Realty Transfer (percent)</b>	0.5%
<b>Per Capita (dollars)</b>	\$10

Real estate tax revenue overall was flat throughout the historical review period. The difference between 2015 and 2019 real estate tax revenue was a decline of \$15,811 or 0.5 percent.

Earned income tax revenue fluctuated from a high of \$1.2 million to a low of just under \$1 million. In 2019, earned income tax revenue was 15 percent lower than in 2015. Local services tax revenue also declined. Declines in both the earned income and local services taxes in 2019 are a likely result of lost jobs from the J.M. Smucker Company. The loss of earned income tax revenue was much more in the period of 2015-2017 but has recovered somewhat through 2019.

Real estate transfer taxes are driven by the purchase of property in the city. The average for the review period was approximately \$85,000 annually. Per capita taxes increased over the historical review period, but the increase was not a significant source of revenue (See Table 2-7).

**Table 2-7**  
***Historical tax revenues***

	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>Change 2015-2019</b>	
<b>Category</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>\$</b>	<b>%</b>
<b>Real Estate Taxes</b>	\$3,399,688	\$3,366,208	\$3,365,724	\$3,436,005	\$3,383,877	-15,811	-0.5
<b>Earned Income Tax</b>	1,210,584	981,366	997,323	1,203,726	1,028,544	-182,039	-15.0
<b>Local Services Tax</b>	476,487	481,829	475,911	464,325	461,318	-15,168	-3.2
<b>Real Estate Transfer</b>	67,668	90,917	75,415	97,416	94,968	27,300	40.3
<b>Per Capita</b>	46,664	46,231	53,453	54,141	52,585	5,921	12.7
<b>Mechanical Devices</b>	150	100	0	75	1,855	1,705	1,136.5
<b>Total Tax Revenue</b>	<b>\$5,201,240</b>	<b>\$4,966,651</b>	<b>\$4,967,826</b>	<b>\$5,255,688</b>	<b>\$5,023,147</b>	<b>-178,093</b>	<b>-3.4</b>

### ***Departmental Earnings***

As noted above, departmental earnings provide about 29 percent of total revenues. Revenue from refuse collections accounted for approximately \$1.2 million to \$1.3 million of the \$2.9 million in receipts. Meadville provides weekly refuse and bi-weekly recycling collections to its residents through a contract with Tri-County Industries. Fees are billed monthly by the Meadville Area Water

Authority and vary from \$21.00 to \$24.50, depending on the container size. Public works employees also provide services that support refuse collections. (See Table 2-8).

**Table 2-8**  
***Departmental earnings detail***

	2015	2016	2017	2018	2019	Change 2015-2019	
	Actual	Actual	Actual	Actual	Actual	\$	%
<b>Refuse</b>	\$1,223,381	\$1,323,777	\$1,329,879	\$1,318,848	\$1,210,489	-12,892	-1.1
<b>Charges for Services</b>	499,602	513,525	498,538	506,256	530,444	30,842	6.2
<b>Management Fees</b>	492,300	502,033	505,239	535,559	595,821	103,521	21.0
<b>PILOTS/Contributions</b>	303,992	325,041	339,004	320,604	323,769	19,777	6.5
<b>Reimbursements</b>	150,558	132,182	134,596	86,798	104,321	-46,237	-30.7
<b>Total</b>	<b>\$1,446,452</b>	<b>\$1,472,780</b>	<b>\$1,477,376</b>	<b>\$1,449,216</b>	<b>\$1,554,355</b>	<b>107,903</b>	<b>7.5</b>

The cable franchise fee and storm water fee funds provide most of the revenue for charges for services. The franchise fee declined from \$174,373 in 2015 to \$159,482 in 2019, while revenue from the storm water fee grew from \$135,000 (2015 to 2018) to \$185,000 in 2019.

Management fees are for general fund fiscal management performed on behalf of those entities and activities (See Table 2-9). Payments in lieu of taxes (PILOTS) and contributions from parking, the Meadville Area Sewer Authority (MASA), Crawford Area Transportation Authority, Allegheny College and Meadville Medical Center ranged from \$303,992 in 2015 to a high of \$339,004 in 2017. Most of the reimbursement revenue is from Crawford County and Crawford Central School District to the Treasurer's Office.

**Table 2-9**  
***Management fees detail***

	2015	2016	2017	2018	2019	Change 2015-2019	
	Actual	Actual	Actual	Actual	Actual	\$	%
<b>Market Authority</b>	\$2,750	\$2,750	\$2,750	\$2,750	\$2,750	0	0.0
<b>Parking Authority</b>	30,743	31,050	31,360	31,680	31,992	1,249	4.1
<b>Recreation Authority</b>	24,075	24,075	24,075	24,075	24,075	0	0.0
<b>Stormwater</b>	155,000	160,000	160,000	190,000	190,000	35,000	22.6
<b>Redevelopment Authority</b>	30,050	30,050	30,050	30,050	90,000	59,950	199.5
<b>CDBG</b>	12,000	12,000	12,000	12,000	12,000	0	0.0
<b>Meadville Area Sewer Authority</b>	237,682	242,108	245,004	245,004	245,004	7,322	3.1
<b>Total</b>	<b>\$492,300</b>	<b>\$502,033</b>	<b>\$505,239</b>	<b>\$535,559</b>	<b>\$595,821</b>	<b>103,521</b>	<b>21.0</b>

### ***Other Non-Tax Revenues***

The remaining 11 percent of non-tax revenue comes from various sources. The most significant source is grants and gifts, which includes state aid for pensions, funds from PennDOT for

snowplowing, and reimbursements from the school district for crossing guards and the resource officer. The grants and gifts category grew by over \$100,000 during the review period. Other revenue includes impact fees from the Crawford Business Park and loan/guarantee fees from the sewer and water authorities. The city receives rent for the Ainsworth/Smucker property, the firing range and the district judge's office (See Table 2-10).

**Table 2-10*****Other non-tax revenues detail***

	2015	2016	2017	2018	2019	Change 2015-2019	
	Actual	Actual	Actual	Actual	Actual	\$	%
<b>Grants &amp; Gifts</b>	\$644,344	\$662,657	\$732,441	\$754,235	\$753,626	109,282	17.0
<b>Other</b>	397,648	416,723	369,487	368,825	356,125	-41,523	-10.4
<b>Interest &amp; Rents</b>	233,924	234,281	241,929	245,912	260,321	26,396	11.3
<b>Fines &amp; Forfeits</b>	130,163	124,654	149,578	187,976	153,864	23,701	18.2
<b>Licenses &amp; Permits</b>	66,575	57,045	41,844	129,666	62,269	-4,306	-6.5

## Total Expenditures

Personnel expenditures comprise the largest portion of costs, ranging from \$6.0 million to \$6.5 million or approximately 66 percent of the budget. The main operational expenditure is trash collection. Operations, which also includes non-personnel items like supplies, materials, utilities and non-health related insurances, ranged from a low of \$2 million in 2015 to a high of \$2.2 million in 2018. Debt service has grown significantly, increasing by \$384,388 or over 72 percent. Transfers, meanwhile, declined by \$290,000 or 70 percent (See Table 2-11).

**Table 2-11*****Other non-tax revenues detail***

	2015	2016	2017	2018	2019	Change 2015-2019	
	Actual	Actual	Actual	Actual	Actual	\$	%
<b>Personnel</b>	\$5,982,980	\$6,184,623	\$6,376,557	\$6,352,318	\$6,455,850	472,870	7.9
<b>Operating</b>	2,089,957	2,237,454	2,140,958	2,225,122	2,225,743	135,786	6.5
<b>Debt Service</b>	532,246	648,244	696,497	854,517	916,634	384,388	72.2
<b>Transfers</b>	415,000	155,000	155,600	225,000	125,000	-290,000	-69.9
<b>Total Expenditures</b>	<b>\$9,020,182</b>	<b>\$9,225,321</b>	<b>\$9,369,613</b>	<b>\$9,656,957</b>	<b>\$9,723,227</b>	<b>703,045</b>	<b>7.8</b>
<b>Personnel</b>	66.3	67.0	68.1	65.8	66.4		
<b>Operating</b>	23.2	24.3	22.9	23.0	22.9		
<b>Debt Service</b>	5.9	7.0	7.4	8.8	9.4		
<b>Transfers</b>	4.6	1.7	1.7	2.3	1.3		
<b>Total Expenditures</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>		

## ***Personnel Expenditures***

Police are the city's largest personnel expenditure and experienced the largest absolute growth, increasing by \$370,060 or almost 15 percent. Public works had the next largest absolute growth, increasing by \$294,338 or almost 30 percent. The largest percentage increases were in the city clerk and city manager's offices, which grew by 49.3 and 46.9 percent, respectively. Finance (\$188,489 or almost 50 percent), city council (\$18,328 or 18.0 percent), general government (\$27,552 or 44.0 percent) and fire (\$93,867 or 6.2 percent) experienced decreases (See Table 2-12).

**Table 2-12**

***Personnel expenditures by department***

	2015	2016	2017	2018	2019	Change 2015-2019	
Personnel	Actual	Actual	Actual	Actual	Actual	\$	%
Police	\$2,526,107	\$2,593,416	\$2,804,356	\$2,833,647	\$2,896,168	370,060	14.6
Fire	1,526,260	1,598,164	1,522,033	1,364,830	1,432,393	-93,867	-6.2
Public Works	1,013,116	1,062,003	1,127,709	1,187,399	1,307,454	294,338	29.1
City Manager	192,253	201,222	216,508	222,619	282,413	90,160	46.9
Finance	378,720	392,370	370,411	376,653	190,231	-188,489	-49.8
City Clerk	73,587	77,294	69,043	88,013	109,877	36,290	49.3
Treasurer	108,259	111,454	122,930	135,090	118,516	10,258	9.5
City Council	102,100	85,433	87,924	83,415	83,771	-18,328	-18.0
General Gov't	62,578	63,266	55,644	60,652	35,026	-27,552	-44.0
<b>Total Personnel</b>	<b>\$5,982,980</b>	<b>\$6,184,623</b>	<b>\$6,376,557</b>	<b>\$6,352,318</b>	<b>\$6,455,850</b>	<b>472,870</b>	<b>7.9</b>
Percentage of Total							
Police	42.2	41.9	44.0	44.6	44.9		
Fire	25.5	25.8	23.9	21.5	22.2		
Public Works	16.9	17.2	17.7	18.7	20.3		
City Manager	3.2	3.3	3.4	3.5	4.4		
Finance	6.3	6.3	5.8	5.9	2.9		
City Clerk	1.2	1.2	1.1	1.4	1.7		
Treasurer	1.8	1.8	1.9	2.1	1.8		
City Council	1.7	1.4	1.4	1.3	1.3		
General Gov't	1.0	1.0	0.9	1.0	0.5		
<b>Total Personnel</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>		

Personnel costs for police, fire and public works are determined by the respective collect bargaining agreements which are further discussed in the labor and collective bargaining chapter. The police department, which has 51.9 percent of the 2020 budgeted employees, accounts for 40 to 45 percent of personnel costs throughout the period. Fire department personnel costs have decreased in the period primality due to a decrease in department overtime (See Table 2-13).



**Table 2-13**  
**2020 Budgeted Employees**

	<b>FT</b>	<b>% of Total</b>	<b>PT</b>	<b>% of Total</b>	<b>Total</b>	<b>% of Total</b>
<b>City Management</b>	4	6.0	0	0.0	4	3.8
<b>Finance</b>	3	4.5	0	0.0	3	2.8
<b>Treasurer</b>	2	3.0	0	0.0	2	1.9
<b>Police</b>	27	40.3	28	71.8	55	51.9
<b>Fire</b>	13	19.4	4	10.3	17	16.0
<b>Public Works</b>	17	25.4	3	7.7	20	18.9
<b>Parking</b>	1	1.5	0	0.0	1	0.9
<b>Solicitor</b>	0	0.0	1	2.6	1	0.9
<b>Code Enforcement</b>	0	0.0	2	5.1	2	1.9
<b>City Clerk</b>	0	0.0	1	2.6	1	0.9
<b>Total Employees</b>	<b>67</b>	<b>100.0</b>	<b>39</b>	<b>100.0</b>	<b>106</b>	<b>100.0</b>

Salary and wages are the largest personnel expenditure, rising steadily by \$380,365 or 11.6 percent from 2015 to 2019, ending the period at almost \$3.7 million. The next largest personnel expenditures are pension, which grew by \$121,356 or 10 percent, and health insurance, which increased by \$80,837 or 8.8 percent. Other than refuse, which is offset by refuse fees, these three expenditures are the city's highest overall costs (See Table 2-14).

**Table 2-14**  
**Personnel expenditures by type**

	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>Change 2015-2019</b>	
	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>\$</b>	<b>%</b>
<b>Salary &amp; Wages</b>	\$3,274,315	\$3,402,348	\$3,524,804	\$3,540,141	\$3,654,680	380,365	11.6
<b>Overtime</b>	209,573	269,217	171,486	227,280	98,350	-111,223	-53.1
<b>Holiday Pay</b>	8,910	10,626	12,376	13,287	12,618	3,709	41.6
<b>Employee Taxes</b>	146,693	154,447	156,556	166,689	159,831	13,138	9.0
<b>Health Insurance</b>	920,292	906,984	937,024	890,676	1,001,130	80,837	8.8
<b>Pension</b>	1,212,729	1,195,173	1,274,918	1,313,830	1,334,085	121,356	10.0
<b>Other Emp Exp</b>	210,467	245,828	299,394	200,416	195,156	-15,311	-7.3
<b>Total Personnel</b>	<b>\$5,982,980</b>	<b>\$6,184,623</b>	<b>\$6,376,557</b>	<b>\$6,352,318</b>	<b>\$6,455,850</b>	<b>472,870</b>	<b>7.9</b>

## ***Operating Costs***

The operating costs in Table 2-15 represent General Fund expenditures. Additional operating costs for street, parking and stormwater expenditures are recorded in the Liquid Fuels, Parking and Stormwater Funds, respectively.

Refuse collection represents the largest portion of operating costs. This expense grew from \$803,534 in 2015 to \$891,262 in 2019, an increase of \$87,728 or 10.9 percent. As previously noted, Meadville residents are charged a fee for this service that covers its costs. Maintenance and repairs held steady

from 2015 to 2018 at approximately \$180,000. In 2019, one-time expenditures in the finance and fire departments drove these costs to \$243,014. Street lighting costs varied throughout the period from a low of \$135,313 in 2015 to a high of \$173,025 in 2017, with 2019 ending at \$166,957 or a 23.4 percent increase over 2015.

**Table 2-15**  
***Operating expenditures detail***

	2015	2016	2017	2018	2019	Change 2015-2019	
	Actual	Actual	Actual	Actual	Actual	\$	%
<b>Refuse Collection</b>	\$803,534	\$888,190	\$884,123	\$889,780	\$891,262	87,728	10.9
<b>Maintenance &amp; Repairs</b>	177,284	178,015	173,716	180,875	243,014	65,730	37.1
<b>Contracted Services</b>	169,022	211,454	163,485	209,228	168,233	-790	-0.5
<b>Street Lighting</b>	135,313	157,300	173,025	166,776	166,957	31,644	23.4
<b>Professional Services</b>	128,202	192,198	138,664	116,918	128,587	386	0.3
<b>Operating Supplies</b>	124,907	132,720	99,045	113,388	123,079	-1,829	-1.5
<b>Insurance</b>	116,578	99,220	103,655	135,575	115,872	-706	-0.6
<b>Materials &amp; Supplies</b>	115,121	97,765	123,440	100,590	100,797	-14,323	-12.4
<b>Utilities</b>	98,286	97,570	94,792	97,045	91,871	-6,415	-6.5
<b>Miscellaneous</b>	100,626	75,363	74,674	96,738	73,380	-27,246	-27.1
<b>Other Services</b>	64,796	63,320	62,882	60,391	66,206	1,410	2.2
<b>Vehicle Expense</b>	56,288	44,340	49,459	57,818	56,485	198	0.4
<b>Operating Expense</b>	<b>\$2,089,957</b>	<b>\$2,237,454</b>	<b>\$2,140,958</b>	<b>\$2,225,122</b>	<b>\$2,225,743</b>	<b>135,786</b>	<b>6.5</b>

### ***Capital Spending***

The city maintains a three-year capital budget. Tight operating budgets have only allowed for minimal investment in capital. The stormwater fee and CDBG funding have provided some funds for capital. The city has also been aggressive in procuring grant money for some projects. The remaining funds come from long term borrowing.

### ***Long Term Debt***

The city has issued debt for General Obligation bonds and notes to provide for the acquisition and constructions of major capital facilities (See Table 2-16). These bonds are direct obligations and pledge the full faith and credit of the government. In addition to the General Fund, some of the debt is paid by the Parking Fund and the DEP Fund. The city also has guaranteed debt for the Meadville Area Sewer Authority and Meadville Area Water Authority. The city's debt service will remain level at about \$1.8 million through 2030.

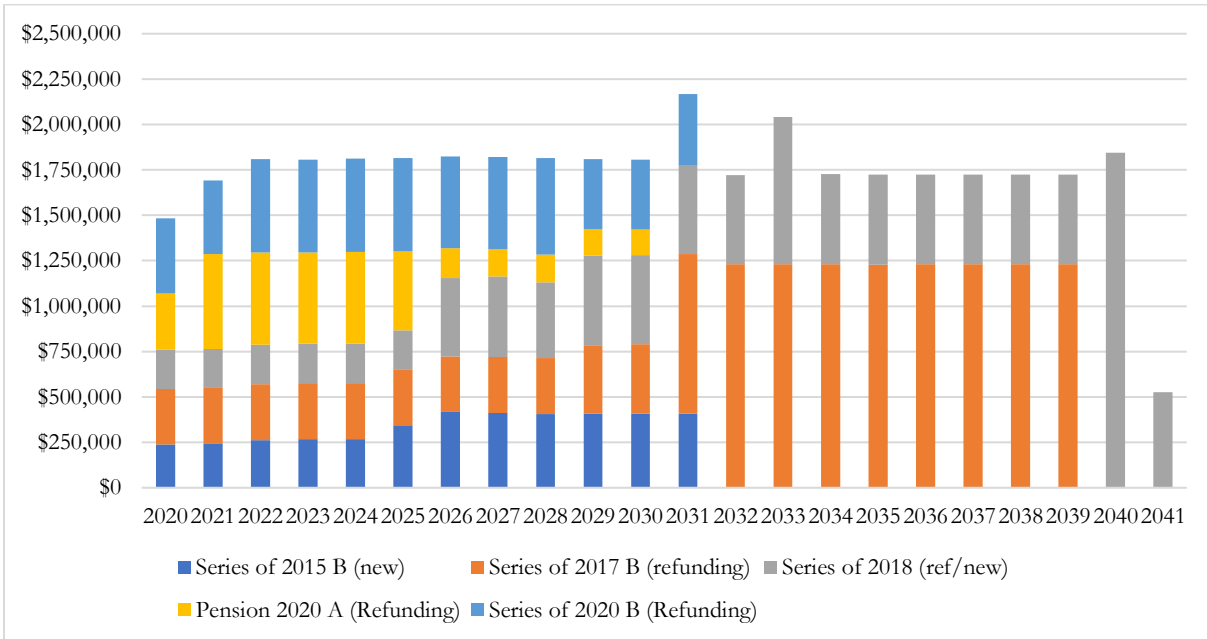
**Table 2-16**  
**City of Meadville Debt**

<b>General &amp; Other Funds</b>	<b>Issue Date</b>	<b>Issue Amount</b>	<b>Maturity Date</b>	<b>Balance @ 6/30/2020</b>
Series of 2015 B (new)	2015	\$3,200,000	2031	\$3,045,000
Series of 2017 B (refunding)	2017	12,245,000	2038	11,490,000
Series of 2018 (ref/new)	2018	6,835,000	2041	6,830,000
Pension 2020 A (Refunding)	2020	3,195,000	2030	3,195,000
Series of 2020 B (Refunding)	2020	9,910,000	2031	9,910,000
<b>Other Funds:</b>				
<b>Parking Fund</b>				
USDA of 2006	2006	820,000	2046	675,986
<b>MASA</b>				
Note of 2005 A	2005	10,500,000	2025	3,610,000
Note of 2012 B	2012	3,110,000	2017	1,245,000
Note of 2013 B	2013	1,585,000	2028	1,520,000
Series of 2015 A	2015	6,145,000		3,610,000
<b>MAWA</b>				
Series of 2019	2019	8,420,000	2037	8,415,000
Series of 2013 C	2013	7,465,000	2022	2,525,000

- 2015 B refinanced 2005 bonds at a lower interest rate and provided \$3.1 million in new money for capital improvements throughout the city, including street improvements and parking upgrades.
- 2017 Series A & B refinanced the 2014A and 2012 and 2012A at a lower interest rate.
- 2018 refinanced the 2013A and provided \$3.2 million to fund capital projects, with investment in equipment and infrastructure.
- 2020 A refinanced the 2010 pension borrowing at a lower interest rate. Series of 2010, original amount \$5,500,000 was used for pension deposit of \$5,331,000.
- 2020 B provided a loan of \$974,202 to the Meadville Area Sewer Authority and \$2.5 million for capital projects throughout the city.
- 2006 USDA note payable for a new parking garage
- 2012 B Note outstanding for capital improvements at MASA

The city receives an annual fee from Meadville Area Sewer Authority and the Meadville Area Water Authority related to the financing structure of their debt issues.

**Figure 2-3**  
***Meadville Debt Service***



### ***Pension***

Currently, the city's pension is funded at 83 percent and is considered minimally distressed. The Auditor General report for August 31, 2020 (based on 2019 Actuarial Valuation Reports), shows pension assets at \$36,685,662 versus liabilities of \$44,003,423.

## **CHAPTER 3 FINANCIAL PROJECTIONS**

### **Introduction**

Initial projections indicated the city of Meadville would end 2020 with a slight deficit followed by increasing annual deficits that will surpass \$851,000 by 2024. Revenues were projected to grow by less than 1.0 percent while expenditures were expected to increase by 8.5 percent. An unprecedented global pandemic is now likely to increase that 2020 deficit or at the very least stress the city's cash position.

During this review, the COVID-19 pandemic forced business shutdowns locally and across Pennsylvania because of state-mandated quarantine directives. The business closures resulted in a wave of unemployment and related financial problems across not only the state but also the country as other states reacted similarly. Unemployment in Crawford County rose to over 16 percent in April 2020.

As a result, Meadville is likely to suffer lost revenue in 2020 ranging from an estimated low of almost \$248,022 to a projected high of \$948,036. The city could see a 2020 deficit of up to a projected \$378,000. Revenue losses could continue into 2021. The impact will largely depend on the recovery of local businesses and employment.

The earned income tax is expected to be the hardest hit of all revenue sources because it is tied to jobs. Year to date August 2020 earned income receipts were trending behind the 2019 figures by 3.8 percent.

PEL recommends that the city begin to plan immediately for these impacts if it has not already done so with an aim to make expenditure cuts if possible — potentially through a spending freeze on non-essential items or capital items that do not require borrowing — and preserve cash that might be needed for year-end bills. Although the city has an available fund balance that it can turn to in this situation, Meadville could also consider investigating a bank drawdown line of credit to ease any short-term cash requirements.

In addition, state legislation is under consideration that would provide enhanced authority to obtain a tax anticipation note (TAN) to cover pandemic uncertainties. Borrowing would provide bridge funding against the business recovery unknown but would not replace lost revenue. In addition to current fiscal year impacts, there remains the potential for continued revenue cycle disruption in 2021 on real estate collections and for earned income, local services, and slower fee-based revenue collection.

### **Assumptions**

#### **Baseline Revenue Projection Assumptions**

- The 2020 budget serves as the baseline
- Tax rates and fees remain at 2020 levels
- Real estate tax revenue reduced 0.2 percent based on assessment history

- Earned income tax revenue annual growth of 1.25 percent
- Local services tax revenue increase of 0.1 percent annually
- Refuse revenues decreased 0.1 percent annually
- State Aid for pensions remains at 2020 levels. The 2021-unit reimbursement received is lower than previous years but for the purpose of the projections the future aid amount is kept steady at the 2020 amount.
- Rental income maintained at 2020 levels; assumes city hall re-leased after expiration of current lease
- Other revenues held at 2020 levels

### **Baseline Expenditure Projection Assumptions**

- The 2020 budget serves as the baseline
- Employee count remains at 2020 budgeted levels
- No new debt incurred; existing debt service based on amortization schedules
- Union employee wages and salaries were increased at the annual contractual rate:
  - City of Meadville and International Association of Fire Fighters, Local 515 Duration: January 1, 2020 to December 31, 2023
  - City of Meadville and Colonel Lewis Walker Lodge No. 97, FOP Duration: January 1, 2019 to December 31, 2022
  - City of Meadville and AFSCME, AFL-CIO, Local 2643, Duration: January 1, 2019 to December 31, 2022 The AFSCME CBA expires December 31, 2022.
- Other employee wages and salaries were increased 2 percent annually; union wages were increased at 2 percent annually following CBA expiration
- Pension annual obligation was increased by rate of annual wage increases including longevity and step movement
- Health insurance expense was increased by 5.5 percent annually
- Other expenditure growth based on the Core Personal Consumer Index (CBO August 2019)

### **Summary of Pre-Pandemic Projected Revenues and Expenditures**

Prior to the pandemic, the city was anticipated to have a deficit close to \$100,000. Revenues were expected to grow by only 1.0 percent over the five-year period compared to projected expenditure increases of 8.5 percent (See Table 3-1 and Figure 3-1).

The city has adequate fund and cash balances (See Figure 3-2) through 2022. Pre-pandemic, these balances may be exhausted by 2023 after subtracting expected deficits absent corrective action. Fund and cash balances were taken from the city's 2018 audit.

Table 3-1

*Pre-pandemic projected revenues, expenditures and surplus/(deficit)*

	2020	2021	2022	2023	2024	Change 2020-2024	
	Estimate	Projections	Projections	Projections	Projections	\$	%
<b>Revenues</b>	\$9,816,085	\$9,824,430	\$9,833,016	\$9,841,845	\$9,850,922	34,837	0.4
<b>Expenditures</b>	9,914,281	10,116,310	10,325,097	10,543,010	10,761,707	847,427	8.5
<b>Surplus/(Deficit)</b>	<b>-\$98,196</b>	<b>-\$291,881</b>	<b>-\$492,082</b>	<b>-\$701,165</b>	<b>-\$910,785</b>		

Figure 3-1

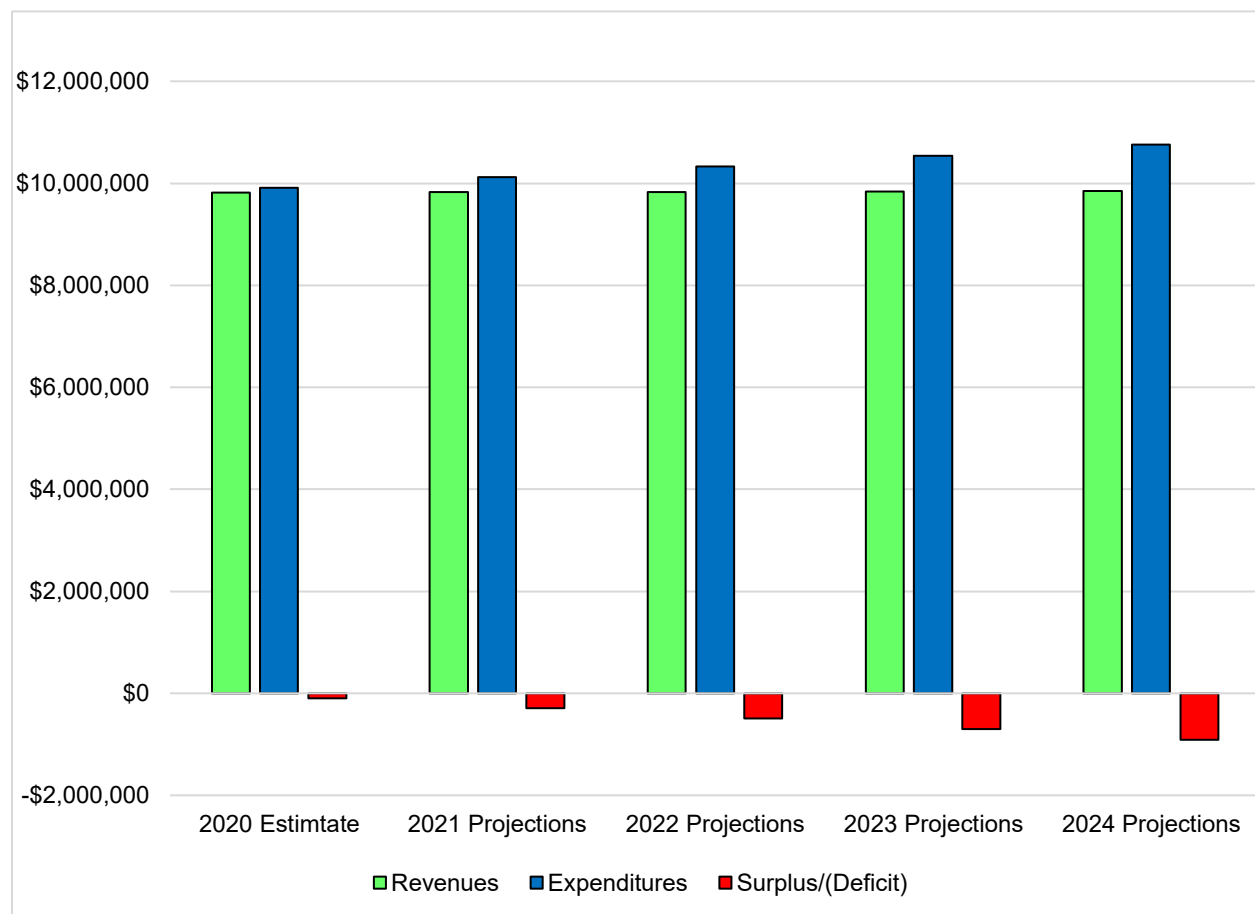
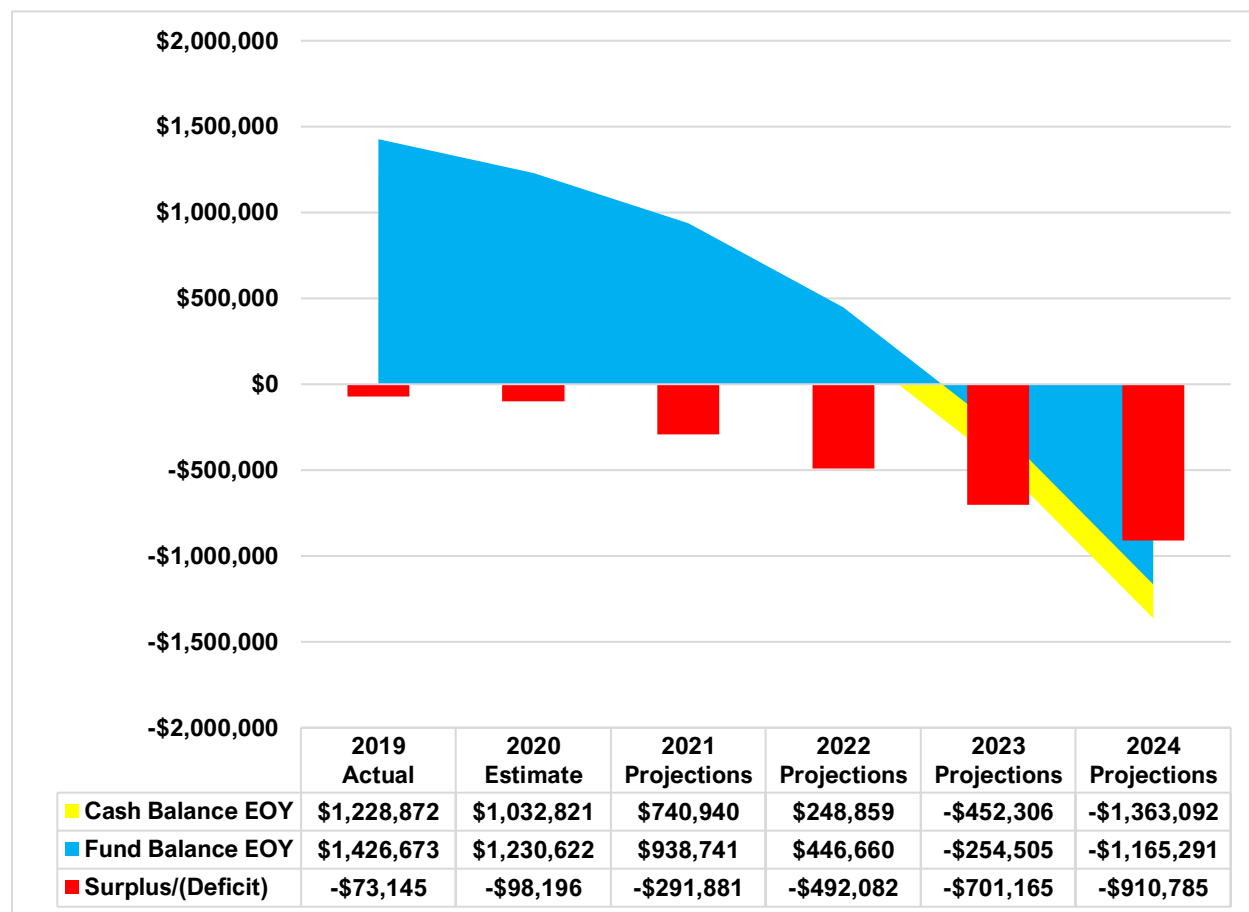
*Pre-pandemic projected surplus/(deficit) and net surplus/(deficit)*

Figure 3-2

*Pre-pandemic projected fund balance, cash balance and surplus/(deficit)*

## Pre-Pandemic Estimated and Projected Revenues

### Taxes

#### Highlights – See Table 3-2

- Real Estate Taxes will decrease slightly based on assessment decline
- Earned income taxes are projected to provide the only tax revenue growth through 2024 at 5.1 percent
- Local services taxes for the period are expected to increase by \$1,923 based on annual job growth
- All other taxes are anticipated to remain flat through 2024 and were held at the 2020 budget level



- Taxes provide 55 percent of total revenue with real estate taxes making up approximately 67 percent of total taxes and earned income taxes at just over 20 percent of total taxes. Local Services accounts for just over 9 percent.

Table 3-2

*Total tax revenue by source*

	2020	2021	2022	2023	2024	Change 2020-2024	
Category	Estimated	Projected	Projected	Projected	Projected	\$	%
Real Estate Taxes	\$3,461,539	\$3,454,616	\$3,447,707	\$3,440,811	\$3,433,930	-27,609	-0.8
Earned Income tax	1,035,000	1,047,938	1,061,037	1,074,300	1,087,728	52,728	5.1
Local Services Tax	480,000	480,480	480,960	481,441	481,923	1,923	0.4
Real Estate Transfer	88,000	88,000	88,000	88,000	88,000	0	0.0
Per Capita	54,500	54,500	54,500	54,500	54,500	0	0.0
Mechanical Devices	100	100	100	100	100	0	0.0
<b>Total Tax Revenue</b>	<b>\$5,119,139</b>	<b>\$5,125,633</b>	<b>\$5,132,304</b>	<b>\$5,139,152</b>	<b>\$5,146,181</b>	<b>27,042</b>	<b>0.5</b>

**Non-Tax Revenue**

Most of the non-tax revenue categories are projected to remain flat. For the five-year period, state aid for pensions and charges for services may see some growth, while refuse revenues are expected to drop slightly (See Table 3-3).

Table 3-3

*Total non-tax revenues*

	2020	2021	2022	2023	2024	Change 2020-2024	
Category	Estimated	Projected	Projected	Projected	Projected	\$	%
Charges for Services	\$565,699	\$569,979	\$574,318	\$578,719	\$583,181	17,482	3.1
Management Fees	611,137	611,137	611,137	611,137	611,137	0	0.0
PILOTs	342,746	342,746	342,746	342,746	342,746	0	0.0
PURTA	5,100	5,100	5,100	5,100	5,100	0	0.0
Fines & Forfeits	168,872	169,041	169,210	169,379	169,549	677	0.4
Interest	34,000	34,000	33,999	33,999	33,999	-1	0.0
Licenses & Permits	68,725	68,725	68,725	68,725	68,725	0	0.0
Refuse	1,352,142	1,349,544	1,346,951	1,344,363	1,341,780	-10,362	-0.8
Miscellaneous	266,000	266,000	266,000	266,000	266,000	0	0.0
Reimbursements	372,885	372,885	372,885	372,885	372,885	0	0.0
Rent	206,700	206,700	206,700	206,700	206,700	0	0.0
Sale of Assets	12,000	12,000	12,000	12,000	12,000	0	0.0
State Aid for Pensions	566,240	566,240	566,240	566,240	566,240	0	0.0
State Revenue	55,000	55,000	55,000	55,000	55,000	0	0.0
Act 13 Revenue	69,700	69,700	69,700	69,700	69,700	0	0.0
<b>Non-Tax Revenue</b>	<b>\$4,696,946</b>	<b>\$4,698,796</b>	<b>\$4,700,712</b>	<b>\$4,702,693</b>	<b>\$4,704,741</b>	<b>7,795</b>	<b>0.2</b>

## Expenditures

### *Personnel and Non-Personnel*

#### Highlights. See Table 3-4 and 3-5

- Projected personnel increases (10.3 percent) account for the majority of expenditure growth
- The largest component increases in personnel are salaries and wages (\$476,107 or 12.4 percent) and health insurance (\$217,954 or 23.9 percent)
- Growth in non-personnel is spread among numerous categories with the largest increase refuse charges, \$55,366 or 6.2 percent
- Debt service payments remain consistent through the period

**Table 3-4**

*Personnel, operating, debt service, and transfer expenditures*

	2020	2021	2022	2023	2024	Change 2020-2024	
	Estimated	Projected	Projected	Projected	Projected	\$	%
<b>Personnel</b>	\$6,934,719	\$7,116,803	\$7,292,645	\$7,472,694	\$7,649,979	715,260	10.3
<b>Operating</b>	2,278,027	2,297,973	2,330,917	2,368,782	2,410,193	132,166	5.8
<b>Debt Service</b>	576,034	576,034	576,034	576,034	576,034	0	0.0
<b>Transfers</b>	125,500	125,500	125,500	125,500	125,500	0	0.0
<b>Total Expenditures</b>	<b>\$9,914,281</b>	<b>\$10,116,310</b>	<b>\$10,325,097</b>	<b>\$10,543,010</b>	<b>\$10,761,707</b>	<b>847,427</b>	<b>8.5</b>

**Table 3-5**

*Personnel expenditures*

	2020	2021	2022	2023	2024	Change 2020-2024	
	Estimated	Projected	Projected	Projected	Projected	\$	%
<b>Salary &amp; Wages</b>	\$3,855,116	\$3,981,879	\$4,099,477	\$4,218,245	\$4,331,223	476,107	12.4
<b>Overtime</b>	119,100	119,100	119,100	119,100	119,100	0	0.0
<b>Holiday Pay</b>	15,000	15,000	15,000	15,000	15,000	0	0.0
<b>Employee Taxes</b>	167,794	172,786	177,854	183,013	188,101	20,307	12.1
<b>Health Insurance</b>	912,611	962,805	1,015,759	1,071,626	1,130,565	217,954	23.9
<b>Pension</b>	1,659,071	1,659,071	1,659,071	1,659,071	1,659,071	0	0.0
<b>Other Emp Exp</b>	206,027	206,162	206,384	206,640	206,919	892	0.4
<b>Total Personnel</b>	<b>\$6,934,719</b>	<b>\$7,116,803</b>	<b>\$7,292,645</b>	<b>\$7,472,694</b>	<b>\$7,649,979</b>	<b>715,260</b>	<b>10.3</b>

## ***Departmental Expenditures***

### **Highlights. See Table 3-6.**

- Personnel costs drive the department increases
- Police had the highest increase at \$316,828 or 9.5 percent
- Fire was the next highest \$198,209 or 12.8 percent
- Public works increases the least of the major departments at \$136,907 or 8.2 percent.
- Healthcare for City Council contributes to the increases in that department expenditures

**Table 3-6**

### ***Departmental Expenditures***

	2020	2021	2022	2023	2024	Change 2020-2024	
Department	Estimated	Projected	Projected	Projected	Projected	\$	%
Police	\$3,348,311	\$3,432,615	\$3,509,112	\$3,588,750	\$3,665,139	316,828	9.5
General Gov't	2,104,280	2,117,704	2,138,988	2,163,304	2,189,833	85,552	4.1
Public Works	1,675,096	1,706,691	1,740,026	1,775,085	1,812,003	136,907	8.2
Fire	1,553,148	1,601,203	1,651,759	1,702,180	1,751,357	198,209	12.8
City Manager	490,411	500,168	510,528	521,243	532,278	41,867	8.5
Finance	307,761	315,426	323,817	332,571	341,629	33,868	11.0
City Clerk	134,261	134,886	135,660	136,508	137,416	3,155	2.3
Treasurer	118,334	120,266	122,353	124,563	126,895	8,561	7.2
City Council	97,378	101,255	105,439	109,878	114,573	17,195	17.7
Solicitor	85,300	86,098	87,415	88,929	90,585	5,285	6.2
<b>Total Expenditures</b>	<b>\$9,914,281</b>	<b>\$10,116,310</b>	<b>\$10,325,097</b>	<b>\$10,543,010</b>	<b>\$10,761,707</b>	<b>847,427</b>	<b>8.5</b>

## **Pandemic Effects**

During this review, the COVID-19 pandemic forced business shutdowns locally and across Pennsylvania because of state-mandated quarantine directives. The business closures resulted in a wave of unemployment and related financial problems across not only the state but also the country as other states reacted similarly. Unemployment in Crawford County rose to over 16 percent in April 2020.

The city reported revenues from August 31, 2020, show that year to date the city is trending slightly behind 2019 collections in Real Estate, Earned Income and Local Services taxes.

Table 3-7

*City reported select revenue impacts through August 31, 2020*

	2020	2020	% of		2019	Variance	
	YTD	Budget	Budget		YTD	\$	%
<b>Real Estate Tax</b>	\$3,000,324	\$3,200,539	93.7		\$3,041,242	-\$40,919	-1.4
<b>Earned Income Tax</b>	737,601	1,035,000	71.3		765,546	-27,945	-3.8
<b>Local Services Tax</b>	334,308	480,000	69.6		351,287	-16,979	-5.1
<b>Stormwater Fee</b>	767,329	770,000	99.7		749,269	18,060	2.4

## Pandemic Revenue Methodology

The methodology used to assess the potential impact of the pandemic on the city's revenues for 2020 was developed by the Municipal Finance Research Collaborative<sup>1</sup> in southwest Pennsylvania. The collaborative worked with an expert panel of approximately 10 municipal managers to estimate the expected percent reduction due to the pandemic for each major revenue source under low, medium and high loss scenarios.

PEL developed the 2021 methodology based on the lag inherent in the various revenue types and with the assumption that employment gradually returns to pre-COVID-19 levels, with the length of return proportionate to the initial fall in employment.

PEL used the city's August 2020 year-to-date vs. August 2019 year-to-date for the estimates for 2020.

## Summary Highlights. See Table 3-8

- PEL's original pre-pandemic 2020 estimates projected a \$98,196 deficit in 2020
- The estimated range of lost revenue impact from the pandemic may result in deficits for 2020 ranging from \$222,178 to \$495,273
- The city has a fund balance of over \$1.2 million that it can access for cash flow purposes if necessary, in addition to other measures outlined previously

Table 3-8

*Estimated 2020 revenues, low to high pandemic revenues loss, expenditures and adjusted surplus/(deficit)*

	Pandemic Impact Range			
	Pre-pandemic	Low	Medium	High
<b>Total Revenues</b>	<b>\$9,816,085</b>	<b>\$9,816,085</b>	<b>\$9,816,085</b>	<b>\$9,816,085</b>
Est Revenue Loss	0	-123,982	-257,920	-397,078
<b>Net Revenue</b>	<b>\$9,816,085</b>	<b>\$9,692,103</b>	<b>\$9,558,165</b>	<b>\$9,419,007</b>
<b>Expenditures</b>	<b>\$9,914,281</b>	<b>\$9,914,281</b>	<b>\$9,914,281</b>	<b>\$9,914,281</b>
<b>Surplus/(Deficit)</b>	<b>-\$98,196</b>	<b>-\$222,178</b>	<b>-\$356,115</b>	<b>-\$495,273</b>

<sup>1</sup> The collaborative includes representatives from the University of Pittsburgh Graduate School of Public and International Affairs, the Congress of Neighboring Communities (CONNECT), the Pennsylvania Economy League of Greater Pittsburgh and two local government managers.

## 2020 Revenue Highlights. See Table 3-9

- Table 3-9 shows the pre-pandemic 2020 estimated revenues prior to the pandemic and demonstrates the reduction in each revenue category based on the percentage decrease in the methodology
- Although the largest dollar impact is expected in current real estate taxes, the greatest proportional impact is likely in earned income tax revenue because of the sharp rise in unemployment due to the pandemic

**Table 3-9**

***Pre-pandemic 2020 estimated revenues, 2020 Estimated Revenue Loss***

		Pandemic Impact Range							
Category	2020 Estimated		Low	Med	High		Low	Medium	High
RE Taxes Current	\$3,200,539		-1.4%	-2.8%	-4.2%		-44,808	-89,615	-134,423
RE Taxes Del County	260,000		-3.0%	-7.0%	-13.0%		-7,800	-18,200	-33,800
RE Taxes Del Treasurer	1,000		-3.0%	-7.0%	-13.0%		-30	-70	-130
Earned Income Tax	1,035,000		-3.8%	-7.6%	-11.4%		-39,330	-78,660	-117,990
RE Transfer Tax	88,000		-7.0%	-14.0%	-21.0%		-6,160	-12,320	-18,480
LST	480,000		-5.1%	-10.2%	-15.3%		-24,480	-48,960	-73,440
Licenses & Permits	68,725		-2.0%	-4.0%	-6.0%		-1,375	-2,749	-4,124
Fine & Forfeits	168,872		0.0%	-1.0%	-2.0%		0	-1,689	-3,377
Charges for Services	565,699		0.0%	-1.0%	-2.0%		0	-5,657	-11,314
Refuse	1,352,142		-2.0%	-4.0%	-6.0%		-27,043	-54,086	-81,129
Total							-\$123,982	-\$257,920	-\$397,078

## Pandemic Financial Impact 2021

### Summary Highlights. See Tables 3-10 and 3-11

- Meadville was projected to have a \$291,881 deficit in 2021 prior to the impact of the pandemic
- Projections have been revised to anticipate deficits ranging from \$373,309 to \$576,677 based on the extent of the pandemic impact
- The largest proportional and dollar impact is likely on earned income taxes

Table 3-10

*Pre-pandemic projected 2021 revenues, low to high pandemic impact revenues loss, expenditures and surplus/(deficit)*

			Pandemic Impact Range		
	Projected		Low	Medium	High
<b>Total Revenues</b>	\$9,824,430		\$9,824,430	\$9,824,430	\$9,824,430
<b>Est Revenue Loss</b>	0		-81,829	-147,618	-284,796
<b>Net Revenue</b>	\$9,824,430		\$9,742,601	\$9,676,812	\$9,539,633
<b>Expenditures</b>	\$10,116,310		\$10,116,310	\$10,116,310	\$10,116,310
<b>Surplus/(Deficit)</b>	<b>-\$291,881</b>		<b>-\$373,709</b>	<b>-\$439,499</b>	<b>-\$576,677</b>

Table 3-11

*Pre-pandemic 2021 projected revenues, low to high pandemic impact revenues loss*

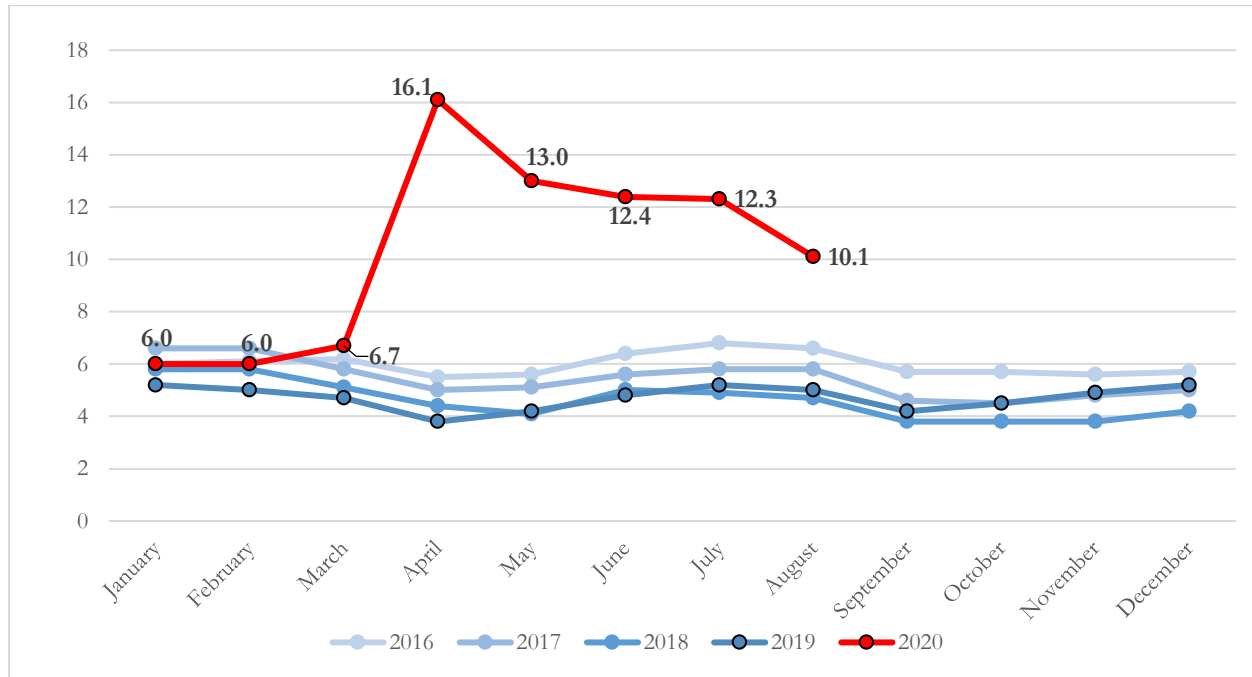
			Pandemic Impact Range						
Category	2021 Estimated		Low	Med	High		Low	Medium	High
RE Taxes Current	\$3,194,138		0.0%	-1.5%	-3.5%		0	-47,912	-111,795
RE Taxes Del County	260,000		-5.0%	-7.0%	-10.0%		-13,000	-18,200	-26,000
RE Taxes Del Treasurer	1,000		-5.0%	-7.0%	-10.0%		-50	-70	-100
Earned Income Tax	1,047,938		-4.5%	-7.0%	-14.0%		-47,157	-73,356	-146,711
LST	480,480		-6%	-14%	-20%		-21,622	-33,634	-67,267
Total Impact							-\$81,829	-\$147,618	-\$284,796

## 2020 Regional Unemployment

### *Unemployment Rate*

Crawford County's unemployment figures demonstrate the impact of the pandemic (Figure 3-3). Unemployment in Crawford County rose from 6.7 percent in March 2020 to 16.1 percent in April 2020 as a result of layoffs associated with COVID-19. The rate declined to 10.1 percent by August. In comparison, the unemployment rate in April 2019 was 3.8 percent, the lowest from 2015 through April 2020. Revenue from earned income taxes is tied to employment of residents.

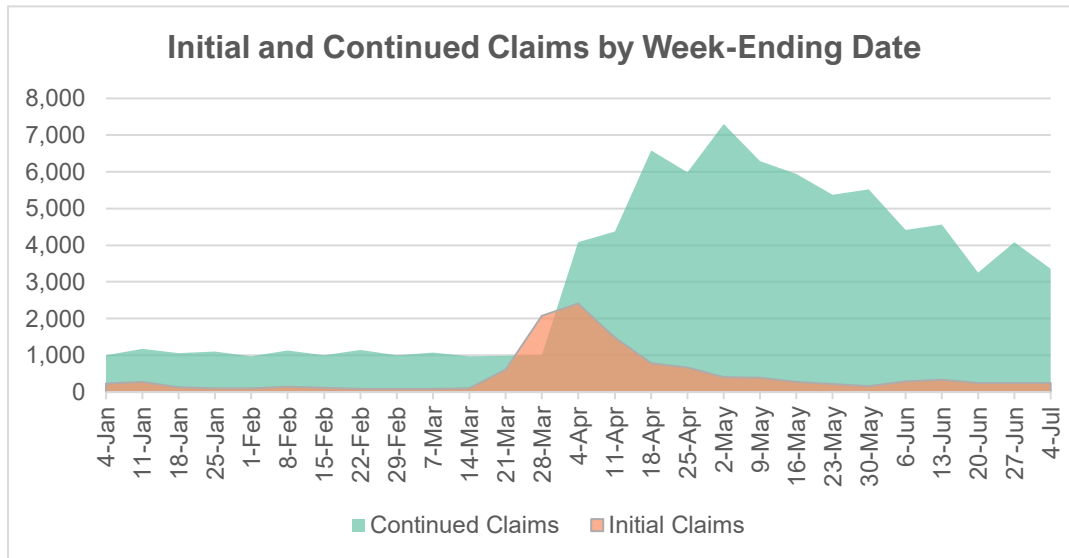
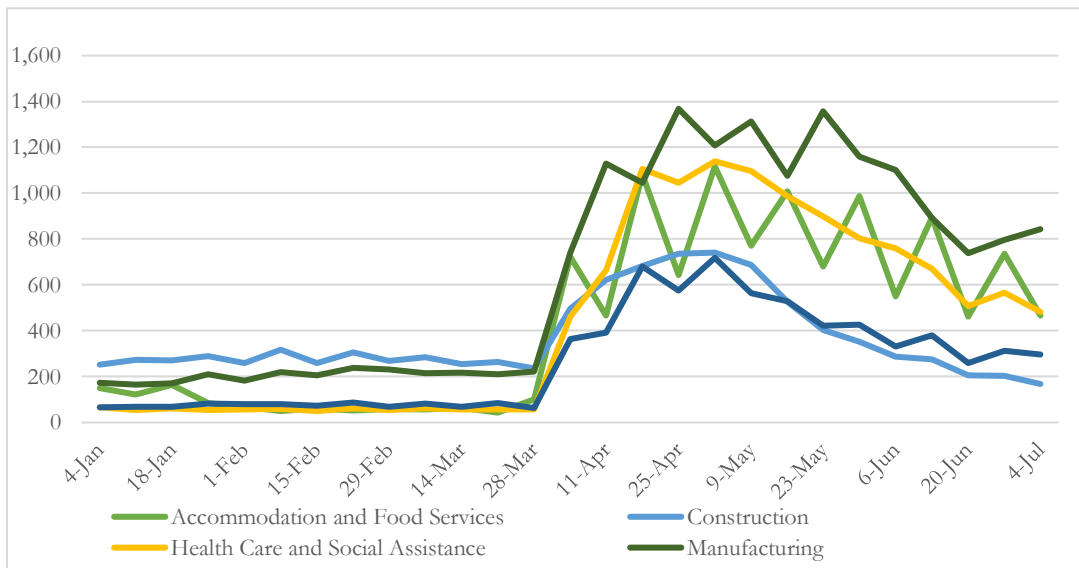
Figure 3-3

***Unemployment percentage rates in Crawford County, 2015 to August 2020******Initial and Continued Unemployment Claims***

Initial unemployment claims in Crawford County spiked at the end of March and beginning of April with the claims totaling 5,964 for the three weeks ending March 28, April 4 and April 11, 2020. After the early spike, initial claims trended down through the week-ending May 30 to 157 before rising again to 291. Initial claims in January and February averaged 141.

Continued unemployment claims in Crawford County averaged 1,050 during the first quarter of 2020. Continued claims the week of April 4 were approximately 3,000 higher than the prior week, and they reached a high of 7,304 the week of May 2 before beginning to decline (See Figure 3-4).

For the top five industry sectors, the largest number of Crawford County's continued claims were in the manufacturing sector; construction had the least amount (See Figure 3-5).

**Figure 3-4*****2020 initial and continued unemployment claims by week-ending date, January through June.*****Figure 3-5*****2020 top five Crawford County industry sectors by continued claims, January through June***



## **CHAPTER 4 ADMINISTRATION**

### **Introduction**

Meadville's administration is led by a small but experienced team overseen by a city manager. In addition to generally overseeing day-to-day operations, the team is particularly focused on economic and community development, particularly in the downtown, and associated blight strategies to strengthen the city's stagnant to declining tax base. This mission was bolstered by the recent hiring of a full-time community development director. Since administration staff wear many hats, however, it is often difficult to engage in more long-term planning and related data analysis.

Recommendations include purchasing specialized software that will improve efficiency and effectiveness, bolstering support staff as possible, updating the City's administrative code, creating policies and procedures, and exploring alternative methods to collecting the per capita tax.

### **Elected Leadership**

Meadville is one of 53 third-class cities in Pennsylvania and operates with a council-manager form of government. City council is the legislative body and sets policy. Meadville's council has four members and a mayor, who presides over all meetings and sets the agenda in consultation with the city manager. Members also are assigned to committees and serve as liaisons to organizations such as the Meadville Redevelopment Authority and the French Creek Council of Governments.

There are two other elected positions in city government: treasurer and controller, each of whom are elected to four-year terms.

### **City Management and Departments**

The council appoints a full-time city manager who serves as Meadville's chief executive and administrative officer, overseeing all aspects of the city's day-to-day operations. The city manager also serves as the city clerk and is ultimately responsible for maintaining city records.

The assistant city manager provides administrative support to the city manager and also serves as the city's zoning and health officer, among other responsibilities. The director of community development reports directly to the city manager and focuses on strategies to address issues such as downtown development and blight reduction.

The other major city departments are police, fire, public works, and finance. Each department is discussed in detail in this report. The city has approximately 90 employees, although many were either partially or fully furloughed during the initial peak of the 2020 COVID-19 pandemic.

### **Authorities**

Water and wastewater services in the Meadville region are provided by public authorities. The Meadville Area Sewer Authority (MASA) is assigned city staff through a management agreement, and the authority's director reports to the city manager. MASA operates independently of city government; its operations are not addressed in this report.

The city interacts with or appoints members to several other authorities but is not directly responsible for their finances or operations:

- The Meadville Redevelopment Authority (RDA) is governed by an independent board but works closely with the city through the director of community development, whose position is partially funded by the authority;
- The city is the largest contributor (\$125,000 in the 2020 budget) to the Meadville Area Recreation Authority, which also includes representatives of West Mead and Vernon Townships and is responsible for the Meadville Area Recreation Complex;
- The Meadville Market House, the oldest continuously run market structure in Pennsylvania, is owned by the city but operated by the Meadville Market Authority; and
- The Meadville Housing Authority is led by a board appointed by city council and principally funded by U.S. Housing and Urban Development (HUD) funds.

## **Management & Development Function**

Meadville's management team is lean, with limited support staff. It is the hub of city government and is responsible for overall administration, as well as community and economic development activities in the city.

The team is comprised of the city manager, an assistant city manager, a director of community development, two part-time code enforcement officers and an executive assistant. The deputy city clerk and a part-time receptionist are listed separately in the city's budget, but in practice, they work closely with the management team. The limited support staff leaves managers little capacity for more proactive tasks like developing long-range plans or collecting and analyzing data that can be used to drive performance improvements.

Administrative staff is not part of a collective bargaining unit in Meadville.

## **Revenues**

The 2020 budget includes about \$60,000 in revenue from building permits and related fees under General Government, up slightly from 2019 (projected at about \$56,000).

## **Expenditures**

Management is a relatively small part of the city's budget compared to service departments such as police, fire and public works. The management and development budget line, which includes the core management team, ranged from 3 percent to 5 percent of total expenditures during the historical review period. Totalling \$490,411 in the 2020 budget, this function represented 5 percent of total expenditures and 7 percent of personnel expenditures.

The amount budgeted for management and development in 2020 represented an increase of about 55 percent since 2013. Much of this increase is likely explained by the city's 2019 decisions to shift exterior code enforcement from the Fire Department to the manager's office and add the director of community development position. Notably, the latter position is funded largely by the Meadville Redevelopment Authority and grant funds.

## City Manager and City Clerk

The city's leadership team is stable and knowledgeable of city affairs. The current city manager joined city government as assistant manager in 2012 and became city manager in 2014. He had previous experience in Meadville as executive director of the redevelopment authority and director of the Northwest office of the Pennsylvania Environmental Council. The assistant city manager has more than a decade of experience in city government.

The city manager is responsible for the overall administration of departments and functions of the city, and is expected to:

- Develop programs to implement council policy;
- Advise city council on city affairs;
- Appoint or remove the assistant manager and department heads;
- Manage personnel matters such as recruitment, labor relations, discipline and collective bargaining;
- Negotiate contracts for the city, subject to city council approval;
- Attend city council meetings with the right to participate in discussions, but without a right to vote;
- Recommend measures to the council for adoption;
- Work with the Finance Department to prepare the annual budget;
- Report to the council on the city's financial condition;
- Investigate any officer or department under his jurisdiction, as needed; and
- Set practices and procedures for city government.

In addition to the overarching responsibilities listed above, the city manager oversees day-to-day operations of city government and its roughly 90 employees, which appears to be a major component of the job. Department head appointments also have been critical in recent years following a series of key departures or retirements. The manager directly oversees the manager's office, police, fire, public works, finance and the sewer authority. A subset of other city services and functions are delegated to the assistant city manager for day-to-day oversight.

The manager has a key role in developing and recommending strategies to address major issues in the city, such as blight and downtown development. Beyond his annual budget responsibilities, the manager works with the finance director to routinely monitor and manage the city's finances. This task has taken on particular importance during the 2020 COVID-19 pandemic and resulting economic impact. The manager also plays an important part in managing the city's assets and noted in interviews that the city's public works facility requires investment in its exhaust and safety systems.

As noted above, the city manager also serves as city clerk, supported by a deputy clerk. The deputy clerk performs most of the work on records management and provides administrative support to the civil service board, planning commission, redevelopment authority and the assistant manager.

Finally, the city manager serves as liaison to other local organizations and governments, and as a public face of the city in communications with the public.

### **Assistant City Manager, Zoning and Code Enforcement**

The full-time assistant manager serves as the City's building code official and oversees zoning matters and code enforcement. He also serves as the city's health officer. Most of his time is spent as a de facto department head, managing the city's property maintenance and exterior code enforcement functions. The city shifted these responsibilities from the Fire Department to City Hall in 2019, reflecting an increased focus on code issues to prevent and correct blight, which is discussed in more detail in the development section of this report.

Two part-time code enforcement officers work with the assistant manager, dividing enforcement east and west of Main Street. The Fire Department remains responsible for interior code issues and commercial fire inspections. Recently, code enforcement has more directly addressed outstanding property issues, such as unkempt lawns or sidewalks in disrepair, by mowing or making repairs and then attempting to recoup the cost by billing owners. Notably, while the city has substantial concerns about code violations and property maintenance, it lacks a software system to comprehensively monitor these issues at the property/parcel level or to aggregate data for analysis.

Regulations requiring city enforcement include a locally amended version of the International Property Maintenance Code, a city zoning code, a health code, and fire prevention and building codes. At the time of our interviews, a consultant was in the process of assisting the city with a long-overdue zoning update that is expected to introduce form-based regulations for mixed-use areas of downtown.

Plan reviews and inspections during the building process are typically handled by a third-party vendor; the manager's budget for 2020 includes \$15,000 for engineering consultants. The assistant manager typically focuses on permitting issues and certificates of occupancy at the beginning and end of development projects.

### **Director of Community Development**

The director of community development is a relatively new role in city government, established in 2019. Its creation reflects a substantial change in the RDA's function in supporting development activity in the city. Facing major financial challenges, the RDA board in 2018 moved to terminate its staff; the city created the new director of community development position to assume duties previously managed by RDA staff and to develop strategies to address key development challenges. The position is supported by the RDA and federal Community Development Block Grant (CDBG) funds. A full-time position, the director reports to the city manager.

The director also serves as liaison to the RDA board and to the Crawford County Planning Office, which is under contract with the city to administer Meadville's CDBG funds. The director works to develop strategies to reduce blight, acquire and redevelop properties as appropriate, and attract

tenants to Meadville's downtown, among other responsibilities. The position also manages pre-existing RDA loan programs, including a façade program for businesses. Retaining and attracting downtown businesses is a major priority.

The director recently spearheaded a successful petition to the Commonwealth of Pennsylvania to terminate an existing Urban Enterprise Zone and free up associated funds for other economic and community development priorities in Meadville, including:

- Creating a working capital fund, providing \$500,000 to small businesses in response to impacts of the COVID-19 pandemic;
- Establishing a blight fund of \$700,000 for remediation, property acquisition and demolition; and
- Creating a revolving loan fund of \$500,000 for future RDA projects.

The director of community development receives limited support from the deputy city clerk and works closely with code enforcement and zoning staff.

## **Finance & Treasurer**

The city's Finance Department is responsible for accounts payable, payroll, employee benefits, other human resources functions, the annual budget process, financial reporting and managing investments. The Treasurer's Office is responsible for collection of city, county and school district taxes, including real estate and per capita tax, as well as permit and license fees and filing of municipal liens.

In 2019, a little more than 30 percent of Meadville residents who were assessed a per capita tax did not pay on time, and their bills were turned over to a collection agency. Per capita tax was budgeted at \$45,000 in 2020. The delinquency rate for real estate tax was much lower, at about 9 percent.<sup>2</sup> Real estate tax revenue was budgeted at \$3.2 million.

In practice, the Finance Department and Treasurer's Office work as one team. The Finance Department is led by a full-time finance director who reports to the city manager. She oversees two full-time administrative staff who handle accounts payable and payroll/human resources matters, respectively, as well as two finance clerks. The elected treasurer visits the office regularly but generally spends limited hours working on-site. The incumbent is a retired finance employee; there is some concern about loss of institutional knowledge if a newcomer were elected in the future.

About two-thirds of Treasurer's Office wages are offset by Crawford County and the Crawford Central School District to handle tax billing, collection and reconciliation. The county and school district also offset costs for forms, envelopes and postage.

Finance and Treasurer's Office employees are not part of a collective bargaining unit.

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<sup>2</sup> Crowley, M. Jan. 19, 2020. "Almost one-third of Meadville residents didn't pay per capita tax last year." The Meadville Tribune. [https://www.meadvilletribune.com/news/almost-one-third-of-meadville-residents-didnt-pay-per-capita-tax-last-year/article\\_9b4505e2-3999-11ea-af07-43091f90693d.html](https://www.meadvilletribune.com/news/almost-one-third-of-meadville-residents-didnt-pay-per-capita-tax-last-year/article_9b4505e2-3999-11ea-af07-43091f90693d.html)

## Revenues

The 2020 budget shows the Finance Department processes about \$311,000 in revenue per year from fiscal management fees. The Treasurer's Office is expected to collect about \$75,000 in revenue in 2020.

## Expenditures

Finance Department expenditures total about \$308,000 in 2020, or about 3 percent of total expenditures; the Treasurer's Office represents about 1 percent of all expenditures. The Finance Department budget includes about \$39,000 for accounting software; \$18,000 for server and IT maintenance; and \$1,750 for photocopier leases.

## Budget Process

The finance director works with the city manager to develop an annual budget proposal. The budget approval process typically lasts six weeks, with an initial presentation of the proposed budget to city council at its first meeting in November; public hearings later that month; a series of weekly council meetings to review and deliberate on specific budget areas; and adoption in mid-December. The city's fiscal year follows the calendar year, starting in January.

The city typically approaches capital purchases in three-year periods but has no long-term capital plan. The city has relied substantially on borrowing or grants to fund capital repairs and purchases for the past 20 to 25 years. Notably, the city has used CDBG funds for street paving in middle- and low-income areas. Stormwater infrastructure is a major exception, as the city established a stormwater management program and fee in 2012, providing dedicated revenue from property owners – including tax-exempt properties – to invest in the city's stormwater system.

## Other Areas of Note

Meadville also has an elected controller who is responsible for reviewing city accounts and expenditures, with a small annual salary of \$1,500. The city also retains an independent auditor at a budgeted cost of \$23,500 for 2020.

At the time of interviews, the city used the CentralSquare software package (formerly known as Pentamation) for finance and tax collection functions but was planning to migrate to a new cloud-based system in fall 2020.

## City Clerk

As noted above, the city manager also serves as the city clerk, and a quarter of his salary is budgeted accordingly. The full-time deputy clerk fulfills many of the day-to-day responsibilities of the position, including maintaining city records; placement of advertisements for public meetings and hearings; proper filing of documents; and processing permit applications for events and solicitors/sales in the city of Meadville. The position also provides support for other administrative tasks at City Hall.

## Revenues & Expenditures

The City Clerk's Office shows about \$134,000 in revenue in the 2020 budget, most of it from the General Fund, and a corresponding \$134,000 in operating expenses. This represents about 1 percent of total expenditures for 2020.

### ***Recommendations***

**Pursue funds for software.** The review made clear the city of Meadville often lacks specialized software to make business processes more efficient or to improve data collection and analysis to inform the city's approaches to some of its most pressing challenges. Staff needs to be able to work as effectively and efficiently as possible.

**Invest in technology.** The city should seek to acquire new technology and software to accomplish the following tasks:

- Compile and analyze parcel-level data. The city lacks a system to aggregate and analyze parcel-level data on blight, or to track other issues at the individual parcel level. GIS-based software could help the city to compile and track multiple points of data collected by various city departments at the parcel level (e.g., code violations, tax records, inspection results, etc.) and begin developing a data-driven strategy to identify properties requiring enforcement or assistance before more significant problems develop. This also may help the city to identify properties that should be acquired, remodeled or demolished in furtherance of development goals. See the development chapter for a more detailed discussion of this issue.
- Monitor city assets and plan for investments. As we noted above, while the city makes capital purchases or investments in short-term cycles, it lacks a long-term approach to capital projects. Tight finances make it difficult for the City to make major capital investments, but this is more reason for the City to be strategic with its limited capital dollars by maintaining a multi-year plan for capital spending. To be clear, the city already monitors certain assets carefully – it keeps an inventory of vehicles, as well as a matrix on pavement conditions, for example. This recommendation envisions building on this existing work to develop a comprehensive inventory of Meadville's assets, their condition, and their standard life expectancy, and using the inventory to drive capital planning and provide context for department purchase requests. An asset management software system would be critical to help the city to better track these needs and prioritize investments. Such software should incorporate a system for public works to issue and track work orders. In addition to improving the DPW's day-to-day workflow, this would help the city to better track where staff are investing the most time and effort on repairs and upgrades and incorporate this data into its planning. Staff should be tasked with keeping the inventory up to date; developing a multi-year rolling plan; and scheduling annual updates to the plan based on a review of the latest data and project progress.
- Update the city's website. The city's website provides valuable information to residents, but it can be difficult to navigate and is somewhat dated in design and functionality – especially on mobile devices. It also is likely due for a review of potential issues with accessibility. Particularly as more people conduct business remotely during the COVID-19 pandemic, the city should consider a general website update and accessibility upgrade that reconsiders who uses the website, what information they need, and how they access it.

**Explore options to bolster support staff.** The city manager and assistant city manager are deeply involved in day-to-day city operations. City Hall has a small yet skilled team of support staff, but nonetheless, the city's management team has limited capacity to focus on the "big picture" and develop longer-term strategies and plans for the city's future. Budget constraints limit options to add staff, but under the status quo, the city also runs the risk of burnout among top managers. The recent addition of the director of community development position represents a creative approach to adding a staff member to focus on an area of strategic importance while tapping funds from an outside organization (the RDA) and grants. The city should continue to explore creative opportunities to reduce the day-to-day operational workload of its top managers, whether by reallocating work tasks or making strategic additions to support staff, and advance strategic goals.

**Review and revise the city's administrative code.** The city's existing administrative code is dated and does not accurately reflect how city government is organized or staffed today. It includes, for example, divisions that no longer exist, such as departments of purchasing and personnel. The code should serve as an up-to-date reference on city government structure and functions and should also be reviewed periodically to ensure consistency with state and federal laws. The administrative code should be reviewed and revised to reflect current staffing and department structure.

**Adopt written policies and procedures.** Clear policies and procedures help to ensure that the city's day-to-day business practices reflect its longer-term strategic goals and are consistent with state or federal laws and regulations. Clear policies and procedures also can help to create consistency across the organization, make expectations clear to staff, and help management hold employees accountable. Ultimately, this can help the city of Meadville with succession planning, as documented processes help incoming employees or leaders to more readily understand the city's functions and their role within the organization. Developing a handbook that succinctly summarizes policies and procedures can help ensure these expectations are clear to employees.

**Consider alternative methods to collect per capita tax.** The per capita tax is levied on adults in Meadville over age 18. It is budgeted to bring in about \$45,000 in 2020. Last year, nearly a third of residents did not submit payments on time and bills were sent to a third-party firm for collection. Some municipalities have explored eliminating the per capita tax and raising the equivalent revenue through an increase in real estate taxes instead; Meadville may wish to consider this to reduce resources spent collecting this source of minimal revenue.



## **CHAPTER 5 PUBLIC WORKS**

### **Introduction**

The Department of Public Works (DPW) is responsible for the city of Meadville's streets, signs, stormwater system, parks, fleet of vehicles and equipment, city-owned buildings, and public services such as a curbside leaf pickup in the fall. Residential trash and recycling pickup are handled by a private vendor. The Meadville Area Water Authority (MAWA) manages refuse billing and residents' requests for new or additional refuse and recycling bins; the DPW handles work orders for additional bins and manages refuse cart inventory.

Public works recommendations include implementing asset management and work order software, improving training; exploring targeted opportunities for outsourcing; and developing a longer-term capital plan and funding strategy.

### **Staffing**

DPW has 15 budgeted full-time positions in 2020 – 12 are covered by a collective bargaining agreement and three are administrative non-represented roles. The city electrician, a non-represented employee, retired in the summer of 2020. Some openings were expected to be restructured or remain unfilled for the 2020 budget year.

#### **Budgeted full-time administrative positions include:**

One DPW director;  
One public works support coordinator; and  
One city electrician.

#### **Full-time represented positions in the 2020 budget include:**

Five truck driver/laborer positions;  
Three equipment operators;  
One laborer foreman;  
One facilities maintenance technician;  
One automotive mechanic;  
One working supervisor; and  
One sign tech position.

These DPW employees are represented by the American Federation of State, County and Municipal Employees (AFSCME).

The 2020 budget also lists three part-time positions, including a shade tree program manager. According to the DPW director, one part-time position was created this fiscal year but ultimately unfilled due to budget challenges resulting from the COVID-19 pandemic. The department also typically has about two seasonal positions to assist with parks maintenance.

The consultant team sought to compare the City's DPW staffing to similarly sized cities in Pennsylvania. While limited personnel data was readily available, Meadville's overall DPW staffing

level was very similar to the cities of St. Marys (estimated 2014-18 population of 12,535) and Washington (13,590), according to publicly available budget data. Four parks maintenance employees were included in the staff count for the City of Washington, as the Meadville DPW has responsibilities for maintaining parks equipment and grounds.

As noted in Chapter 4 of this review, the DPW lacks a software-based work order system that would likely improve its ability to efficiently manage infrastructure, given the limited staff and the many responsibilities detailed below.

The director has held his position since late 2018 and had previously worked for the Meadville Area Sewer Authority as the Project Coordinator for 11 years. MASA operates separately from the DPW and is responsible for the city's sanitary sewer system.

The city budget shows a director, two administrative positions and 10 employees at the Meadville Area Sewer Authority. The DPW and authority do not often work together but do cooperate on occasion. For example, DPW will use the authority's van-mounted video camera to inspect stormwater pipes.

## **Revenues**

DPW revenue largely comes from the General Fund, but the department's 2020 budget includes about \$247,000 from other sources. This includes \$55,000 in state grants for snow plowing and about \$52,000 from the Parking Fund, among other sources. Revenues in 2020 total \$1.7 million, down from 2019, but up from \$1.6 million in 2018 and \$1.5 million in 2017.

Stormwater revenue is listed in a separate fund. As noted earlier in this review, the city established a stormwater maintenance program and an associated user fee in 2012. This provides dedicated revenue for the system's upkeep. All property owners with over 200 square feet of impervious surface are assessed a fee. Single family detached (SFD) parcels are billed a flat rate of \$90 per year, based on the median amount of impervious (paved) surface for residential lots with a single-family home in Meadville. All other property owners are billed a multiplier based on actual square footage of impervious surface on the parcel. The city anticipates about \$770,000 in stormwater fee revenue in 2020, like other recent years. A portion of that revenue goes toward both in-house and contracted stormwater system upgrades performed or overseen by the public works department in consultation with the City's consulting engineer.

## **Expenditures**

Total DPW expenses tracked with revenues, at \$1.7 million, or about 17 percent of the city's total expenditures for 2020. DPW spending was down from 2019, but up slightly compared to 2018 and 2017. DPW personnel spending in 2020 decreased slightly compared to the prior three years (down 5 percent since 2017).

As with stormwater revenues above, the 2020 city budget tracks stormwater spending separately from the DPW. Of \$1.3 million in budgeted expenditures from the Stormwater Fund in 2020, \$185,000 supports DPW personnel.

In addition, the city budgeted about \$595,000 in state Liquid Fuels Tax funds in 2020 to support highway construction and maintenance.

## **Street Maintenance & Plowing**

Plowing and repairing the city's 54 centerline miles of streets is a substantial task for the DPW. The city has agreements to provide snow removal and mowing services for an additional 24 lane miles of state roads within the city.

The city contracts out large street repairs, while the DPW handles smaller repairs and utility openings. As noted earlier, the city largely funds street repairs through capital borrowing, as well as grants, and to a limited extent, CDBG funds. Street repairs are prioritized through a combination of DPW staff recommendations; a paving matrix, which shows the year a street was last paved and rates it on five conditions; city council requests; resident complaints; and utility openings (which public works is responsible for repairing appropriately).

During the winter, the working supervisor assesses the need for road salt and directs drivers during the regular workday. After hours, the city typically has a rotation of two salt truck drivers available on 24-hour call for a week at a time and can be called out by either the working supervisor or in response to a Police Department request. Additional DPW staff can be called in to plow during significant snowfalls.

The department uses trucks of various sizes, including dump trucks and pickups, for snow plowing in order to clear wider roads, narrower streets and alleys. DPW staff also is responsible for snow removal on the parking deck and certain sidewalks. A portion of plowing and snow shoveling for city-owned parking lots and other sidewalks is contracted out, at a cost of about \$40,000 in 2020.

A sign tech manages street sign maintenance and replacements.

Street sweeping is a priority for the DPW and is done daily from March through November. The DPW runs a regular route with its street sweeper, cleaning downtown three times a week and the rest of the city on the other four days of the week.

## **Stormwater**

The DPW is responsible for maintenance, repairs and replacing elements of the city's stormwater system, which includes about 195,000 feet of pipes, and hundreds of catch basins, manholes, weirs and other drainage infrastructure. The stormwater system is separate from sanitary sewers and empties untreated runoff into Mill Run and French Creek.

During warmer months, crews use a vacuum truck to clean out catch basins and storm sewer lines almost daily. The city also taps fee revenue to make annual upgrades. A 2018 report on the stormwater program noted that among other upgrades, the city:

- Added, replaced, cleaned or video-inspected more than 4,000 linear feet of stormwater pipes;
- Added, replaced or cleaned more than 300 catch basins and manholes;
- Replaced 7,212 linear feet of curbs; and

- Cleaned 6,150 linear feet of ditch and swale.

## Fleet Maintenance

The DPW has a single full-time mechanic who is responsible for maintaining the department's nearly 40 vehicles and equipment, as well as police, fire and sewer authority vehicles. At any given time, the mechanic is usually engaged in maintenance or repairs. The position has occasional assistance from a truck driver/laborer.

The city has its own garage with two lifts; the facility needs upgrades and more modern exhaust and safety systems.

The city made investments in its fleet during its 2018-20 cycle of capital borrowing, including two dump trucks outfitted with plow. The DPW still has some smaller vehicles that are aging. Of 38 items on the City's list of vehicles and equipment, nine trucks are more than 15 years old, beyond the expected life cycle for the industry. Five pieces of equipment also are more than 15 years old, including two leaf loaders, a wheel loader, an air compressor and a trackhoe.

The table below shows the Public Works fleet and equipment as of 2020.

Equipment No.	Year	Description of Equipment
Streets #4	2003	Ford F-250 pickup truck
Streets #5	2006	International 4400 dump truck
Streets #6	2004	International 4400 dump truck
Streets #7	2019	International MV607 SBA dump truck
Streets #8	2016	International 4900 dump truck
Streets #9	1997	International 4900 dump truck
Streets #10	2012	JCB 426ZX high lift
Streets #11	2016	Ford Vactor 210 PLU Truck
Streets #12	2015	Kubota broom / plow
Streets #15	2020	International 4900 dump truck
Streets #16	2012	JCB 205 skid steer loader
Streets #17	2012	Nissan EL whirlwind street sweeper
Streets #18	1996	International 4900 flatbed/tiltbed truck
Streets #19	2013	International 7400 2x2 dump truck
Streets #20	2013	International 4700 dump truck
Streets #21	2013	International 4900 dump truck
Streets #22	1995	Case high lift (wheel loader)
Streets #23	N/A	Lee Boy roller
Streets #25 a	2013	X-Treme vac leaf loader (new)
Streets #25 b	1995	Tarco leaf loader (old)
Streets #26	2019	Case excavator
Streets #31	2000	Ford F-350 utility / sign truck
Streets #33	2001	Ingersoll Rand air compressor
Streets #36	2001	Ford 4x4 F-350 pickup truck

Equipment No.	Year	Description of Equipment
Streets #38	2002	Ford F-250 pickup truck
Streets #42	2003	Ford F-450 stake bed truck
Streets #43	2007	Winston trailer / serial # 235764
Streets #44	Unk.	Homesteader trailer
Streets #47	1991	Tarco leaf loader
Streets #54	2004	Komatsu hydraulic excavator / trac hoe
Streets #56	2006	Case 435 skid steer loader
Streets #PW1	2018	Dodge Ram 2500s 4x4 pickup truck w/plow
Streets #PW2	2014	Ford F-250 pickup truck w/ 9ft. Plow
Streets #PW3	2016	Dodge Ram 2500 4x4 pickup truck w/plow
Streets #PW13	2009	Chevy Colorado pickup truck
Streets # Parks 2	1997	Ford F-350 dump truck
Engineering #1	2009	Ford Ranger pickup
Engineering #3	2014	International bucket truck

## Parks and Building Maintenance

The city of Meadville owns 11 parks, including Diamond Park in the downtown area. The DPW is responsible for their upkeep. This mainly entails maintaining playground equipment, applying mulch, fixing up and cleaning bathrooms available to the public, and removing trash. The DPW uses limited seasonal help (typically two employees) to help with these tasks during the busy summer season.

The public works department administers many contracts with a private vendor; the 2020 budget includes \$58,000 for mowing at parks and small parcels, and tree removal as needed at parks.

The city has made limited investments in its parks in recent years, including reconstruction of HP Way Park after it was displaced by a major water authority project, and upgrades to Bicentennial Park along French Creek. However, the city's parks have suffered from deferred maintenance and lack of investment. The city developed a Comprehensive Recreation, Open Space and Greenways Plan in 2016 that found Meadville's park facilities were in overall fair condition but identified numerous maintenance issues and needed improvements. Playgrounds, for example, were often outdated and not compliant with the Americans with Disabilities Act (ADA). In addition, many of Meadville's parks are concentrated in one area of the city, limiting recreation options elsewhere. The parks plan laid out a series of recommended actions, but funds to implement them are limited.

The DPW is responsible for overall city building maintenance as well, via both in-house staff and contracted vendors. The 2020 budget includes \$23,250 for contractual maintenance of City Hall, including janitorial services, elevator inspections and painting at the Police Department.

## Curbside Leaf Removal

The DPW collects and disposes of autumn leaves raked to the curb by city residents, starting in October and continuing through December, depending on snowfall. This is not only a service to residents, but also is intended to keep the city's stormwater system clear of leaves. Crews typically

make multiple collections each fall using a leaf vacuum truck, which can typically be operated by one person, as well as two truck-pulled trailer units operated with three public works staff each. Crews divide the city into four zones for pickup, each with different collection weeks.

Yard waste (e.g., leaves, branches, brush) also is collected biweekly from April to November by the City's third-party refuse contractor, Tri-County Industries, if left at the curb in compostable bags.

### ***Recommendations***

**Pursue funds for asset management and work order software.** Given the DPW's limited staff, the department needs to work as efficiently as possible. Work order software could substantially improve the DPW's ability to schedule and distribute tasks effectively. Asset management software also could help the city better prioritize its capital spending. The city will need to consider whether the work order function should be integrated into a larger system or standalone software for the DPW, depending on availability of funds and potential benefit to the overall organization.

**Explore targeted opportunities for outsourcing.** Contracting out a targeted set of responsibilities may help ease the workload on DPW staff and allow the city to achieve minor efficiencies. The city already uses private vendors for certain services within the DPW's domain, including mowing at city parks and plowing/shoveling of city parking lots and certain sidewalks. Fleet maintenance may offer additional opportunities – while the city should retain its own garage to ensure it can make timely repairs, it may be able to contract a private garage to handle certain types of time-consuming repairs or regular maintenance (e.g., oil changes, brakes) to lighten its mechanic's workload. The city also may wish to consider further outsourcing parks maintenance, such as having a private vendor handle bathroom cleanup and trash removal.

**Enhance training and employee handbook.** Recent turnover in the DPW suggests that training for new employees may be particularly important. While training already takes place, the city should explore developing a training program for new DPW employees that ensures they receive a minimum level of instruction on basic skills, as well as cross-training so workers are positioned to fill in for one another as flexibly as possible in the case of an absence. It may be useful to develop a handbook for DPW employees that lays out job responsibilities, as well as standards and expectations for certain major tasks, and department procedures.

**Develop a longer-term capital plan.** The city largely approaches capital purchase financing in three-year cycles. Even if its capacity for further borrowing is limited, the city should attempt to develop a longer-term capital plan to ensure that its limited funds are wisely invested in addressing its most immediate needs. An asset management system may help the city to better understand the age and condition of its buildings, fleet and other physical assets and identify priorities.

**Prioritize DPW garage repairs or relocation.** The overall condition of the DPW garage compound is a city concern. While the city has limited capacity for further capital borrowing, the city should consider prioritizing upgrades to the existing garage in its next round of major capital bonding.

**Pursue funds for park upgrades.** The city should pursue grant funds to make targeted park upgrades identified in its 2016 Comprehensive Recreation, Open Space and Greenways Plan. Replacing outdated playground equipment that is not compliant with the ADA may be one area to

focus grant efforts. Options may include Community Conservation Partnerships Program grants from the state Department of Conservation and Natural Resources (DCNR); the federal Recreational Trails Program (administered in Pennsylvania by DCNR); the Pennsylvania Recreation and Park Society's Technical Assistance Program; or grants from private funders, such as AmericaWalks' Community Change program.

## **CHAPTER 6 ECONOMIC AND COMMUNITY DEVELOPMENT**

### **Introduction**

The city of Meadville has many strong assets but also has economic and community development challenges including downtown revitalization, blight strategies, growing or stabilizing the city's tax base, and overall development strategy. Recommendations to overcome these challenges include developing a downtown revitalization plan, creating a downtown development corporation, strengthening relationships with Allegheny College and other partners, and focusing efforts on blight reduction and tax base growth strategies.

Meadville's strong assets include:

- Allegheny College, which draws more than 1,700 students to the city per year;
- Strong manufacturing roots and industrial employers that remain in the city; and
- A walkable downtown with historic character and several nice nearby neighborhoods.

But for too long, Meadville has faced fiscal and economic hardships that make prosperity difficult to achieve. These include:

- Growing poverty among city residents;
- Property owners who face challenges in adequately maintaining their buildings; and
- Structural challenges in the city's tax base.

The city of Meadville has a constellation of organizations and players with a stake in addressing these challenges, many of whom were interviewed as part of this project or participated in an economic development roundtable discussion in August 2020. These stakeholders include city leaders and the Meadville Redevelopment Authority (RDA); the Economic Progress Alliance of Crawford County, which is the county's industrial development agency; the Meadville-Western Crawford County Chamber of Commerce, which is based in Meadville; and the Meadville Independent Business Alliance, which has worked to organize activities and promotions on behalf of businesses in and around the city's downtown.

### **Downtown Revitalization**

The city of Meadville has a walkable downtown business corridor anchored on Chestnut Street and Park Avenue. The area includes retail businesses, restaurants and bars, as well as professional offices and public/municipal buildings. It encompasses the federally designated Meadville Downtown Historic District, which centers on Diamond Park and includes nearly 100 buildings and sites of some historic or architectural value, including the Crawford County Courthouse and the Market House.

Like many traditional business districts in the era of online shopping and retail plazas, however, Meadville's downtown has struggled to attract and retain businesses or to draw visitors and customers on a consistent basis. Concerns include underutilized or unoccupied properties; for



example, a city-owned building on Water Street was largely vacated by J.M. Smucker Co. last year. The city sees downtown revitalization as a major priority; however, while there are a number of agencies and organizations in Meadville and Crawford County whose work touches downtown, none has full-time staff tasked with developing strategies for the area or guiding its direction.

Ongoing downtown efforts include:

With some support from the city, the Meadville Independent Business Alliance has organized events and marketing efforts to draw more visitors downtown, but by the alliance's account, these efforts have had limited reach and impact to date.

Relying on city funds, the Meadville Redevelopment Authority has offered loans to downtown businesses through a façade improvement program.

The city is in the process of applying for designation as a Keystone Main Street<sup>3</sup> from the Pennsylvania Department of Community and Economic Development. This would help the city to access additional state funds for its downtown efforts.

Another key factor in downtown's success is Allegheny College. While the college is relatively close to downtown – the campus is less than a mile from Diamond Park Square – faculty, staff and students spend limited time in Meadville's center business district. The college president expressed interest in supporting efforts to strengthen downtown, as well as a broader willingness to invest in the community – perhaps in coordination with other major employers like Meadville Medical Center.

## ***Recommendations***

**Plan a Downtown Revitalization Initiative.** One of Meadville's major assets is its historic character — and, its traditional downtown area with many attractive destinations. There is an important opportunity to leverage this asset into an economic centerpiece that will serve to advance other interrelated city and county development goals.

A downtown revitalization initiative for Meadville is recommended. This initiative will help support the recent and ongoing city investments in downtown and offer expanded opportunity to strengthen the tax base, provide additional housing options, and support job retention creation — both downtown and indirectly by offering a vibrant downtown as an attractive amenity to area employers, institutions and residents.

Some key elements of Meadville Downtown Revitalization as recommended by the consulting team would include:

1. A community engagement element to ensure there is a consensus on the goals and priority projects. (It is important that the vision be supported with strong community “buy-in” over the many years such initiatives typically take to be accomplished.)

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<sup>3</sup> Per DCED: “This program supports physical improvements to both designated and other communities that are undertaking revitalization to restore deteriorated downtowns, residential neighborhoods, and industrial/ manufacturing sites. Keystone Communities also provides funding for accessible modifications for the homes of persons with physical disabilities.”

2. Clear vision established for what success looks like—both in a simple vision statement and in a clear physical plan (design concept) and management plan (implementation strategy).
3. Development of a vision and a plan that will outline a coordinated set of actions. Potential actions to consider (and document in the planning process) may include (among others):
  - a. Streetscape improvements to create an attractive pedestrian realm and signify linkages to area assets through decorative lighting schemes, street trees, etc. (e.g., Allegheny College, French Creek Corridor, nearby destinations and trail system, etc.)
  - b. Residential infill development, including upper stories of existing buildings and new construction to address emerging market opportunities and encourage density to support businesses. Consider the recent Crawford County housing study as a guide to under-served housing markets that might be addressed downtown.
  - c. Parking enhancements, including opportunities for connected/shared parking.
  - d. Outdoor spaces including sidewalk cafes, patio dining, expanded “safe-distance” gathering areas.
  - e. Cultural and entertainment enhancements including historic sites and attractions, performing arts, etc.
  - f. Downtown businesses and coordination including supporting property owners with façade improvements, business owners with micro-enterprise loan/grant support, creating reasons for folks to come downtown more often including enhanced community events programming, and efficient marketing through coordinated promotion of downtown businesses.
  - g. Other opportunities identified by the stakeholders in the process.
4. A Meadville Downtown Revitalization Plan would include a clear implementation strategy identifying how the agreed upon objectives are carried out and identify potential resources to be secured.

Securing funding, potentially during Phase II of the STMP program, to execute the planning phase for such an initiative would be an important next step in terms of advancing this overall economic development strategy.

**Explore creation of a downtown development corporation.** Downtown revitalization efforts likely require full-time focus to gain traction. Because of its limited budget, as well as additional fiscal pressures caused by the COVID-19 pandemic, it is unlikely the city could staff an additional development position in the near future, also its community development director has a number of priorities to balance in addition to downtown. It does not appear that other local organizations have the resources or staff capacity to take on this responsibility.

The consulting team recommends the city form a downtown development corporation with its partners, including Allegheny College, other major employers, the Meadville Redevelopment Authority, the Economic Progress Alliance of Crawford County, the Meadville Independent Business Alliance and the Meadville-Western Crawford County Chamber of Commerce. Many of these players expressed interest in serving such an organization during our interviews.

While city government leaders should hold positions on the corporation’s board, it would be important to also have the private sector play a major role, both to ensure private buy-in and consistency of leadership over time. This approach would allow the partners to pool resources and provide a mechanism to collaborate on a shared vision.

### **Expand Collaboration with Allegheny College.**

The city and its partners should continue recent discussions with Allegheny College concerning the potential for the college (with other partners) to make a strategic investment in a site downtown, enhance the corridor connecting the downtown and the college campus, and collaborate on a promotional effort to help attract additional faculty, staff and students to the business district. This could take many forms – one option discussed during our interviews was a downtown performing arts space – but this should be decided in a collaborative manner as part of a broader Downtown Revitalization Initiative. The college may wish to explore opportunities with existing nonprofits in the downtown to limit the extent to which any additional parcels are removed from the tax rolls.

Enhance the corridors to downtown with streetscape improvements. Consider creating a bike path connecting the college to downtown (and to the Ernst Bike Trail)—perhaps widening a sidewalk to make a shared-use path or creating an on-the-road bike lane.

*(Photo below of shared-use (walk-and-bike path))*



**Consider Developing a Business Improvement District.** A Business Improvement District is a defined commercial area where businesses pay a fee to fund various projects and services within the district in order to supplement municipal efforts. Activities include clean streets, security, capital improvements, streetscapes and pedestrian walkways, marketing, events and more designed to create a clean, safe and attractive retail environment that will draw customers and businesses. This effort would require city legislation and would require the support of the business community in order to be successful. The BID could be a project of the downtown development corporation.

**Promote the downtown through tours for college students.** Student tours are a low-cost way to showcase the downtown to college students who might be reluctant to venture downtown on their own. The tours would take students to participating shops and restaurants, accompanied by coupons, giveaways and similar promotions. Depending on the distance, the students could be shuttled downtown. This tour would be especially idea for university resident advisors and could also be expanding to include parents of prospective students. Partners for this activity would be the business alliance and the university.

**Place an emphasis on downtown residential development.** A downtown tends to roll up the carpets early without a residential component. Downtown living is a trend that has been embraced by other third-class cities. It is particularly attractive to young people without children and empty nesters. Downtown living promotes the creation of more businesses downtown to serve these

residents. The city should make sure that its current zoning code supports the renovation of downtown buildings into mixed use commercial residential spaces and encourage development of those spaces whenever possible through any existing economic development tools. This is another activity that could be undertaken by a downtown development corporation.

## Blight Reduction Strategy

Blighted properties have become a significant challenge for the city of Meadville. City staff have identified blighted<sup>4</sup> properties in most areas of the city. There is limited additional data available on this issue, but U.S. Census data and Crawford County's 2019 Housing Plan offer a sense of the scale of the problem:

- An estimated 15 percent of housing units in the city were vacant in 2014-18.<sup>5</sup> Of the vacant units, 46 percent were classified as "other vacant," meaning they were not being offered for sale, rent or seasonal use. This sometimes indicates that units are vacant because they are abandoned or dilapidated.<sup>6</sup> By comparison, the share of "other vacant" units in Crawford County as a whole was 23 percent.
- According to the city, rental properties occupied by lower-income residents have faced particular issues with disinvestment. About 60 percent of occupied housing units in Meadville were inhabited by renters in 2014-18; the median household income for renters was about \$23,600, far below that of homeowners, at \$62,600.
- The County's Housing Plan, "Challenging Conditions, Affordable Solutions," indicated about 44 percent of homes in Meadville were built before 1940. Older homes can be of quality construction, but also can be challenging to maintain, particularly for a population that is both shrinking and aging, as is the case in Meadville.

The city's approach to blight includes exterior code enforcement, directly addressing property maintenance issues with an attempt to recoup its costs, acquiring and rehabilitating key properties, and appropriate demolitions.

As noted elsewhere in this report, the assistant city manager/zoning officer manages two part-time employees based at City Hall who are responsible for exterior code enforcement, while the Fire Department is in charge of interior inspections and property maintenance issues. The City Hall team has stepped up efforts in recent years to address exterior maintenance issues when owners have not responded to notices of violation. This includes mowing yards with tall grass or weeds, fixing sidewalks that are in disrepair, and hauling away discarded junk; the city then bills the owner to attempt to recoup the cost. Abatement funds set aside for this purpose, however, may now be in jeopardy due to the fiscal impacts of the COVID-19 pandemic.

The city, working in partnership with the RDA, also has sought to direct Enterprise Zone funding to address blight. With assistance from the city's community development director, the RDA

<sup>4</sup> For a statutory definition of blight, see Pennsylvania Urban Redevelopment Act Section 12.1(c).

<sup>5</sup> U.S. Census Bureau, American Community Survey, 5-year estimates, 2014-18. Accessed 2020.

<sup>6</sup> Silverman, M., Lin, L., & Patterson, K. "Dawn of the Dead city: An Exploratory Analysis of Vacant Addresses in Buffalo, NY 2008-2010." *Journal of Urban Affairs*. <https://www.tandfonline.com/doi/abs/10.1111/j.1467-9906.2012.00627.x?journalCode=ujua20>

successfully petitioned the Pennsylvania Department of Community and Economic Development (DCED) this year to terminate an Enterprise Zone and reallocate funds associated with the program to issues such as blight. DCED granted the RDA's request in June 2020. Under the city's proposal, this freed up \$700,000 for a blight fund, which will be used to acquire, remediate and demolish several key properties, as well as some administrative support for the position of the city's director of community development.

### ***Recommendations***

**Develop a data-driven blight reduction strategy.** As discussed in the administration chapter of this review, specialized software could help the city to begin developing a more data-driven strategy to identify which properties to target for enforcement or with assistance (e.g., grants or loans) before significant problems develop, as well as which neighborhoods or sections of the city should be focus areas for improvement. More detailed data also can help the city to more systematically identify issues and determine reasonable criteria for various levels of enforcement or intervention. To manage this data, the city should explore GIS-compatible software systems that allow other departments to integrate additional records on each parcel, including tax records, zoning, results of inspections by Fire Department staff, stormwater management records, etc. Existing data could be entered into the system and analyzed more efficiently.

The city should consider applying for grant funding to purchase such software and coordinate with Crawford County's planning office to ensure interoperability with any systems the county already has or plans to use in the future. Notably, the county's 2019 Housing Plan suggests that the county look into whether it could create and maintain a system to house data from member municipalities, including issues related to blighted properties. The city should discuss with the county whether it plans to move ahead with such a database, and if so, how the city can ensure it is not purchasing duplicative software or could affordably purchase an add-on license.

The city should explore software systems that would make it possible to equip code enforcement officers with tablets to make it easier to input data in the field.

Data could help the city to craft a series of related responses required to address blight. For example, along with demolition, tasks could include:

- Identification of solid properties with good potential for rehabilitation;
- Developing design plans for how to reposition lots for reuse and reinvestment on a neighborhood basis, considering needs appropriate lot dimensions/zoning modifications;
- Design guidelines to inform appropriate approaches to renovation of historic/older homes, and how to create off-street parking that has an attractive landscape treatment; and
- Incentives for increasing owner-occupants and attracting more residents with disposable incomes to the city.

**Explore a land bank.** As the city already has acquired some properties and plans to obtain more, it should consider working with Crawford County or other municipalities to form a land bank. The Pennsylvania Land Bank Act allows counties, municipalities or consortia of at least 10,000 residents

to form a land bank – a public agency governed by a board of directors and empowered to acquire, hold, improve, transfer or sell property.

The county suggested researching a county-wide land bank in its 2019 Housing Plan; the city should explore whether the county has begun such a process yet. Alternately, if the county is not moving forward with a land bank in the near future, the city could explore forming one in partnership with individual municipalities in Crawford County. Both approaches would allow multiple local governments to leverage their limited funds and staff hours to develop a clear set of criteria for acquiring, holding and disposing of properties, managing those properties, and applying for funds from agencies such as DCED or the Pennsylvania Housing Finance Agency.

## **Tax Base Growth and Stabilization / Economic Development**

Many of the city of Meadville's fiscal challenges are structural in nature, and thus difficult to address. For example, tax-exempt entities own an estimated 44 percent of the assessed value of the city. Some large nonprofits voluntarily contribute to the city's budget,<sup>7</sup> but nonetheless, this poses a substantial burden for taxpayers to support city services. The total assessed value of the city also has been relatively flat for decades. All this makes it difficult for the city to sustainably fund quality public services and address the city's challenges in order to make Meadville an attractive and vibrant place to live. Surrounding communities, meanwhile, often have more space and affordable land to develop. These communities, however, also benefit from the commerce and employers that are focused in Meadville and receive services provided by the city.

The recommendations below will not fundamentally fix these structural issues, which are generations in the making and not the city's responsibility alone to address. These options are, however, available to the city in the short term.

### ***Recommendations***

**Consider appropriate, targeted expansion of user fees.** The city was the third municipality in Pennsylvania to institute a stormwater management program and associated fee in 2012. This fee, which applies to for-profit and nonprofit property owners alike, supplies a reliable source of revenue to the city to invest in stormwater infrastructure. The city should continue to explore opportunities to fund appropriate services with user fees rather than from the tax base. This is a delicate subject and requires the city to avoid creating the impression of over-burdening property owners with new fees, which must directly relate to the cost of the service provided.

**Explore opportunities to address gaps in the housing market.** Crawford County's housing study notes there are under-served markets in the region, including studio, one- and two-bedroom units. A denser, more walkable city is best situated to meet these needs and often can be more attractive to young professionals or empty nesters. The city should consider this need as part of its ongoing zoning update, including whether some areas of the city are appropriate for multi-family housing and/or accessory dwelling units. The city should also explore with its partners and the county planning office if there are ways to reduce financial or regulatory barriers that would allow the conversion of existing buildings into apartments or multi-unit homes, as appropriate. These

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<sup>7</sup> Wesbury United Methodist Retirement Community is a nonprofit, but voluntarily pays taxes, making it the largest single taxpayer in Meadville. Allegheny College and Meadville Medical Center each contribute \$75,000 to the city per year.

steps may help to bolster the city's residential tax base, which in turn can help to support a downtown business district.

**Streamline permitting processes.** In conjunction with its ongoing zoning update, the city should explore opportunities to streamline its permitting and development approval processes, as appropriate. Whether accurate or not, there is a perception that the approval process can be onerous. Revisiting the process alone may send a signal that the city is interested in attracting investment.

**Leverage partnerships with regional organizations.** The Downtown Revitalization Initiative and downtown redevelopment corporation recommended above should serve as proof-of-concept for wider cooperation among the city and its partners in the region, including many of the organizations referenced in this chapter. While there will never be consensus on every issue, Meadville has several willing partners that increasingly recognize the importance of the city's success to the larger region and have a stake in its future. If approached by all parties in good faith, a cooperative project like a Downtown Revitalization Initiative should build relationships that yield further opportunities to collaborate on economic efforts to benefit the city.

## **CHAPTER 7 POLICE DEPARTMENT**

### **Introduction**

The Meadville Police Department is the city's largest cost center. It is one of only four full-time police departments in Crawford County and the biggest municipal police department. Currently, the department provides mutual aid at no cost to two neighboring departments, and that back-up aid demand has been increasing. The department and city residents should not be responsible for subsidizing police services to their neighbors. Moreover, the department is an asset that the city can and should use to its benefit by contracting services to neighboring municipalities to increase revenue or regionalizing to reduce overall expenses.

On the expenditure side, the city should seriously examine the inherent costs and liabilities associated with both call dispatch and the holding cells, particularly because both functions can be obtained from the county without additional expense. Currently, Meadville property owners are also paying for both dispatch and jail operations through their county taxes and user fees. The city could consider reducing staff in the department on an as needed basis, depending on its efforts concerning contracting services and regionalization.

### **Staffing**

The department has an authorized strength of 22 full-time sworn officers including a chief, assistant chief, two sergeant investigators, four sergeants, 11 patrolmen, two officers assigned to the schools and one K-9 officer, who is regularly assigned to patrol. One of the detectives works with the Attorney General's task force, primarily as a drug officer, and is paid by the city. Any of the officers who work overtime for the AG's task force have their salaries reimbursed by the AG.

Sixteen officers are regularly on patrol in four platoons that work 12-hour shifts from 6 a.m. to 6 p.m. or 6 p.m. to 6 a.m., and one 8-hour day. Sunday through Thursday, there are two officers on patrol, with a third officer on duty from 7 p.m. to 3 a.m. On Friday and Saturday, there are four officers on the 7 p.m. to 3 a.m. shift. There is no minimum manning clause in the bargaining agreement.

Currently, all officers are male. Officers rely on dispatch staffers to search female subjects who are brought in for holding. Leadership states that there are two female police officers and one female state trooper in the entire county and that a female has not taken the test to become a Meadville police officer in several recruitment cycles.

Only three officers live within the city limits, but all live within 25 miles.

### ***School District***

There are two officers who work in the Meadville School District. The district pays for three-quarters of the salary of a school resource officer stationed at the local high school during the school year, and the department pays for, and has full use of this officer, during the summer months.

The district also pays part of the salary for a school safety officer in the elementary school, who also has the responsibility for supervising all the 20-plus crossing guards in the city.



## ***Support Staff***

The department has an administrative secretary who handles major reports, Uniform Crime Reporting (UCR) requirements to the federal government and handling paper files.

## ***Dispatch Operations***

The department has its own emergency dispatch center, separate from the county-operated 911 dispatch center, with its own call recording capabilities, reporting system and radio system. There is typically one dispatcher on duty at a time. There are three full-time dispatchers and one part-time dispatcher. They typically work eight-hour shifts. Any other open shifts are covered by sworn officers as a light-duty assignment or in lieu of a patrol shift.

Budgeted labor costs for dispatch totaled \$269,087 in 2020. Other operational costs for dispatch activities could not be determined.

Most residents call directly to the number for the police department, rather than 911, for police-related matters. 911 is used by residents for medical and fire calls, and the few police-related calls that come to 911 (estimated at less than 5%) are transferred to the police department dispatch. However, police dispatch is unable to do cell phone geolocation if they do not know their address. When necessary, callers are transferred to the 911 dispatch to triangulate their location.

**Table 7-1**

***Dispatch 2020 Budgeted Labor Costs***

<b>Salary &amp; Wages</b>	<b>\$136,992</b>
<b>Benefits</b>	<b>\$132,095</b>
<b>Total</b>	<b>\$269,087</b>

## ***Auxiliary Police***

The department also utilizes auxiliary police, volunteers whose primary responsibility is handling traffic around accidents, fires, and civic events like parades and 5k runs, etc. Auxiliary police attend a PennDOT-sponsored flagger course and receive in-house training. Department leadership credits the auxiliary police with saving the city thousands in unpaid overtime.

## **Equipment**

### ***Officer Equipment***

Each officer is issued personal equipment that includes a 9mm Glock duty pistol, a bullet-proof vest, handcuffs, a flashlight, a baton, and pepper spray. Additionally, on-duty officers check out a TASER at the start of shift and return it at the end.

Patrol cars contain an AR-15 rifle, a beanbag shotgun, a heavy-duty steel vest, and a WatchGuard camera system (most cars) recording front, side and rear views.

While most patrol cars are equipped with cameras, officers do not have body-worn camera units.

### ***Vehicles***

There are 10 vehicles in the police fleet. This includes three Ford Taurus Interceptors, two Ford Explorer Interceptors, one Crown Victoria Interceptor used as a K9 vehicle, one Ford F-150 Police Responder and a Dodge Ram Van used for parking enforcement. Two older Ford Escape vehicles are used by the school resource officer and the school safety officer.

Police vehicles are on a replacement plan of one new vehicle each year. There is typically a four-year window for service in which vehicles accumulate above 150,000 miles.

The Streets Department has a full-time mechanic who does 90 percent of maintenance and repairs; more extensive repairs are done at the Ford dealership.

### ***Facility***

The Meadville Police Department is located in the lower level of the Meadville City Building at 894 Diamond Park and Center Street. It includes offices for the chief, deputy chief, the detectives, and the shift supervisor. There is a locker room, a patrol room for report writing, and an evidence storage area. There is space for investigative interviews, prisoner processing and six individual holding cells. The holding cells are video-monitored by the on-duty dispatcher, if there are no police personnel in the immediate area.

## **Relations with Other Departments**

### ***Allegheny College***

College security has Act 501 police powers that stop at the college boundary. Security is unarmed and has a Memorandum of Understanding with Meadville police for them to handle felony-level and immediate danger situations. The chief states that college security has “not arrested anyone in recent memory.”

### ***State Police***

A state police barracks is located approximately 15 minutes away from the Meadville department. Similarly to Meadville, this has its own dispatch that involves directly dialing the barracks, rather than calling 911. Meadville backs up state police at least a few times a month on an emergency basis for calls outside the Meadville jurisdiction. State police occasionally assist Meadville police, for instance when a large brawl occurred downtown a few years ago.

### ***Vernon and West Mead Townships***

Both Vernon and West Mead townships have part-time departments with mutual aid agreements with Meadville. Vernon has four full-time officers, while West Mead has two full-time and four part-time officers. Both communities have populations of approximately 5,000 people.

Leadership reports that they are backing up West Mead more frequently lately, typically when state police are not available. West Mead will at times staff only one officer on duty and the policing

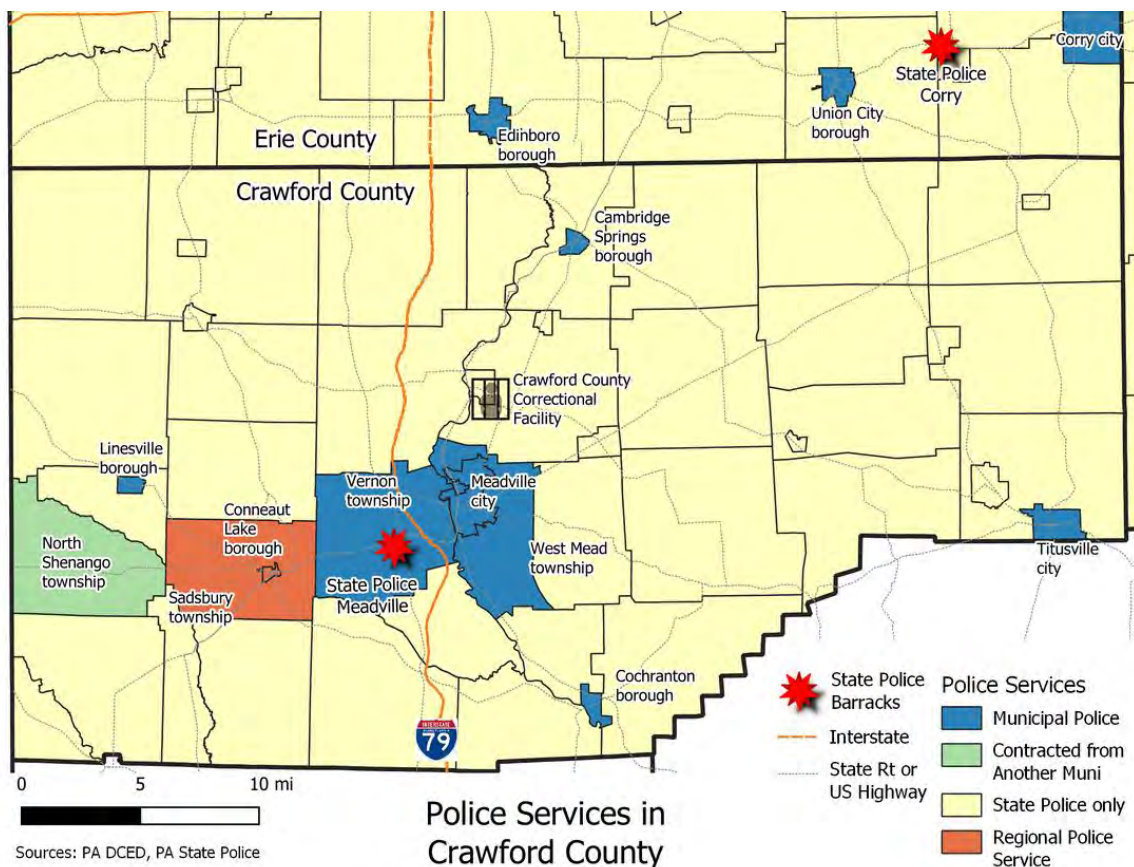
standard is to have a minimum of two officers respond to certain potentially volatile situations, such as domestic disputes. For such calls, Meadville police will provide backup on request.

There is no formal agreement for mutual aid between Meadville and its neighbors. These requests constitute a substantial demand for services from Meadville, particularly to West Mead. In 2019, there were 83 assists to West Mead Township (backing up township officers) and 31 full calls to West Mead Township when state police are unavailable. (These are cases where City officers are first responders and can include arrest, filing of charges and following up in court and final adjudication). Through the end of October 2020, those volumes are up to 75 assists and 38 full calls.

Figure 7-1 provides a look at the various levels of police coverage within Crawford County.

**Figure 7-1**

***Crawford County Police Services***



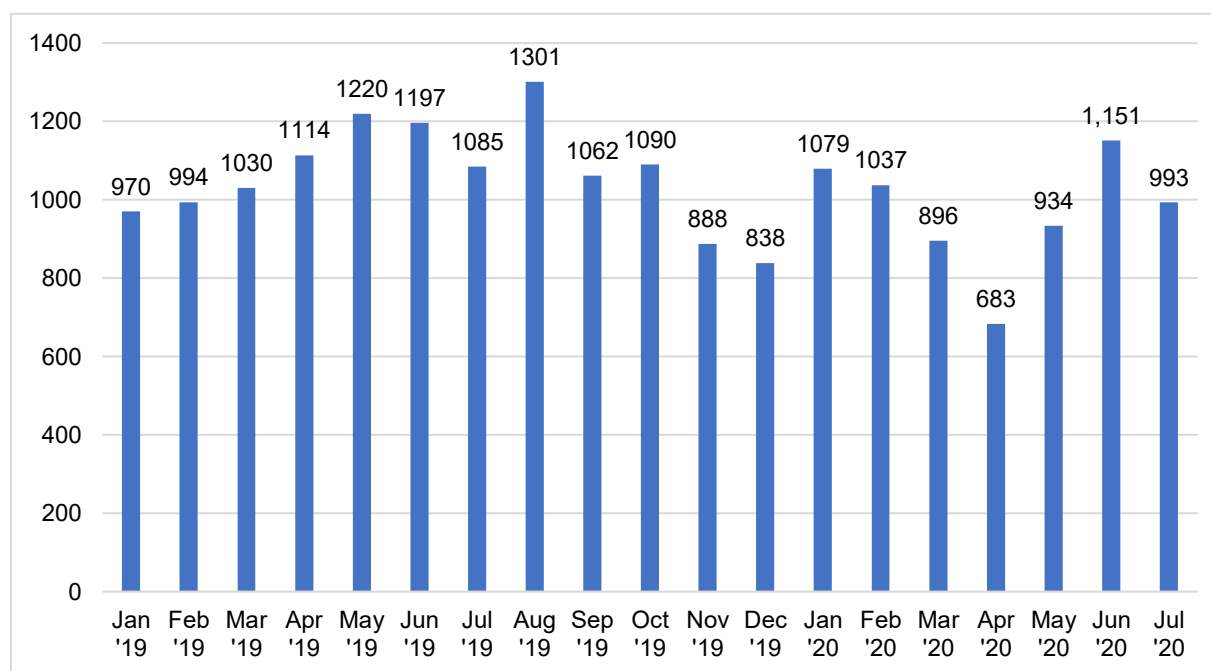
## Finances

In 2020, the department accounted for about 34 percent of the city's expenses with a budget of \$3.35 million. This was about a 9 percent increase over the previous year's budget. Overall, the chief states that the city treats the department very well, providing the budget and training that is needed, so at full staffing levels the department has what it needs.

## Calls for Service

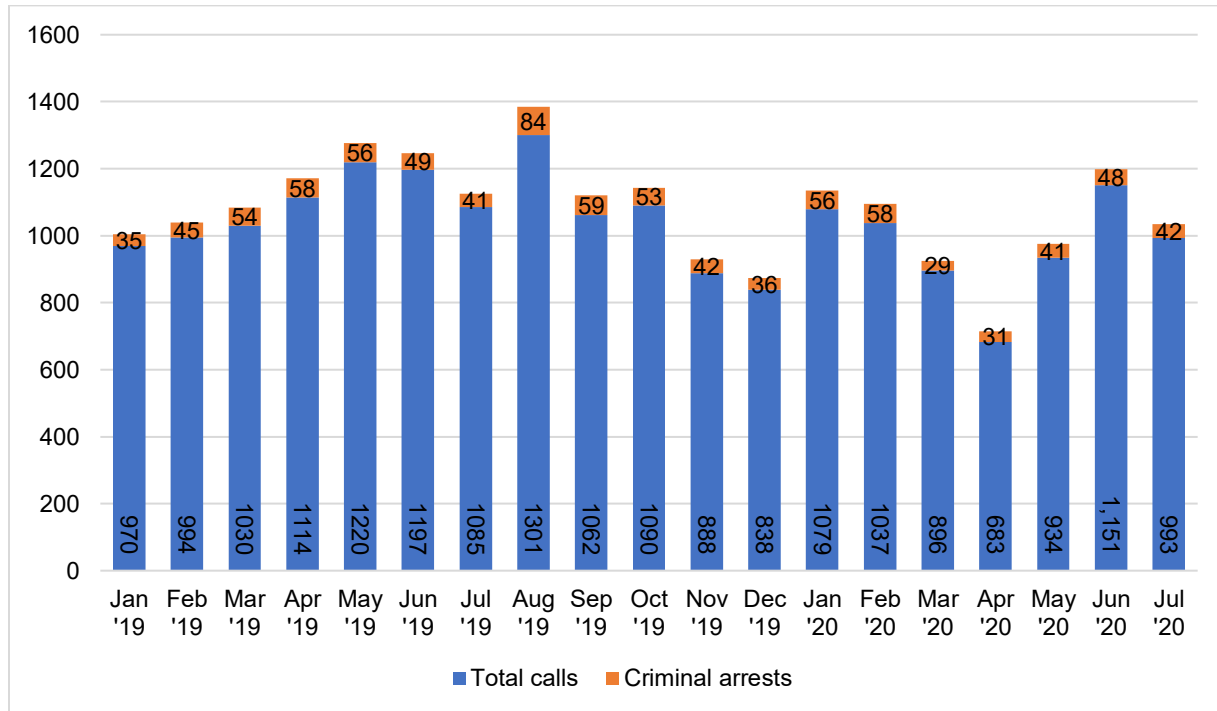
Meadville demonstrates a typical pattern of an increasing call volume during the warmer months of the year. In the beginning months of 2020, there was a sharp decline due to Covid-19 restrictions and shutdowns. Call volume rebounded as restrictions were reduced.

**Figure 7-2**  
*Calls for service, January 2019 through July 2020*



There were 12,789 calls for service in 2019, and 612 criminal arrests. For the first few months of 2020, the calls for service and criminal arrests in the city declined with calls for service running about 900 behind for the first seven months of the year compared to 2019.

Figure 7-3

*Calls and criminal arrests January 2019 through July 2020***Incident Types**

The Police Department places its calls into 104 different categories. For this report, the information is summarized into 33 categories that were related. The table is presented below. The top four summarized categories account for more than half of the activities of the department, with traffic events being about 20 percent in 2019.

Table 7-2

*Calls for service by type 2016 through 2019*

Calls for service (Summarized)	2016	% Total	2017	% Total	2018	% Total	2019	% Total
Accident/Traffic related/Vehicle related	2,615	15.3%	2,839	20.3%	3,455	24.3%	2,599	20.3%
Check area/person/suspicious activity/prowler	1,638	9.6	1,579	11.3	1,606	11.3	1,714	13.4
Detail/Escort (traffic)	2,604	15.3	1,378	9.9	1,483	10.4	1,503	11.8
Fingerprint/Processing/Transport/Arrestment/Court hearing	1,237	7.3	1,226	8.8	1,135	8.0	1,238	9.7
Interview & Investigate	1,291	7.6	1,175	8.4	1,086	7.6	894	7.0
Follow up/General Info Request	1,585	9.3	1,192	8.5	1,203	8.5	820	6.4
Criminal mischief/Disorderly conduct/Fight/Public drunk	597	3.5	547	3.9	530	3.7	458	3.6
Subpoena service/Warrant	622	3.6	406	2.9	358	2.5	440	3.4
Complaint/Ordinance violation/Wildlife complaint	446	2.6	465	3.3	462	3.3	424	3.3
Assist other agency	433	2.5	447	3.2	421	3.0	419	3.3

<b>Calls for service (Summarized)</b>	<b>2016</b>	<b>% Total</b>	<b>2017</b>	<b>% Total</b>	<b>2018</b>	<b>% Total</b>	<b>2019</b>	<b>% Total</b>
<b>Theft</b>	363	2.1	392	2.8	314	2.2	336	2.6
<b>Motorist Assist/Unlock vehicle</b>	463	2.7	402	2.9	432	3.0	330	2.6
<b>Alarm</b>	257	1.5	331	2.4	292	2.1	261	2.0
<b>Trespassing/Unwanted person</b>	132	0.8	148	1.1	174	1.2	244	1.9
<b>Harassment/stalking</b>	268	1.6	207	1.5	196	1.4	228	1.8
<b>Telephone call</b>	1,528	9.0	378	2.7	291	2.0	213	1.7
<b>Domestic</b>	167	1.0	157	1.1	168	1.2	143	1.1
<b>Drug Law</b>	130	0.8	101	0.7	99	0.7	71	0.6
<b>Posting</b>	63	0.4	63	0.5	58	0.4	70	0.5
<b>Assault</b>	56	0.3	62	0.4	48	0.3	59	0.5
<b>Missing person</b>	52	0.3	54	0.4	36	0.3	51	0.4
<b>911 hang up</b>	74	0.4	42	0.3	59	0.4	50	0.4
<b>Property lost &amp; found/open door</b>	81	0.5	80	0.6	71	0.5	43	0.3
<b>Meadville Medical center</b>	90	0.5	66	0.5	65	0.5	40	0.3
<b>Burglary/Robbery</b>	40	0.2	27	0.2	37	0.3	31	0.2
<b>Misc (No category, Cruelty to animals, firearms violation, storm related, etc.)</b>	18	0.1	15	0.1	16	0.1	30	0.2
<b>Bicycle (pickup)</b>	22	0.1	37	0.3	23	0.2	28	0.2
<b>Allegheny College or local schools related</b>	112	0.7	73	0.5	44	0.3	19	0.1
<b>Shots fired</b>	8	0.0	13	0.1	10	0.1	12	0.1
<b>Sexual assault</b>	10	0.1	13	0.1	15	0.1	10	0.1
<b>Dead body</b>	22	0.1	20	0.1	14	0.1	6	0.0
<b>Suicide related</b>	23	0.1	19	0.1	10	0.1	5	0.0
<b>Total</b>	<b>17,047</b>	<b>100.0</b>	<b>13,954</b>	<b>100.0</b>	<b>14,211</b>	<b>100.0</b>	<b>12,789</b>	<b>100.0</b>

While most of the call types are self-explanatory, a few need clarifications. A detail is a call that is not criminal in nature. It can range from directing traffic, performing crossing guard duties, providing a tour of the police department or attending a community function. Escorts are any time a patrol car is leading traffic through town, e.g., parades or funeral processions. A telephone call can be a person looking for information or requesting to speak with an officer. Interview is speaking with someone about a crime under investigation. Investigation is a different call that acts as a catchall for any criminal investigation. Usually these are low end crimes such as criminal mischief or theft. Assist other agency includes assisting fire, EMS, probation, sheriff's department, state police, U.S. Marshals or any other law enforcement agency. Lately there have been frequent calls for the surrounding part-time police agencies that are not 24-hour departments when the state police do not have manpower to handle them in an immediate need, mostly domestic disturbances.

## UCR Statistics

Statistics for major crimes are reported to the Federal Bureau of Investigation's Uniform Crime Reporting (UCR) system. Meadville has seen reductions in most categories of serious crime over the reporting period (data for 2019 is not yet available).

Table 7-3

*Uniform Crime Reporting statistics 2014 through 201*

Meadville UCR Reports	2014	2015	2016	2017	2018	Average
Murder and manslaughter	0	0	0	1	1	0
Rape	3	0	1	0	3	1
Robbery	3	7	12	6	9	7
Aggravated assault	24	20	13	7	8	14
Burglary	31	59	35	27	21	35
Larceny-theft	234	207	191	197	127	191
Motor vehicle theft	2	6	7	7	9	6
Arson	1	5	1	0	2	2

**Workforce Size Comparison**

There is no accepted national standard or guideline for the size of a police department workforce compared to its population. We compared Meadville to several similar sized cities in the region. Meadville's number of officers per capita matched the average with its peers at 1.7 officers per 1,000 residents. The highest was 2.28 and the lowest was 1.2. The cost of the department per resident was a little above the average at \$235 per resident compared to an average of \$199. The range in the sample was \$112 to \$347.

Table 7-4

*Workforce Size and Cost Comparison*

County	Place	Population (2014-18)	Total Officers (2019)	Officers per 1,000 Residents	Police Expenditures (2019)	Police Expenditures per Resident
Crawford	Meadville City	12,949	22	1.70	\$3,048,048	\$235
Westmoreland	Greensburg City	14,377	28	1.95	\$3,233,410	\$225
Mercer	Sharon City	13,378	28	2.09	\$3,286,626	\$246
Schuylkill	Pottsville City	13,728	22	1.60	\$2,041,269	\$149
Westmoreland	New Kensington City	12,568	22	1.75	\$2,474,932	\$197
Westmoreland	Lower Burrell City	11,321	17	1.50	\$1,947,490	\$172
Elk	St Marys City	12,535	15	1.20	\$1,443,919	\$115
Butler	Butler City	13,182	23	1.74	\$2,674,767	\$203
Luzerne	Nanticoke City	10,302	13	1.26	\$1,276,579	\$124
Fayette	Uniontown City	9,908	20	2.02	\$2,676,105	\$270
Venango	Oil City	9,982	16	1.60	\$1,114,108	\$112
Washington	Washington City	13,590	31	2.28	\$2,548,430	\$188
Chester	Coatesville City	13,147	26	1.98	\$4,562,195	\$347
<b>Average</b>		<b>12,382</b>	<b>22</b>	<b>1.70</b>	<b>\$2,486,760</b>	<b>\$199</b>
<b>NOTE:</b> Sharon police employment data not available for 2019. Data is for 2018						

Financial data was reported on the municipalities' Annual Financial Report to the state and downloaded from the Department of Economic and Community Development's website. (<https://dced.pa.gov/>) Please note: it is unclear whether employee benefits are recorded at the department level or in other expenditures

## Crime Comparison with Peers

Meadville compares well with its peers in the rate of both violent crime and property crime per capita. Their rate of violent crime is 1.9, compared to an average of 3.4 and a range from 0.6 to 7.5. The property crime rate is 9.4 compared to an average of 15.4 and a range of 9.3 to 25.9. This indicates that the reported crime in the city is below most of its peers.

County	Place	Violent Crime	Violent Crime per 1,000 Residents	Property Crime	Property Crime per 1,000 Residents
Crawford	Meadville City	24	1.9	122	9.4
Westmoreland	Greensburg City	20	1.4	255	17.7
Mercer	Sharon City	36	2.7	233	17.4
Schuylkill	Pottsville City	46	3.4	139	10.1
Westmoreland	New Kensington City	65	5.2	325	25.9
Westmoreland	Lower Burrell City	16	1.4	105	9.3
Elk	St Marys City	26	2.1	118	9.4
Butler	Butler City	49	3.7	229	17.4
Luzerne	Nanticoke City	15	1.5	146	14.2
Fayette	Uniontown City	54	5.5	162	16.4
Venango	Oil City	6	0.6	118	11.8
Washington	Washington City	67	4.9	347	25.5
Chester	Coatesville City	98	7.5	211	16.0
Average		40	3.2	193	15.4

## Potential overlap

There are two areas of notable overlap with other services: the dispatch center – described above – and the station's six holding cells. Given that there is a separate Crawford County Jail, department leadership indicates that the station's holding cells have been periodically examined as a duplicate service that might be eliminated. They advance several points in favor of maintaining both the dispatch and the holding cells, several of which indicate how these services work in tandem and justify each other:

- Leadership indicates that the holding cells are primarily used to hold drunk and disorderly patrons of the roughly dozen downtown bars, who are typically released with summary citations after sobering up. They argue that the county jail does not have the capacity to effectively hold and monitor this cohort without incurring extra expenses through its contracted medical service.
- The local magistrate is housed in the same building as the department. Having arrestees on-site eliminates transit back and forth from the county jail.
- Injured officers who are not ready to return to field duty may perform duty work at the desk as dispatchers, rather than being out of work entirely on worker's compensation.
- The dispatch operators coordinate the auxiliary police and answer municipal sewer and water service calls during off-hours.



- The dispatchers (who are all female) perform a number of other tasks:
  - Performing full searches on female arrestees, which the all-male police force cannot do itself;
  - Monitoring the holding cells;
  - Handle paperwork for crash reports, Protection from Abuse orders (e.g., domestic violence restraining orders) and warrant filing;
  - Selling garbage tags.

The chief notes that while Meadville is about a tenth of the size of the city of Erie, they submit almost as much drug evidence as Erie. The department handles their own investigations for crimes reported to them.

## Recommendations

### **Consider eliminating city dispatch and holding cells; use Crawford County Jail and 911**

**Dispatch.** Although police department leadership outlines reasons for keeping both functions, there are significant liability and cost concerns that also must be weighed.

Dispatching services cost the department at least a quarter of a million annually in personnel expenditures. This does not include annual non-personnel expenses or capital costs that will be required to maintain the dispatch function.

Dispatchers are also conducting searches of female prisoners and monitoring holding cells, both of which are major liability issues should there be a death, serious injury or other issue. It is not clear whether dispatchers receive any specialized training for this work other than what they might get internally.

The holding cells in and of themselves are an incredible liability issue, particularly when housing intoxicated individuals that might require medical attention as opposed to just “sleeping it off.” The Crawford County Jail is only six miles from the city, which is not a significant distance given liability concerns associated with the holding cells whether from a drug overdose or a suicide. The holding cells could still be used for securing a person while waiting for an arraignment, especially if a decision is made to retain dispatch staff during daytime hours as noted below.

The city can access these services for free from Crawford County. Not only can the service be obtained for free, Meadville property owners are paying for both dispatch and jail operations through their county taxes. In addition, the county receives 911 phone line fee revenue from city phone lines to support county 911 functions.

Unless the department can demonstrate a positive cost benefit to retaining these functions, including considering liability concerns, the city should seriously consider initiating immediate discussions with the county to take over these services.

As part of this option, the city could choose to staff the dispatch desk for 40 hours per week, during normal business hours, to accept traffic ticket payments and assist with administrative tasks. This would reduce some of the cost savings but would reduce the burden for the sworn officers. This

position could also serve to monitor the holding cells if they are used on a temporary basis during court proceedings.

**Consider contracting police services to neighboring municipalities or regionalizing police services.** City residents pay a considerable amount for their city police, which is the largest and most costly city department. Going forward, police are projected to experience the largest expenditure growth of any department. Meanwhile, projections call for increasing annual city deficits that reach over \$850,000 by 2024.

The city police have mutual aid agreements with neighboring municipalities and receive no payment for those services, which have been increasing in at least one of the two municipalities. Meadville residents should not shoulder the burden of giving free police services to neighboring municipalities.

The city should reexamine its relationship with Vernon Township and West Mead Township with an eye towards contracting services to these municipalities or forming a regional department to include the municipalities' current officers. The city should take advantage of technical assistance from the state Department of Community and Economic Development and/or seek a STMP Phase II grant to pursue this initiative as needed.

**Evaluate staffing needs.** The size of the staff is not governed by collective bargaining and could be considered for reduction if financial pressures required it. Reducing one or two patrolmen positions could provide savings to the department, but the savings would be balanced against fewer officers on duty and a potential risk to residents and officers. The department does not have nearby police agencies that could consistently provide backup assistance and in fact, Meadville often assists others. When compared to the similarly sized cities, the workforce is at the average per capita number of officers and a reduction would bring it below the average.

**Reconsider the assistant chief position.** The position of assistant chief could also be evaluated for potential elimination or to have investigation or road patrol duties added to their portfolio. The department size suggests the need for a level of supervision between the chief and front-line supervisors. The department has reorganized in the past, when two lieutenant positions were combined to create the assistant chief. If the department restructured through the elimination of the dispatch function and holding cells, there would be an opportunity to shift some supervisory responsibilities. For example, in other small departments, the evidence officer and training officer is at a lower rank such as sergeant.

**Consider improved technology for department operations.** The operations of the department would benefit from the purchase of an electronic citation system. The department would need to purchase an interface for its records management system (\$1,200) and hardware for each of its vehicles (\$4,900 total). This upgrade would make officers more efficient and save costs related to purchasing the printed citations.

## CHAPTER 8 FIRE DEPARTMENT

### Introduction

Meadville provides its residents with a paid fire department that also provides significant emergency medical services. Fire departmental expenditures are projected to grow by \$200,000 or almost 13 percent by 2024, the largest percentage increase of the city's major departments. The city needs to provide adequate manpower to the department in order to meet safety requirements while keeping control of costs. The city should explore alternatives to hiring full-time firefighters to meet those goals, such as increased use of part-time firefighters, potential use of volunteers and consideration of regionalization. The provision of fire services — both voluntary and paid — is a statewide concern that at some point will most likely require a statewide response.

### Staffing

Meadville Fire Department is the first alarm fire department and emergency medical service for the city. A private ambulance company provides transport and advanced life support for medical emergencies. The department is staffed by 12 full-time firefighters and three part-time firefighters. The full-time staff is comprised of the chief, three shift captains, three lieutenants and six firefighter EMTs.

The department is back to its authorized full complement, thanks to the addition of part-time members for the first time in its history. The department does not use volunteers.

Basic staffing is a four-man crew on each shift: two firefighters, a lieutenant and a captain. This can drop to three members per shift, which is minimum staffing, per city policy as described in Chapter 9 of this report. Shifts rotate on 24-hours on, 48-hours off schedule. Off-duty firefighters will be automatically notified of structure fires and respond to support, if available.

As also outlined in Chapter 9, the current work schedule includes excessive use of overtime as a part of the established work schedule, which is contrary to best management practices. The elimination or reduction of scheduled overtime per week should be addressed through collective bargaining. Please see Chapter 9 for additional information.

The current contract allows up to seven members to live outside of the city within 15 miles. All firefighters will be permitted to live within 15 miles of the city as of 2023, according to the collective bargaining agreement.

### ***Part-Time Staff***

Three staff members are part-time and are scheduled based on their availability. However, these staffers are not permitted by the CBA to drive the apparatus, which limits their utility to being used for busier shifts and a fifth person on shift, as needed.

Part-timers have a contractual cap of 36 hours per week, but the city has limited them to 20 hours per week because part-time firefighters are contractually prohibited from driving fire vehicles. Please see Chapter 9 on labor and collective bargaining for more details.

## Facility

The department has one fire station, at 850 Park Avenue. It has four bays, two of which are drive-through; six offices, of which three are currently in use; two three-bed sleeping rooms; a breathing air cascade system; gear wash; exhaust capture; diesel generator; fob access, fire alarm and sprinkler system, but no security alarm.

The vehicle exhaust system dates to 1999 and is not functioning as it should. The hose and gear dryer, while still working, will need replacement soon.

## Apparatus

The department generally responds to fire incidents with two engines, or an engine and an aerial.

**Table 8-1**

***Fire apparatus***

Type	Manufacturer (year)	Key Features
<b>Aerial 16-9</b>	Sutphen (1993)	100-foot aerial, 1500 GPM pump, 300-gal tank, 1200' of 4" supply hose, 400' of 1.75" suppression hose, 4 SCBA, 6 ground ladders ranging 10' to 35', rope rescue equipment, confined space equipment, & 6 kw diesel generator
<b>Engine 16-1</b>	Grumman (1991)	1500 GPM pump, 725 gal. tank, 1200' of 4" supply hose, 1550' of 1.75" suppression hose, 1000' of 2.5" suppression hose in mix of dead load and pre-connect, 60 gal. of foam, 4 SCBA, 3 ground ladders 10' to 28', 1' booster line reel, low pressure air bags, hydraulic extrication tools, thermal imaging camera & 6 kw diesel generator.
<b>Engine 16-2</b>	Smeal-HME (2004)	2000 GPM pump, 750 gal tank; 1200' of 4" supply hose, 1550' of 1.75" suppression hose, 1000' of 2.5" suppression hose in mix of dead load and pre-connect, 30 gal. of foam 4 SCBA, 3 ground ladders 10' to 28', 1.5" 100' pre-connect, low pressure air bags, hydraulic extrication tools, cribbing, thermal imaging camera & 6 kw diesel generator, AED, certified medical quick response vehicle
<b>Utility</b>	Chevrolet Suburban (2008)	AED, certified medical quick response vehicle, fire inspections
<b>Utility</b>	Ford F-150 (2004)	Carries Haz-Mat response equipment, cribbing
<b>Support</b>	Ford Explorer (2016)	Chief's vehicle, take home vehicle, responds to pertinent emergency calls

The city does not have an equipment replacement plan funded by multi-year appropriations for new apparatus. Every apparatus purchased by the city was new at purchase, and the department usually gets 25 to 30 years of service from the equipment. Guidelines from the National Fire Protection Administration suggest that front line engines should be replaced about every 15 years and ladder trucks every 20. Considering those guidelines, the aerial and one engine may be considered for replacement.

## Dispatch

Fire calls are dispatched through the Crawford County 911 center. The department owns its own radios. There is a central all-county fire channel, and the Meadville fire department has its own operations channel.

## Equipment

Each firefighter has two full sets of turnout gear. The primary set is from 2016 and the backup set is from 2010, which is due to be replaced this year if it remains in the budget.

Hoses are tested every year and are in good shape. SCBA units were purchased in the last three years with state grant money.

Hydraulic tools are functioning but could be upgraded to electric for easier use and better performance.

## Medical Response

Chief Hasko estimates that around 70 percent of calls are EMS-related. These are higher-priority ALS-level calls, such as cardiac, seizure, trauma, and overdose, rather than lift assist-type calls. All firefighters are certified as EMTs and carry Narcan.

### ***Meadville Area Ambulance Service***

Meadville Area Ambulance Service (MAAS) has serviced the city since 1958. The department knows of no specific exclusivity of service contract between MAAS and the department or the city.

The department is satisfied with the service provided by MAAS, which replaces any supplies, such as Narcan, that the department uses when initially treating patients before ambulance transport.

## Finances

In 2020, the department accounted for about 15 percent of the city's expenses with a budget of \$1.55 million. This was about a 4.5 percent increase over the previous year's budget.

The department bills property owners for structure fires, vehicle fires and ground fires. The structure fire rate is \$550 per fire. It also performs commercial fire inspections at an \$80/hr. rate, with a \$40 minimum.

The department does not possess the billing codes used by insurance companies necessary for reimbursement for operations like vehicle extraction. To facilitate third party billing, the department has proposed using third-party professional billing.

## Revenue

The fire department generates limited amounts of revenue from commercial fire inspections, fees charged for structure and vehicle fires, spill containments, bonfire permits and air bottles. In 2019, this totaled \$16,040.

Two-thirds of this revenue, \$10,740, comes from fire inspection fees. The number of fire inspections varies widely from month to month, with 58 in January 2019 and two in November 2019.

## **Relations with Other Departments/Institutions**

### ***Allegheny College***

Chief Hasko indicates that the fire department does not get many calls from the college since fire alarms are now routed through college security, which screens out false alarms. However, they do respond to medical calls, which can involve situations such as overdoses, etc.

### ***Neighboring Departments***

Relations with neighboring departments, whom the city counts on for second alarm support, work well and have been positive for years. However, as neighboring departments are largely volunteer staffed, there are some issues with turnout to incidents.

Meadville supports the surrounding departments on calls about four to five times a year, for incidents close to the city, but is usually not called for incidents farther away.

## **Training**

New hires have a six-month probationary period with a different training module each month, such as streets, equipment, apparatus, and a final test after six months. A department lieutenant is the training officer. Individuals can put in request for special training/special schools. Several staff attended National Fire Academy command and control incident training in 2019.

Staff members are all Firefighter II certified, a national firefighting credential that is administered by the state. The credential has requirements for completing specific minimum hourly training and meeting skill competency. Many staff members have additional training qualifications.

## **Insurance Service Organization Public Protection Classification Rating**

Meadville was evaluated by the Insurance Services Office (ISO) in 2018 to determine the Public Protection Classification (PPC). MFD received a rating of 4, which places it in the top third of fire departments in Pennsylvania. MFD received 26.52 out of a possible 50 points related to the fire department. (The other 50 points relate to water supply and county 911 dispatch operations that are outside of the department control.)

Areas with relatively high scores are operational considerations, pump capacity, deployment analysis and ladder service. Areas with potential room for substantial improvement are engine companies (which could be accomplished through automatic aid agreements), training (which has multiple areas for improvement including defined training plans and preplanning responses to large structures) and company personnel.

The company personnel category will likely be difficult to improve with the existing staffing model. The areas related to Emergency Communications and Water Supply are essentially out of the control of the fire department, although Meadville was rated well on its hydrant inspection and flushing program.

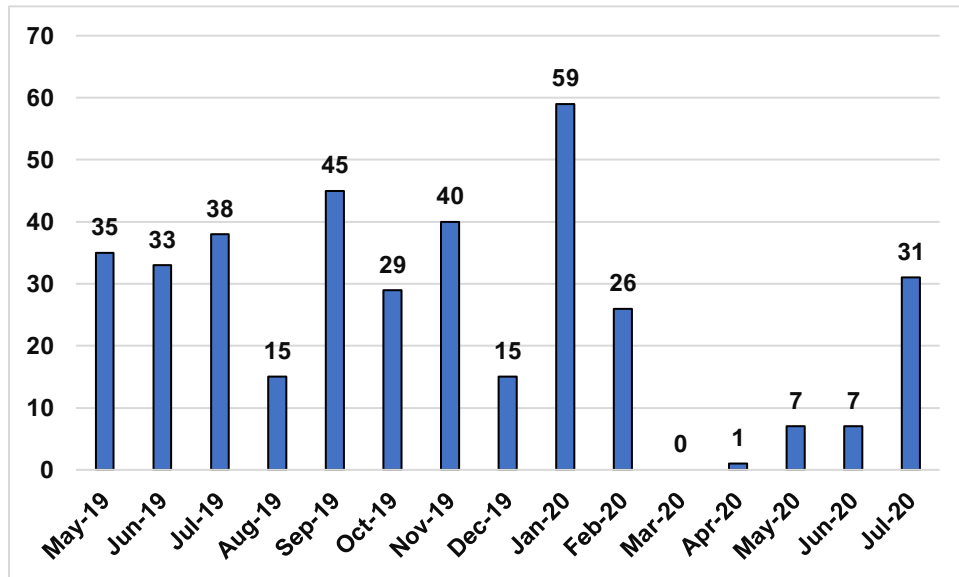
To improve to the next highest ranking, MFD would need to improve its rating by more than nine points, which would require a dedicated effort in several areas mentioned above. However, this could result in a lowering of insurance premiums for property owners.

**Table 8-2*****Insurance Services Office Ratings, March 2018***

<b>ISO Ratings (Conducted March 2018)</b>	<b>Available Credit</b>	<b>Meadville Fire Rating</b>
<b>Communications*</b>	10	6.11
<b>Engine Cos.</b>	6	1.92
<b>Reserve Pumpers</b>	0.5	0.48
<b>Pump Capacity</b>	3	3
<b>Ladder Service</b>	4	3.90
<b>Reserve Ladder</b>	0.5	0.03
<b>Deployment Analysis</b>	10	8.41
<b>Company Personnel</b>	15	5.50
<b>Training</b>	9	1.28
<b>Operational Considerations</b>	2	2
<b>Water Supply*</b>	40	27.79
<b>Divergences</b>		-3.29
<b>Risk Reduction</b>	5.5	3.42
<b>Total Credit</b>	105.5	60.55
<i>* Sections not under control of the fire department.</i>		

## **Code Enforcement and Fire Inspections**

Code enforcement was part of the fire department until May 2019. While the property maintenance and building inspection functions are no longer under the fire department's supervision, the department still performs an average of 34 fire inspections per month.

**Figure 8-1***Fire inspections by month, May 2019 – July 2020*

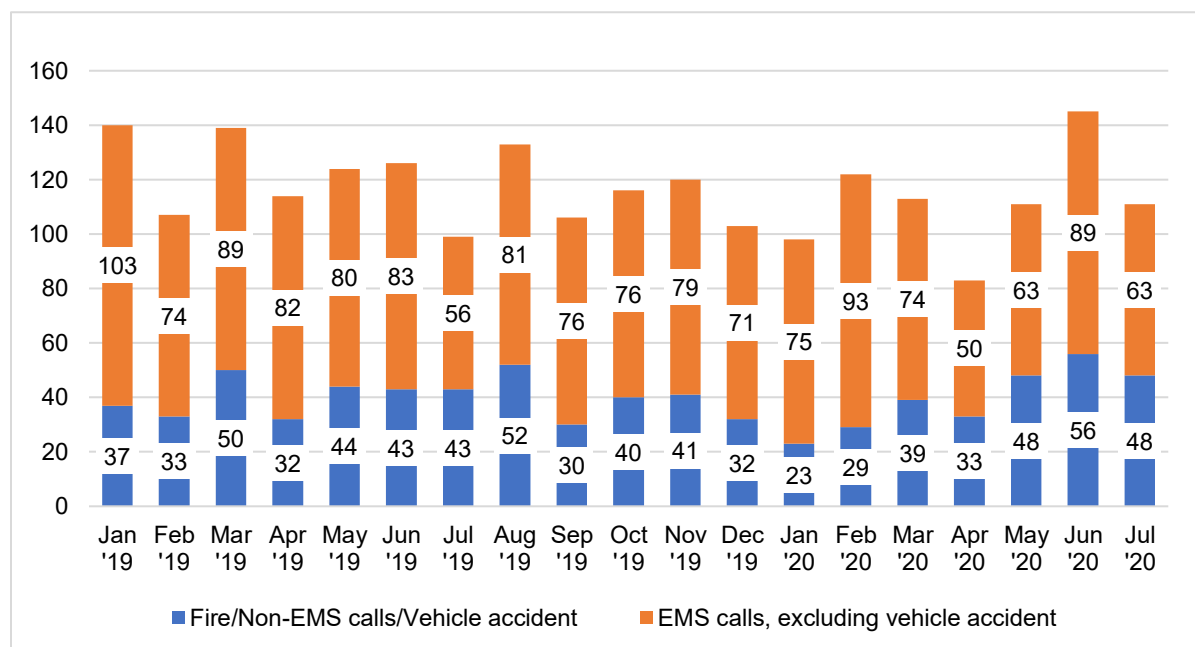
(Note: Between March 19 and July 6 2020, all inspections, except for property maintenance inspections, temporarily ceased due to pandemic considerations.)

## **Calls for Service**

Meadville provided records of incidents in 2019 and the first seven months of 2020. While not including all the activities of the department, these represent most events that were handled by the fire department. The department had an average of four responses per day during 2019.



Figure 8-2

**Emergency responses by month, May 2019 – July 2020 Fire/Non-EMS**

The table below summarizes Meadville's fire incidents by month for 2019. This excludes general EMS responses but includes vehicle accidents as primarily a fire rescue response, rather than an EMS response.

Table 8-3

**Fire incident types, 2019**

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Tot	% of Total
Fire response	2	3	7	4	11	5	9	2	4	5	2	4	58	12.2
Smoke/CO/Electrical /Water/Steam	10	9	12	9	11	9	10	9	10	15	9	10	123	25.8
HAZMAT/Spill/ Enviro response	0	0	6	0	5	2	3	2	1	1	3	4	27	5.7
Vehicle Accident/Rescue	5	4	7	3	4	5	4	7	3	5	7	4	58	12.2
False alarm/malfunction	13	8	11	10	9	10	11	9	5	10	18	8	122	25.6
Good intent call	0	1	0	0	0	0	0	0	0	0	0	0	1	0.2
Public service/ Assist citizen	3	2	2	3	1	6	3	3	1	1	2	1	28	5.9
Assist another agency	4	3	4	2	3	2	1	3	3	2	0	1	28	5.9
Weather damage/ Wires down	0	3	1	1	0	4	2	17	3	1	0	0	32	6.7
<b>TOTAL</b>	<b>37</b>	<b>33</b>	<b>50</b>	<b>32</b>	<b>44</b>	<b>43</b>	<b>43</b>	<b>52</b>	<b>30</b>	<b>40</b>	<b>41</b>	<b>32</b>	<b>477</b>	<b>100.0</b>

For the non-EMS fire responses, hazardous conditions without fire make up about a third of all incidents. This includes smoke, carbon monoxide, water and steam leaks, and electrical wiring

conditions, representing about a quarter of all incidents, and HazMat/Environmental response incidents, including liquid spills and gas leaks, representing another 6 percent.

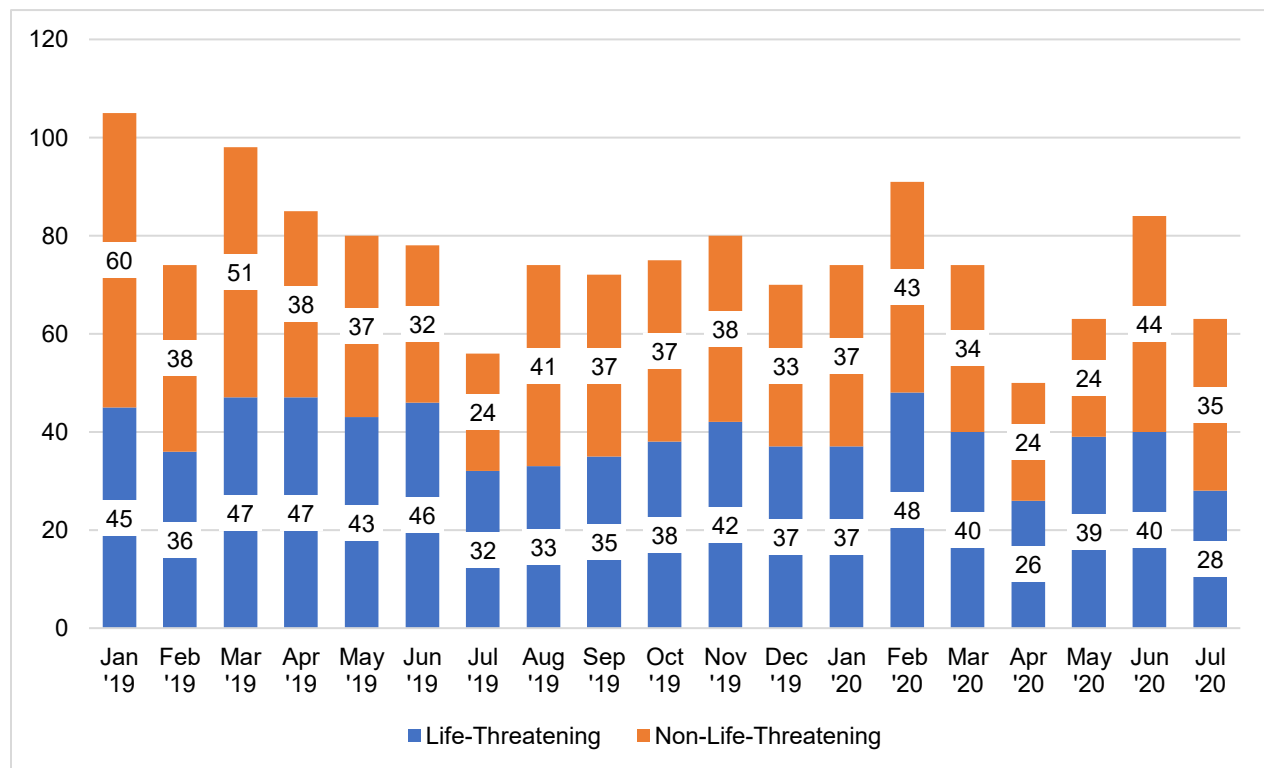
False alarms and alarm malfunctions make up another quarter of incidents. Vehicle accidents and rescue operations, and responses to actual fires, each make up about an eighth of the overall incidents.

### **EMS calls**

The fire department provides an EMT level quick response service for its residents that call 911 for a medical emergency. MAAS is dispatched simultaneously to provide transport and paramedic level care. While the fire department categorizes its EMS calls into nearly 30 categories, these can be grouped into life-threatening (such as trouble breathing, chest pains, and strokes) and non-life-threatening (abdominal pain, falls, and sick person). The calls fall roughly evenly into those categories, although there are slightly more life-threatening dispatches.

**Figure 8-3**

***EMS calls by month, May 2019 – July 2020***



## ***Mutual Aid Calls***

The fire department requests mutual aid when it is unable to handle an emergency with the manpower it has available and needs to request assistance from another department. Mutual aid is also requested for any fire with confirmed or possible entrapment. Other departments have similar arrangements for requesting mutual aid from the city. In 2019, Meadville assisted outside departments 24 times, and was assisted 5 times. In 2020, the rate of mutual aid had increased; through November 4, MFD assisted outside departments 42 times, and was assisted 10 times. Much of this aid is exchanged with neighboring Vernon. In 2019, MFD assisted in Vernon a total of 10 times and was assisted by Vernon 5 times. In 2020, as of November, MFD assisted in Vernon 22 times and was assisted 8 times. This increase has been driven by one of the Vernon Township fire departments being out of service and one of the others struggling to meet its demands with only volunteers.

## **Areas of Concern**

The Meadville Fire Department operates with a minimum staffing and with some older equipment. While the existing demand for services can be properly managed by the staff, the staffing does not meet standards from the National Fire Protection Association for 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments. This standard suggests that 16 firefighters and associated apparatus are needed to suppress a fire in a typical two-story single-family dwelling.

Meadville, like many small city departments, requires the use of mutual aid resources, which are exclusively volunteer, to meet the fire suppression needs of the community. For example, regarding safely entering a hazardous structure, OSHA has established a two in, two out rule for any situation where a firefighter would enter a hazardous situation such as a burning building. With a minimum shift staffing of three firefighters, it is possible that the fire department would need to wait for mutual aid assistance to safely enter a hazardous situation.

## **Recommendations**

**Supplement full-time staff with additional part-time firefighters.** The city is prevented from making full use of part-time firefighters because of a prohibition in the collective bargaining agreement against using part-time firefighters as drivers. The city should consider the strategies outlined in Chapter 9 on labor and collective bargaining for additional information.

**Consider recruiting volunteers.** Many smaller third-class cities supplement their full-time firefighters with volunteers. The city could consider attracting volunteers with the support of its full-time firefighters as the volunteers would improve manning and hence safety. One option might be to tap into the nearby college student population. For example, some municipalities offer free room and board to college students in return for fire support services. Colleges in some communities have provided scholarships for students who serve as volunteer firefighters.

**Consider regionalization efforts.** The city is also encouraged to consider regionalization efforts with nearby municipalities that also might be struggling to provide fire services. The issue concerning a lack of volunteer firefighters and the high cost of paid firefighters is one that confronts

the whole state and likely will require a full state solution. In the meantime, the city should make use of technical assistance from the state Department of Community and Economic Development and/or obtain a STMP Phase II funding for a consultant to assist with this effort.

**Replace equipment as needed.** The age of the ladder truck is of concern because of the increased maintenance cost related to aging aerial devices. While the city has several competing capital costs, the need to purchase a more modern ladder truck should be prioritized when long term capital financing is considered.

The cost of a new fully outfitted aerial device is about \$1 million, and a new fire engine is about \$500,000. Based on the age of the existing fleet, the city needs both in the next five years. Financing is an option for these apparatuses. Alternatively, setting aside \$150,000 a year into a vehicle reserve would allow the city to accumulate the funds in three years for a new engine and in seven years for a new ladder. The amount set aside should be adjusted periodically for inflation to match the costs of the fire apparatus. Another approach is a mix of a capital fund for a down payment and bonding the remainder. To reduce costs of the purchase, the city should consider using group purchasing such as the Houston-Galveston Area Council Buying Cooperative (HGACbuy.org) to obtain the lowest appropriate price.

**Consider expanding third-party billing for fire and crash fees.** The department generates about \$5,000 per year currently from billing for services related to responding to crashes and some fires. There is an opportunity to seek additional funds from these events with increases to the fee structure and a focus among the staff to gather the appropriate information needed for billing. There are about two calls a week that could be billed based on a review of calls for service data.

**Explore revenue sharing with Meadville Area Ambulance Service.** The department responds to several EMS calls daily as a quick response service (QRS) for the local EMS transport services and to provide essential care to its residents. In some communities, the transport EMS service shares some of their revenue with the QRS agency to help defray their costs and to compensate for their time on tasks. The city should explore such an arrangement with MAAS.

## **CHAPTER 9**

### **COLLECTIVE BARGAINING AND LABOR REVIEW**

#### **Introduction**

Meadville has three-year agreements with its three labor unions representing firefighters, police officers and non-uniform employees. The police and non-uniform contracts expire December 31, 2021, while the firefighters' contract is in effect until December 31, 2023. One of the city's biggest labor challenge is the firefighter's work schedule and hours of work. Recommendations are given for all union contracts in terms of salary, sick leave, vacation time, health insurance, use of part-time employees and work hours.

#### **Methodology**

PEL conducted a review of the Collective Bargaining Agreements (CBAs) between the city and the unions: Association of Fire Fighters, Local 515; Colonel Lewis Walker Lodge No. 97, FOP (Police) and A.F.S.C.M.E, AFL-CIO, Local 2643. Additionally, interviews were conducted with the city manager, finance director, fire chief, chief of police and director of public works.

#### **Fire Fighters**

##### **City of Meadville and International Association of Fire Fighters, Local 515**

##### **Duration: January 1, 2020 to December 31, 2023**

The following issues need to be addressed through collective bargaining or arbitration:

#### ***Work Schedule***

The most significant issue in this agreement is the firefighters' work schedule and hours of work. Firefighters in Meadville work a 24 hour shift every third day. Accordingly, they work 48 hours for two weeks, but on the third week, they work 72 hours. This schedule averages 56 hours per week. Article IX, Section 2 of the CBA states that firefighters work 40 hours per week at straight time and are paid overtime at time and a half for an average of 16 hours per week.

Under the Fair Labor Standards Act (FLSA), firefighters can work up to an average of 53 hours per week or 159 hours during a three-week work period without being paid overtime. Therefore, the city is paying its firefighters 13 hours of overtime per week without being required to do so by the FLSA.

The payment of overtime as part of the established work schedule (scheduled overtime) is never a good management practice. Since maintaining a paid fire department is normally a 24/7 operation, it is sometimes necessary to have scheduled overtime. However, in this case, given the current schedule of Meadville firefighters, who work 24 hours every third day for an average of 56 hours per week, it would be necessary to schedule an average of three hours of overtime during a three-week work period under FLSA, but not an average of 16 hours per week.

The elimination or reduction of 13 hours of scheduled overtime per week should be addressed by negotiations with the Firefighters Union and through Act 111 arbitration if necessary. This problem is further compounded since, if a firefighter actually works overtime in excess of the average 56-hour work week, they get paid at an overtime rate of 1.714 times the standard hourly rate, instead of 1.5. There are many Fire Departments throughout the commonwealth who work more than 40 hours per week up to an average of 53 hours per week without being paid overtime, consistent with the FLSA.

### ***Part-time Firefighters***

The city currently uses part-time firefighters to staff an extra person on a shift. Article XVII Section 2 of the CBA states:

a) Part-time firefighters may be used at the discretion of the employer to fill vacancies and/or perform work that otherwise would be assigned to full-time firefighters as overtime. and

f) Part-time firefighters may be regularly scheduled to work up to 36 hours per week.

This contract language gives the city effective usage, at its discretion, of part-time firefighters, including the right to schedule them to perform work that would otherwise be assigned to full-time firefighters as overtime. However, Section 2 also states:

h) Part-time firefighters shall not be permitted to drive the ladder or pumper trucks.

The city's policy is that three firefighters are always on duty, an officer and two drivers, all of whom must be full-time since part-timers cannot drive. Therefore, Article XVII, Section 2 a), which gives the city the right to use part-timers to fill full-time vacancies, is ineffective. The city should negotiate with the firefighters to eliminate the prohibition against part-timers driving the ladder or pumper trucks. There is no reason why part-timers cannot drive if they are properly trained and certified to do so. Part-time firefighters presently work 10-hour shifts. Their shifts would need to be changed to better fill the vacancy of a 24-hour full-time firefighter. If the prohibition against part-timers driving could be eliminated, the city should consider hiring more part-time firefighters. Currently, the city utilizes three part time firefighters.

### ***Volunteers and Regionalization***

The city presently has no volunteer fire department. If there is a structure fire in the city, the city must rely upon mutual aid from volunteer companies surrounding the city to fight the fire, since a structure fire cannot be properly and safely contained by an officer and two drivers. The closest paid fire department is Titusville, which is 28 miles and 42 minutes away. The city should actively recruit volunteer firefighters. The city will need the full cooperation of its paid fire department to create and sustain a volunteer force. A volunteer force will make the jobs of the paid firefighters much safer.

Regionalization is the long-term solution to providing safe and effective firefighting to the citizens of Meadville and surrounding communities. Regionalization takes a lot of effort and dialogue. The city is encouraged to initiate and continue this dialogue with surrounding communities. The paid firefighters should be included in this process.

## ***Longevity***

The city already has a two-tiered longevity schedule in its fire CBA for employees hired before and after January 1, 2000. However, the longevity schedule for employees hired after 2000 is still very expensive, capping out at 8.5 percent after 22 years. The city should further limit the longevity payments to its firefighters to reduced fixed dollar amounts, especially for new hires.

## ***Sick Leave***

Article XI of the CBA, which addresses sick leave, is problematic. Firefighters receive seven sick days (24 hours) per year which computes to 168 hours of annual sick leave. This annual sick leave is equivalent to 21 sick days per year for an eight-hour employee, which would be excessive. Accumulation of sick leave is unlimited. If a firefighter has accumulated 1,296 hours of sick leave (54 days x 24 hours), he or she may convert two sick days to one bonus vacation day, up to a maximum of three bonus vacation days. Further, firefighters receive payment for 50 percent of accumulated sick leave up to a maximum of 1,296 hours, upon retirement. This buyout is a liability to the city of at least \$15,000 per retiree.

Sick leave, and the accumulation thereof, should be reduced, especially for new hires. Perhaps a firefighter should only receive eight hours pay for a sick day instead of 24 hours. If a firefighter received four, 24-hour sick days per year that would be equivalent to 12, eight-hour days, which is more than fair. The city should not allow bonus vacation days or expensive payments upon retirement for accumulated sick leave. The city should explore the cost of a short-term disability and/or a long-term disability policy, through a third party insurance carrier in order to reduce annual sick leave and to cap the accumulation of sick leave, especially for new hires. The city provides a self-funded short-term disability benefit in the amount of \$185 per week for 13 weeks, after the exhaustion of accumulated sick leave. This benefit has only been used once or twice in the last 30 years, since the firefighters presently have so much sick leave available.

## ***Vacations***

Article XII of the CBA, which addresses vacations, is also problematic. There is a two-tiered vacation schedule for firefighters hired before and after January 1, 2000. All first-year firefighter receive 168 hours of vacation (7 x 24), which is equivalent to 21 vacation days for an eight-hour employee. A post-2000 firefighter with 20 plus years receives 240 hours of vacation, which is equivalent to 30 vacation days for an eight-hour employee. The amount of vacation for post-2000 firefighters is excessive and should be reduced, especially for new hires. The payment for vacation is further compounded since, under Section 5, the first 40 hours is paid at the firefighter's standard hourly rate and the additional 16 hours is paid at time and a half. Vacation pay is not an FLSA issue, since vacation time does not constitute hours actually worked under the FLSA. Therefore, the city could pay for vacation time at 40 hours of the firefighter's standard hourly rate for a week of vacation or, at least, an average of 56 hours at straight time, rather than 16 hours at time and a half.

The current vacation schedule for firefighters hired after January 1, 2000 is:

<b>Year of Service</b>	<b>Paid Vacation</b>
<b>1-8 years</b>	<b>168 hours</b>
<b>9-14 years</b>	<b>192 hours</b>
<b>15-19 years</b>	<b>216 hours</b>
<b>20 + years</b>	<b>240 hours</b>

It is recommended that the vacation schedule be changed as follows:

<b>Year of Service</b>	<b>Paid Vacation</b>
<b>1-8 years</b>	<b>96 hours (4 days or 2 weeks)</b>
<b>9-19 years</b>	<b>168 hours (7 days or 3 weeks)</b>
<b>20 + years</b>	<b>240 hours (9 days or 4 weeks)</b>

This vacation schedule enables firefighters to receive a fair amount of time off work. Vacation can be planned for a week when a firefighter is only scheduled for work on two days or a firefighter could switch shifts with another firefighter to accommodate vacation plans. The post-2000 vacation schedule should be modified for currently employed firefighters, but the above schedule is strongly recommended for new hires.

### ***Holidays***

Firefighters receive compensatory time off for eight holidays whether they work the holiday or not. They also receive overtime at the 1.714 times the hourly rate if they work on Christmas or Thanksgiving. The problem, again, is that they receive 24 hours of comp time for each holiday, for an annual total of 192 hours, which is equivalent to 24 holidays for an eight-hour employee. This amount of holiday comp time is excessive and should be reduced, especially for new hires.

### ***Health Insurance***

The city provides a health insurance plan for all its employees with a \$2,500/\$5,000 deductible, and the city funds 100 percent of the deductible. In addition, the city provides a Health Reimbursement Account (HRA) for all its employees in the amount of \$475 per year, up to \$275 of which may be carried over to the next year. Firefighters pay 11 percent of the health insurance premium, which will be increased to 14 percent in 2023. Firefighters do not contribute to their dental coverage. The city should negotiate at least a partial payment of the deductible by its employees. It is not unreasonable to ask all employees to pay at least the first \$500/\$1,000 of the deductible. Employees should contribute at least 15 percent toward their health care, including dental. The HRA should be eliminated, especially for new hires. Health insurance coverage is not expected to become cheaper in the future. The city cannot long afford to continue to provide health insurance with no deductible to its employees. The city should establish a Health Care Committee covering all of its employees to review the cost of available plans on an annual basis, not just at collective bargaining time. In terms of controlling the costs health care coverage, employees need to be invested in this process. The long-term viability of jobs is at issue.



### ***Retiree Health Insurance***

The city provides retiree health insurance to retired firefighters and their spouses. The city pays the amount of the premium in effect at the time of retirement and the retiree or surviving spouse pays any increase in the premium. Firefighters retiring after January 1, 2005, also pay 55 percent of the contribution made by active employees. The obligation of the retiree or surviving spouse to pay a portion of the premium is subject to detailed P.A.C.E. requirements set forth in the CBA. Firefighters hired after January 15, 2013, who meet the P.A.C.E. requirements must pay 50 percent of any post-retirement medical benefits.

The city cannot afford to continue to pay for post-retirement health insurance benefits. This benefit should be eliminated, especially for new hires. For employees who are already entitled to post-retirement health benefits, the city should only provide a fixed-dollar amount for the retiree to purchase his or her health care benefits. The retiree and spouse should not be on the city's health care plan, since their inclusion is very expensive to the plan and the city.

### **Police**

#### **City of Meadville and Colonel Lewis Walker Lodge No. 97, FOP Duration: January 1, 2019 to December 31, 2022**

The following are issues which should be mitigated through collective bargaining or arbitration:

### ***Salary and Ranks***

Police Department salaries appear to be in line with other communities. It takes six years for a patrolman to reach full salary, which is appropriate. In 2020, the salary of a six years+ patrolman is \$61,807. However, the 2020 salary of a sergeant is \$66,850., which is 8.2 percent higher than the six years+ patrolman salary. Typically, the sergeant salary differential is about 5 percent. Further, the 2020 salary of a sergeant-investigator is \$69,524, which is 12.5 percent higher than the six years+ patrolman salary. Presently, the Meadville Police Department has 11 patrolmen, four sergeants and two sergeant-investigators. Investigators or detectives do not need to be sergeants. Certainly, both investigators do not need to be sergeants. Four sergeants is an appropriate number of ranking officers for 11 patrolmen. Organizationally, the city has a chief and assistant chief in addition to the sergeants, so there is adequate supervision for a police department the size of Meadville without two sergeant-investigators. The CBA also provides that a patrol officer who oversees a shift because the sergeant is off work receives a five percent pay differential. A premium pay of two to three percent additional would be more appropriate for the officer in charge.

The city should review its police department organizational ordinance and revise it, if necessary, to better reflect an appropriate structure. Article V, Section 2 of the police CBA states, "All vacancies in the ranks shall be filled within ninety (90) days of the vacancy." This provision is an intrusion upon the inherent managerial rights of the city to decide when a vacancy in any rank occurs, whether to fill that vacancy and when to fill that vacancy. This is not appropriate for a collective bargaining agreement and should be eliminated.

### ***Longevity***

Beginning in the seventh year of employment, Meadville police officers receive a percentage of their salary as a longevity payment. Commencing with the 15th year of service, this longevity payment is 5 percent of base pay and increases to 8.5 percent in the 22nd year. These longevity payments are very expensive to the city and should be reduced to fixed-dollar amounts. The maximum longevity payment for current police officers should be around \$3,000; 8.5 percent of the 2020 6 years+ patrolman salary is \$5,253. For new hires, longevity payments should either be eliminated or greatly reduced to fixed-dollar amounts.

### ***Part-time Police***

The city has no part-time police officers. The city also has no active civil service list for new hires due to the pandemic. When the city receives a civil service list for new hires, the city should pursue whether any of the candidates on the certified eligibility list are willing and able to work part-time. Part-time police officers should only be used to fill vacancies and to reduce overtime of full-time police officers. The police CBA does not mention part-time police officers. The city should consult with labor counsel concerning the need to have any discussions with the police bargaining committee concerning part-time police.

### ***Regionalization***

The city should pursue discussions with surrounding communities concerning regional services. These discussions take much time and effort. If the city is already providing police services to surrounding communities through mutual aid, it is only fair that discussions concerning regionalization take place. The city has assigned a sergeant (school safety officer) and a patrolman (school resource officer) to the Crawford Central School District, which encompasses an area larger than the City of Meadville. Therefore, the city is providing some police service to surrounding communities through the school district. Perhaps, this arrangement could provide the framework for discussions concerning regionalization.

### ***Standby Time***

Article X, Section 7 of the CBA provides for standby time. It is part of the job for police officers to be available for duty whenever possible. Standby time is not appropriate for police officers. This section should be deleted from the CBA.

### ***School Safety Officer***

Article X, Section 13 of the police CBA provides, “The School Safety Officer will hold the rank of Sergeant.” (A 7th Sergeant) It may be appropriate that the school safety officer be a sergeant; however, the CBA should not require this. The school safety officer supervises 16-20 school crossing guards. The city should be able to decide, in its unfettered discretion, whether the assistant chief or some other police officer should supervise the school crossings guards, whether the school safety officer should be a sergeant, whether the position of school safety officer should exist or whether the duties of that position should be assigned, in whole or in part, to other persons including non-police. These are inherent managerial rights of the city. This section of the CBA should be deleted.

***School Resource Officer***

The patrolman assigned as school resource officer receives a 4 percent shift differential. This is not necessary. It is a privilege to be appointed SRO. This provision should be deleted.

***Floaters***

It is a good practice to have floaters to fill in vacancies and gaps in the schedule, but they should not receive a 4 percent increase in salary. This pay differential should be reduced or eliminated.

***F.O.P. Days***

Article X, Section 12 of the CBA states, “The F.O.P. shall be permitted up to thirty-six (36) hours per year to complete, coordinate and/or participate in F.O.P. recognized events. Twelve (12) hours of unused F.O.P. time may be carried forward to the following year.” The city should not be subsidizing, supporting or interfering with union activity. This section should be deleted.

***Sick Leave***

A police officer receives 84 hours of paid sick leave annually. Twenty-four hours of annual sick leave may be used for the illness of a family member. The family member sick leave should be reduced or eliminated. The illness of a family member is covered by the Family and Medical Leave Act of 1993 (FMLA) the provisions of which are contained in the police CBA. The accumulation of sick leave is unlimited. Police officers receive credit for one-half of accumulated sick leave up to a maximum of 896 hours (448 hours at full pay) for early retirement or payment upon retirement. This payment upon retirement costs the city a maximum of approximately \$15,000. This payment should be eliminated or reduced, especially for new hires. Sick leave may be converted to vacation time on a basis of two hours of sick time for one hour of vacation. This provision creates additional vacation and should be eliminated or reduced, especially for new hires. The city should explore the cost of a short-term and/or long-term disability plan, administered by a third-party insurance carrier, to reduce the amount of sick leave and especially the accumulation of sick leave. The accumulation of sick leave needs to be limited. With these insurance plans, the accumulation of sick leave could be reduced to 360 hours or less since employees would not need protection from a non-occupational illness or accident.

***Vacations***

Vacations need to be addressed or prorated for new hires. A new hire should not receive 80 hours of vacation upon hire or shortly thereafter. The current vacation schedule should be reduced for new hires.

### ***Personal Time***

Police officers receive 36 hours of personal time per year, which creates overtime. Police officers can use vacation or holiday time to take one day off if it does not create overtime. Therefore, personal time should be eliminated or reduced, especially for new hires.

### ***Holidays***

The CBA recognizes nine holidays. Police officers receive time and a half for working these holidays. Many police departments only receive overtime if an officer works on Christmas or Thanksgiving. Meadville police officers receive 72 hours of holiday time off per year. (9 holidays x 8 hours – compare with the Fire Department) This amount is an additional time off of six, 12-hour shifts per year. The current vacation schedule is adequate for police officers. An additional six shifts off per year, combined with vacation, is excessive. The city needs its police officers to be at work for the most paid time possible. Paid time off needs to be reduced.

### ***Health Insurance and Retiree Health Insurance***

The same analysis and comments concerning the Fire Department also apply to the Police Department regarding health insurance, retiree health insurance and the elimination of the HRA. The city simply cannot afford these benefits and maintain the current number of positions.

### ***DROP***

The CBA currently contains a DROP for its Police Pension Plan which allows a police officer to retire under the DROP and continue working for up to 3 years, which is too long. The maximum amount of time for the DROP should be reduced to 12-18 months. This will still allow a police officer to receive pension payments and still work for some period, while giving the city the opportunity to plan for his or her replacement.

### ***AFSCME***

#### ***City of Meadville and AFSCME, AFL-CIO, Local 2643***

***Duration: January 1, 2019 to December 31, 2022***

The following are issues which should be addressed by the city through collective bargaining with the union:

### ***Wages***

The city should negotiate reduced new hire wages, especially for Sewer Authority employees.

### ***Longevity***

AFSCME employees covered by the CBA receive a percentage of their salary as a longevity payment starting at seven years of service. After 15 years of service, this longevity payment grows to 5 percent and after 22 years of service it reaches 8.5 percent. These longevity payments should be reduced to

fixed-dollar (not percentage-based) amounts. Longevity should be eliminated or greatly reduced for new hires.

### ***Sick Leave***

AFSCME employees receive 12, eight-hour days of sick leave annually. This amount of sick days should be reduced, especially for new hires. Sick leave may be accumulated up to 120 days, which is excessive and should be reduced, especially for new hires. Accumulated sick leave can also be used for early retirement based on one day of early retirement for each two days of accumulated sick leave, up to a maximum of 110 days. AFSCME employees may also convert unused sick time to vacation time on a two to one basis. This provision should be deleted from the CBA. As will be discussed below, AFSCME employees already have excess vacation time. There is also a bonus of a maximum of 30 hours base pay if an employee does not use any sick days in a calendar year. So, if a Meadville Area Sewer Authority plant operator does not use any of the 12 sick days in a year, he or she would receive a bonus of \$711 (not including longevity) and could convert his or her 12 sick days to six additional vacation days.

The city needs to establish a new employment philosophy among its employees. Sick leave is a benefit that can only be used when the employee is actually sick. Sick leave also provides protection to the employee in the event of a non-occupational illness or injury. Sick leave abuse, and patterns thereof, must be affirmatively addressed, through progressive discipline if necessary, so that all employees understand that sick leave is not a matter of right. It is not a free vacation day. It provides income protection, but it is not something for which you get paid if you are not sick and unable to work. Employees should not be rewarded with vacation days or large payments for not using or abusing a benefit that is intended to protect them if they are sick or injured off the job. Sick leave bonuses are not necessarily bad, but they should be modest. Again, the city should explore the cost of providing short-term and/or long-term disability insurance, through a third-party carrier, in order to reduce sick leave and its accumulation.

### ***Vacation***

Vacation should be reduced for all AFSCME employees, especially new hires. The following vacation schedule is recommended:

- Two to nine years — 80 hours
- 10 to 19 years — 120 hours
- 20+ years — 160 hours

The fifth week of vacation for AFSCME employees with 25+ years should be eliminated.

### ***Health Insurance and Retiree Health Insurance***

The same analysis and comments stated above for the Fire Department also apply to the AFSCME bargaining unit concerning health insurance and the elimination of the HRA. AFSCME employees do not receive retiree health insurance.

## Conclusion

It is the purpose of this report to identify issues that the city should address with its three unions through collective bargaining. There are many issues. These issues cannot be addressed overnight or all at once. The city will need the cooperation of its three unions. However, the city simply cannot afford to continue to pay for scheduled overtime, retiree health insurance, health insurance deductibles and sick leave buyouts. The city must also address paid time off. The city's workforce is shrinking and will shrink even more if these issues are not addressed. It is strongly recommended that the city retain labor counsel to negotiate these contracts. Before the next round of CBA negotiations begin, the city should hire labor counsel and prepare for collective bargaining with its unions.

## **CHAPTER 10**

### **OBSERVATIONS AND RECOMMENDATIONS**

#### **Introduction**

The city of Meadville is projected to experience growing annual deficits that could be made worse by the current COVID-19 pandemic. Prior to the pandemic, revenues were expected to grow by only 1 percent while expenditures were anticipated to rise by 8.5 percent. Historically, city tax revenues have stagnated or declined, in part because the city is unable to capture growth in market values through its outdated Crawford County assessment.

One immediate step the city can take to lower costs is eliminating emergency police dispatching and restricting use of holding cells to daytime hours for arraignments only. This action would also significantly reduce a potentially large liability concerning the operation of the holding cells. It is recommended that other initiatives related to staffing be considered at the same time in order to take a wholistic approach to the department.

In terms of personnel, there are many issues that the city should address with its three unions through collective bargaining. Like the list of initiatives above, these issues cannot be addressed overnight or all at once. But the city cannot afford to continue paying for scheduled overtime, retiree health insurance, health insurance deductibles and sick leave buyouts. The city must also address paid time off.

The city will need the cooperation of its three unions; the city's workforce is shrinking and will shrink even more if these issues are not addressed. It is strongly recommended that the city retain labor counsel to negotiate these contracts and prepare for collective bargaining prior to the next round of CBA negotiations.

The city can look to streamline costs, improve operations and make better planning decisions using technology that is an immediate need recommended in this report. Needs include GIS-based software to monitor blight, asset management software, and an electronic citation system for police, as well as a new website.

There are numerous long-term initiatives that can contribute greatly to the city's fiscal health but require a considerable amount of effort. The eventual gain is long term; however, efforts towards these goals should begin now. This list includes considering home rule, lobbying locally for reassessment and statewide for Act 511 tax reform, contracting police services to neighbors and other regionalization efforts.

The inadequacy of Pennsylvania's local government tax structure is particularly felt by third-class cities, which are densely populated and hence require a significant amount of services. Meadville is a classic case where assessments have failed to track market value so that the amount the city receives from each mill of taxes has declined. This can force the city to increase tax rates simply to maintain the same amount of revenue. Meanwhile, cities are unable to increase more productive Act 511 taxes like earned income and local services because they are capped by state municipal codes.

Numerous other recommendations focus on ensuring the city is following best practices in terms of financial management and policies and procedures. Various economic and community development strategies are outlined that are designed to strengthen and improve the tax base, particularly

downtown. These include strengthening relationships with community partners, reducing blight, tapping into the new trend towards downtown living and more. Capital planning, staffing, facilities and park upgrades are addressed.

The Pennsylvania Economy League advises the city to consider implementing the recommended initiatives as outlined in the remainder of this chapter. Recommended target dates for initiatives are immediate, short term (one to two years) and long term (two years or more). Budget impact refers to the General Fund unless otherwise noted. PEL encourages the city to seek Strategic Management Planning Program Phase II funding for initiatives as appropriate. Certain initiatives will require funding that might be obtained through STMP Phase II or other state programs.

## Recommendations

### *Administration and Finance*

<b>Admin 01</b>	<b>Prepare for potential impact from the COVID-19 pandemic</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Assistant City Manager</b>
<b>Budget Impact</b>	<b>Potential match for STMP grant</b>

The impact to municipalities from the COVID-19 pandemic is still uncertain. The city should continue to review its cash flow as the year progresses. Also monitor the growth of property tax delinquencies and/or a change in payment patterns from the discount period to face value to penalty. Note that earned income tax revenues for the first two quarters of 2021 reflect COVID-19 impacts from October to December 2020 and January to March 2021, respectively.

<b>Admin 02</b>	<b>Pursue funds for software</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Assistant City Manager</b>
<b>Budget Impact</b>	<b>Potential match for STMP grant</b>

The city of Meadville often lacks specialized software to make business processes more efficient or to improve data collection and analysis to inform the city's approaches to some of its most pressing challenges. Staff need to be able to work as effectively and efficiently as possible. Recommendations for technology upgrades are given throughout this chapter and across all major departments.

<b>Admin 03</b>	<b>Compile and analyze parcel – level data</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Assistant City Manager</b>
<b>Budget Impact</b>	<b>Potential match for STMP grant</b>

The city lacks a system to aggregate and analyze parcel-level data on blight, or to track issues at the individual parcel level. GIS-based software could help the city to compile and track multiple points of data collected by various city departments at the parcel level (e.g., code violations, tax records, inspection results, etc.) and begin developing a data-driven strategy to identify properties requiring enforcement or assistance before more significant problems develop.

This also may help the city to identify properties that should be acquired, remodeled or demolished in furtherance of development goals. See the development chapter for a more detailed discussion of this issue.



<b>Admin 04</b>	<b>Monitor city assets and plan for investments</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>City Manager/Appropriate Department Heads</b>
<b>Budget Impact</b>	<b>Potential match for STMP grant</b>

Tight finances make it difficult for the city to make major capital investments, but this is more reason for the city to be strategic with its limited capital dollars by maintaining a multi-year plan for capital spending. To be clear, the city already monitors certain assets carefully – it keeps an inventory of vehicles, as well as a matrix on pavement conditions, for example.

This recommendation envisions building on this existing work to develop a comprehensive inventory of Meadville's assets, their condition and their standard life expectancy, and using the inventory to drive capital planning and provide context for department purchase requests.

An asset management software system would be critical to help the city to better track these needs and prioritize investments. Such software should incorporate a system for public works to issue and track work orders. In addition to improving the DPW's day-to-day workflow, this would help the city to better track where staff are investing the most time and effort on repairs and upgrades and incorporate this data into its planning.

Staff should be tasked with keeping the inventory up to date, developing a multi-year rolling plan and scheduling annual updates to the plan based on a review of the latest data and project progress.

<b>Admin 05</b>	<b>Update the city website</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Assistant City Manager</b>
<b>Budget Impact</b>	<b>Potential match for STMP grant</b>

The city's website provides valuable information to residents, but it can be difficult to navigate and is somewhat dated in design and functionality – especially on mobile devices. It also is likely due for a review of potential issues with accessibility. This is a need as more people conduct business remotely during the COVID-19 pandemic.

<b>Admin 06</b>	<b>Consider alternative methods to collect per capita tax</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>Improved revenue collection</b>

The per capita tax is levied on adults in Meadville over age 18. It is budgeted to bring in about \$45,000 in 2020. Last year, nearly a third of residents did not submit payments on time and bills were sent to a third-party firm for collection. Some municipalities have explored eliminating the per capita tax and raising the equivalent revenue through an increase in real estate taxes instead. Meadville may wish to consider this to reduce resources spent collecting this source of minimal revenue.

<b>Admin 07</b>	<b>Consider moving to the DCED Chart of Accounts</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Finance Director</b>
<b>Budget Impact</b>	<b>Improved financial management</b>

The chart of accounts numbers and description are used in the state Department of Economic and Community Development's annual audit and financial report that local governments must file as well as other state reporting forms. For additional information on the chart of account, see the Fiscal Management Handbook by the Pennsylvania Governor's Center for Local Government Services.

<b>Admin 08</b>	<b>Consider reallocation of property tax millage</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>Improved financial management</b>

The city currently levies 7.72 mills for general purposes and 4.78 mills for recreation purposes. Special purpose millage revenue can only be used for the purpose for which it was intended, in this case recreation. Given the current level of city recreation activities and the high amount of millage dedicated to those purposes, the city should consider moving all or most of the recreation millage to general purpose millage. This will give the city more flexibility to use those funds.

<b>Admin 09</b>	<b>Explore options to bolster support staff</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>N/A</b>

Both the city manager and assistant city manager are deeply involved in day-to-day operations of the city. City Hall has a small yet skilled team of support staff, but nonetheless, the city's management team has limited capacity to focus on the "big picture" and develop longer-term strategies and plans for the city's future. Budget constraints limit options to add staff, but under the status quo, the city also runs the risk of "burnout" among top managers.

The recent addition of the Director of Community Development position represents a creative approach to adding a staff member to focus on an area of strategic importance while tapping funds from an outside organization (the RDA) and grants. The city should continue to explore creative opportunities to reduce the day-to-day operational workload of its top managers, whether by reallocating work tasks or making strategic additions to support staff, and advance strategic goals.

<b>Admin 10</b>	<b>Review and revise the city's administrative code</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>Potential expenditure/STMP grant match</b>

The city's existing administrative code is dated and does not accurately reflect how city government is organized or staffed today. It includes, for example, divisions that no longer exist, such as departments of purchasing and personnel. The code should serve as an up-to-date reference on city government structure and functions and should also be reviewed periodically to ensure consistency with state and federal laws. The administrative code should be reviewed and revised to reflect current staffing and department structure.

<b>Admin 11</b>	<b>Adopt written policies and procedures</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>Potential expenditure/STMP grant match</b>

Clear policies and procedures help to ensure that the city's day-to-day business practices reflect its longer-term strategic goals and are consistent with state or federal laws and regulations. Clear policies and procedures also can help to create consistency across the organization, make expectations clear to staff, and help management hold employees accountable.

Ultimately, this can help the city of Meadville with succession planning, as documented processes help incoming employees or leaders to more readily understand the city's functions and their role within the organization. Developing a handbook that succinctly summarizes policies and procedures can help ensure these expectations are clear to employees.

<b>Admin 12</b>	<b>Develop a fund balance policy</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>Improved financial management</b>

As a financial policy, the city should establish a goal of maintaining a fund balance as a certain percentage of operating revenue. At a minimum this should be the equivalent of two months of expenditures.

Funds above the established percentage could then be transferred to a capital reserve fund. This would provide an ongoing funding stream for capital needs, reduce borrowing costs, and maintain an adequate fund balance to address emergency situations that may occur.

<b>Admin 13</b>	<b>Develop a debt policy</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>Improved financial management</b>

Debt management policies are written guidelines, allowances, and restrictions that guide the debt issuance practices of state or local governments, including the decision and issuance process, management of a debt portfolio, and adherence to various laws and regulations, according to the Government Finance Officers Association.

A debt management policy should improve the quality of decisions, articulate policy goals, provide guidelines for the structure of debt issuance, and demonstrate a commitment to long-term capital and financial planning. Adherence to a debt management policy signals to rating agencies and the capital markets that a government is well managed and therefore is likely to meet its debt obligations in a timely manner<sup>8</sup>.

The best practice debt management policy issued by the GFOA is included as Appendix I.

<b>Admin 14</b>	<b>Develop and maintain a comprehensive multi-year capital improvement program (CIP) and asset inventory</b>
<b>Target Date:</b>	<b>Short Term</b>
<b>Responsible Party:</b>	<b>City Manager/department heads</b>
<b>Budget Impact:</b>	<b>General Fund relief</b>

<sup>8</sup> <http://www.gfoa.org/print/466>

Conduct a city-wide inventory to assess the most current and critical repair and replacement needs for equipment, buildings and infrastructure and establish a multi-year (at least five years) CIP to address these needs.

To best address the city's capital needs within the constraints of limited resources, the city should set clear criteria for prioritizing and selecting capital investments that:

- Protect the health and safety of the public and employees.
- Advance the implementation of the city's long-term goals and objectives.
- Invest in core infrastructure and equipment needs. Show the impact of capital investments on the operating budget.

The CIP process should precede the city's normal budget process and be completed by September so that CIP recommendations are integrated into the operating budget. The annual CIP document should include, but not be limited to:

- A narrative that details CIP project priorities for the upcoming budget year.
- A description of the CIP development process that the manager and staff conducted during the year and how the CIP projects were selected.
- A summary of the CIP by project type and department.
- Individual descriptions of each project included in the CIP for the upcoming budget year. The description of each project should include the project's location, project summary, estimated cost, estimated completion date and the project's estimated operational cost and/or savings.
- Funding source(s) and/or capital borrowings.
- Impact of capital improvements on operating budget.

The creation of an annual CIP document will allow the city to prioritize its capital projects within the framework of limited resources and in alignment with its goals and objectives. Additionally, it will give elected officials and the public an opportunity to comment on the projects.

Development of a sustainable CIP must begin with an assessment of existing capital assets. PennDOT's Local Technical Assistance Program can provide resources to assist with the assessment.

<b>Admin 15</b>	<b>Review City Treasurer collection fees paid by county and school district</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>Potential revenue</b>

Cost allocations for the city tax collector should be completed at least every five years to ensure that the allocation remains fair to the city. In addition, tax collector compensation is set in 2021 by the county and school district so it is a good time to review.

<b>Admin 16</b>	<b>Consider home rule for tax flexibility</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>City Council/City Manager</b>
<b>Budget Impact</b>	<b>Tax flexibility</b>

Home rule charter municipalities are not subject to the limits on the rates of real estate millage, earned income and real estate transfer taxes that exist in state municipal codes, although the charter can limit the increase of total tax revenue year over year.

Historically, the city has experienced growth in its earned income tax revenues, which increased by almost 20 percent from 2015 to 2019.

As a home rule municipality, the city could take a more balanced approach to taxes by using a mixture of increases on the three tax levies so that no one tax paying group is impacted disproportionately. For example, retired individuals might pay property tax but do not pay earned income tax. Wage earners pay the earned income tax and might also pay property tax. Commercial and business entities are more likely affected by property tax and real estate transfer tax increases since their property values and transactions tend to be on a larger scale and they are not subject to the earned income tax.

Home rule is a complex process that involves multiple votes by residents and the governing body, including the election of a home rule charter study commission. Information on home rule and the home rule process is available from the state Department of Community and Economic Development's [Home Rule in Pennsylvania](http://www.dced.pa.gov/library) manual. The manual is available for download at [www.dced.pa.gov/library](http://www.dced.pa.gov/library) under Local Government / Handbooks and Guides / Local Government Administration.

<b>Admin 17</b>	<b>Consider efforts to lobby for change to Act 511 tax restrictions</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>City Council/City Manager</b>
<b>Budget Impact</b>	<b>Improved tax flexibility</b>

In addition to home rule, the city should consider discussions with its legislative delegation to authorize increased rates of taxes for the earned income and local services taxes for third class cities in order to gain the tax flexibility described above under home rule. It is recognized that special legislation will be required to enact this change.

The city could also focus its efforts with the bicameral, bipartisan Local Government Commission. As the name suggests, the commission is concerned with local government issues and advances legislation in that regard. The commission has already held discussions and drawn up preliminary legislation to make the home rule process easier for municipalities.

The natural constituency to join with Meadville on these efforts are other third-class cities, but many high-density boroughs and first-class townships are feeling similar pressures. As a result, the Pennsylvania Municipal League is a likely partner. PML helped to spearhead an effort to reform Act 111 collective bargaining and municipal pensions several years ago that failed to gain traction but demonstrates PML's willingness to take on these issues.

<b>Admin 18</b>	<b>Approach Crawford County about conducting a property reassessment.</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>City Council</b>
<b>Budget Impact</b>	<b>Tax base stabilization</b>

In the Commonwealth, counties are generally responsible for conducting property reassessments that determine how much revenue a municipality receives for each mill of taxes. However, there is no state requirement concerning frequency of a reassessment, essentially leaving the decision of when to reassess up to the counties themselves. Counties are generally disinclined to reassess on their own because of cost and political considerations.

Crawford County's last full reassessment was in 1969. During the review period, the city's market value grew by one-third, but this growth was not reflected in county assessment values, which fell slightly during that period. In 2001, the assessed value was approximately 60 percent of market value. By 2019, the assessed value was only 43 percent of market value. Out-of-date assessments add to the pressure on the city's real estate base and limit available revenue capacity for the city.

There are numerous other consequences to outdated property assessments. First, outdated assessments often result in higher millage rates that can scare off businesses, particularly when adjacent counties have recent assessments that allow them to maintain lower millage rates. The relative values of both rates may be the same, but the perception of a higher millage is a drawback.

Outdated property assessments also invite appeals, particularly by large, highly valued businesses. The reduction of property assessment value can mean an increase in inequity among property owners, loss of revenue to the city, refunds of prior year taxes, and destabilization of the tax base.

Finally, older assessments are a disincentive for new construction and renovations, which often bear a higher assessment that is more reflective of market value.

Considering the age of the assessment and the gap between market and assessed value, it is recommended that the city discuss the possibility of a property reassessment with the county.

### ***Economic Development***

<b>ED 01</b>	<b>Develop a data-driven blight reduction strategy</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Assistant City Manager/Community Development Director</b>
<b>Budget Impact</b>	<b>Potential STMP grant match</b>

Specialized software could help the city to begin developing a more data-driven strategy to identify which properties to target for enforcement or with assistance (e.g., grants or loans) before significant problems develop, as well as which neighborhoods or sections of the city should be focus areas for improvement.

More detailed data also can help the city to more systematically identify issues and determine reasonable criteria for various levels of enforcement or intervention. To manage this data, the city should explore GIS-compatible software systems that allow other departments to integrate additional records on each parcel, including tax records, zoning, results of inspections by Fire Department staff, stormwater management records, etc. Existing data could be entered into the system and analyzed more efficiently.

<b>ED 02</b>	<b>Expand collaboration with Allegheny College.</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Community Development Director</b>
<b>Budget Impact</b>	<b>Potential PILOT/In-kind services</b>

The city and its partners should continue recent discussions with Allegheny College concerning the potential for the college (with other partners) to make a strategic investment in a site downtown, enhance the corridor connecting the downtown and the college campus, and collaborate on a promotional effort to help attract additional faculty, staff and students to the business district.

This could take many forms – one option discussed during our interviews was a downtown performing arts space – but this should be decided in a collaborative manner as part of a broader Downtown Revitalization Initiative. The college may wish to explore opportunities with existing nonprofits in the downtown.

<b>ED 03</b>	<b>Leverage partnerships with regional organizations</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Community Development Director</b>
<b>Budget Impact</b>	<b>N/A</b>

The Downtown Revitalization Initiative and downtown redevelopment corporation recommended above should serve as proof-of-concept for wider cooperation among the city and its partners in the region, including many of the organizations referenced in this chapter.

While there will never be consensus on every issue, Meadville has several willing partners that increasingly recognize the importance of the city's success to the larger region and have a stake in its future. If approached by all parties in good faith, a cooperative project like a Downtown Revitalization Initiative should build relationships that yield further opportunities to collaborate on economic efforts to benefit the city.

<b>ED 04</b>	<b>Consider appropriate, targeted expansion of user fees</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>Potential revenue</b>

The city was the third municipality in Pennsylvania to institute a stormwater management program and associated fee in 2012. This fee, which applies to for-profit and nonprofit property owners alike, supplies a reliable source of revenue to the city to invest in stormwater infrastructure. The city should continue to explore opportunities to fund appropriate services with user fees rather than from the tax base. This is a delicate subject and requires the city to avoid creating the impression of over-burdening property owners with new fees, which must directly relate to the cost of the service provided.

<b>ED 05</b>	<b>Streamline permitting process</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>Assistant City Manager</b>
<b>Budget Impact</b>	<b>Tax base stabilization/growth</b>

In conjunction with its ongoing zoning update, the city should explore opportunities to streamline its permitting and development approval processes, as appropriate. Whether accurate or not, there is

a perception that the approval process can be onerous. Revisiting the process alone may send a signal that the city is interested in attracting investment.

<b>ED 06</b>	<b>Explore creation of a downtown development corporation</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>Community Development Director</b>
<b>Budget Impact</b>	<b>Tax base stabilization/growth</b>

Downtown revitalization efforts likely require full-time focus to gain traction. Because of its limited budget, as well as additional fiscal pressures caused by the COVID-19 pandemic, it is unlikely the city could staff an additional development position soon. Also, its community development director has several priorities to balance in addition to downtown. It does not appear that other local organizations have the resources or staff capacity to take on this responsibility.

The consulting team recommends the city form a downtown development corporation with its partners, including Allegheny College, other major employers, the Meadville Redevelopment Authority, the Economic Progress Alliance of Crawford County, the Meadville Independent Business Alliance and the Meadville-Western Crawford County Chamber of Commerce. Many of these players expressed interest in serving such an organization during our interviews.

<b>ED 07</b>	<b>Promote the downtown through tours for college students.</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>Community Development Director</b>
<b>Budget Impact</b>	<b>Tax base stabilization/growth</b>

Student tours are a low-cost way to showcase the downtown to college students who might be reluctant to venture downtown on their own. The tours would take students to participating shops and restaurants, accompanied by coupons, giveaways and similar promotions. Depending on the distance, the students could be shuttled downtown. This tour would be especially idea for university resident advisors and could also be expanding to include parents of prospective students. Partners for this activity would be the business alliance and the university.

<b>ED 08</b>	<b>Plan a downtown revitalization initiative.</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>Community Development Director</b>
<b>Budget Impact</b>	<b>Potential expenditure/tax base stabilization</b>

One of Meadville's major assets is its historic character — and its traditional downtown area with many attractive destinations. There is an important opportunity to leverage this asset into an economic centerpiece that will serve to advance other interrelated city and county development goals.

A downtown revitalization initiative for Meadville is recommended. This initiative will help support the recent and ongoing city investments in downtown and offer expanded opportunity to strengthen the tax base, provide additional housing options, and support job retention creation — both downtown and indirectly -- by offering a vibrant downtown as an attractive amenity to area employers, institutions and residents.



<b>ED 09</b>	<b>Consider developing a Business Improvement District.</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>Community Development Director</b>
<b>Budget Impact</b>	<b>Tax base stabilization/growth</b>

A Business Improvement District (BID) is a defined commercial area where businesses pay a fee to fund various projects and services within the district in order to supplement municipal efforts. Activities include clean streets, security, capital improvements, streetscapes and pedestrian walkways, marketing, events and more designed to create a clean, safe and attractive retail environment that will draw customers and businesses. The legislation that governs the state's [BID procedures can be found here – via www.legis.state.pa.us](http://www.legis.state.pa.us). This effort would require city legislation and would require the support of the business community in order to be successful. The BID could be a project of the downtown development corporation.

<b>ED 10</b>	<b>Place an emphasis on downtown residential development.</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>Community Development Director</b>
<b>Budget Impact</b>	<b>Tax base growth</b>

Downtown living is a trend that has been embraced by other third-class cities. It is particularly attractive to young people without children and empty nesters. Downtown living promotes the creation of more businesses downtown to serve these residents after commuters have gone home.

The city should make sure that its current zoning code supports the renovation of downtown buildings into mixed use commercial residential spaces and encourage development of those spaces whenever possible through any existing economic development tools. This is another activity that could be undertaken by a downtown development corporation and aligns with the need to close housing gaps identified in the recent Crawford County housing study.

<b>ED 11</b>	<b>Explore a land bank</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>Community Development Director</b>
<b>Budget Impact</b>	<b>Potential revenue</b>

As the city already has acquired some properties and plans to obtain more, it should consider working with Crawford County or other municipalities to form a land bank. The Pennsylvania Land Bank Act allows counties, municipalities or consortia of at least 10,000 residents to form a land bank – a public agency governed by a board of directors and empowered to acquire, hold, improve, transfer or sell property.

<b>ED 12</b>	<b>Explore opportunities to address gaps in the housing market</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>Community Development Director/Assistant City Manager</b>
<b>Budget Impact</b>	<b>Tax base growth</b>

Crawford County's housing study notes there are under-served markets in the region, including studio, one- and two-bedroom units. A denser, more walkable city is best situated to meet these needs and often can be more attractive to young professionals or empty nesters.

The city should consider this need as part of its ongoing zoning update, including whether some areas of the city are appropriate for multi-family housing and / or accessory dwelling units. The city

should also explore with its partners and the county planning office if there are ways to reduce financial or regulatory barriers that would allow the conversion of existing buildings into apartments or multi-unit homes, as appropriate. These steps may help to bolster the city's residential tax base, which in turn can help to support a downtown business district.

### ***Public Works***

<b>PW 01</b>	<b>Pursue funds for asset management and work order software</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Assistant City Manager</b>
<b>Budget Impact</b>	<b>Potential STMP match</b>

Given the DPW's limited staff, the department needs to work as efficiently as possible. Work order software could substantially improve the DPW's ability to schedule and distribute tasks effectively. Asset management software also could help the city better prioritize its capital spending. The city will need to consider whether the work order function should be integrated into a larger system or standalone software for the DPW, depending on availability of funds and potential benefit to the overall organization.

<b>PW 02</b>	<b>Explore targeted opportunities for outsourcing</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager/DPW Director</b>
<b>Budget Impact</b>	<b>Potential expenditure to gain efficiencies</b>

Contracting out a targeted set of responsibilities may help ease the workload on DPW staff and allow the city to achieve minor efficiencies. The city already uses private vendors for certain services within the DPW's domain, including mowing at city parks and plowing/shoveling of city parking lots and certain sidewalks.

Fleet maintenance may offer additional opportunities – while the city should retain its own garage to ensure it can make timely repairs, it may be able to contract a private garage to handle certain types of time-consuming repairs or regular maintenance (e.g., oil changes, brakes) to lighten its mechanic's workload. The city also may wish to consider further outsourcing parks maintenance, such as having a private vendor handle bathroom cleanup and trash removal.

<b>PW 03</b>	<b>Enhance training and employee handbook.</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager/DPW Director</b>
<b>Budget Impact</b>	<b>Potential STMP Match</b>

Recent turnover in the DPW suggests that training for new employees may be particularly important. While training already takes place, the city should explore developing a training program for new DPW employees that ensures they receive a minimum level of instruction on basic skills, as well as cross-training so workers are positioned to fill in for one another as flexibly as possible in the case of an absence. It may be useful to develop a handbook for DPW employees that lays out job responsibilities, as well as standards and expectations for certain major tasks, and department procedures.

<b>PW 04</b>	<b>Develop a longer-term capital plan.</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>Improved financial management</b>

The city largely approaches capital purchase financing in three-year cycles. Even if its capacity for further borrowing is limited, the city should attempt to develop a longer-term capital plan to ensure that its limited funds are wisely invested in addressing its most immediate needs. An asset management system may help the city to better understand the age and condition of its buildings, fleet and other physical assets and identify priorities.

<b>PW 05</b>	<b>Prioritize DPW garage repairs or relocation.</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>Potential expenditure</b>

The overall condition of the DPW garage is a city concern. While the city has limited capacity for further capital borrowing, the city should consider prioritizing upgrades to the existing garage in its next round of major capital bonding.

<b>PW 06</b>	<b>Pursue funds for park upgrades</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>Assistant City Manager</b>
<b>Budget Impact</b>	<b>Potential revenue</b>

The city should pursue grant funds to make targeted park upgrades identified in its 2016 Comprehensive Recreation, Open Space and Greenways Plan. Replacing outdated playground equipment that is not compliant with the ADA may be one area to focus grant efforts. Options may include Community Conservation Partnerships Program grants from the state Department of Conservation and Natural Resources (DCNR); the federal Recreational Trails Program (administered in Pennsylvania by DCNR); the Pennsylvania Recreation and Park Society's Technical Assistance Program; or grants from private funders, such as AmericaWalks' Community Change program.

## ***Police***

<b>POL 01</b>	<b>Improved technology for department operations</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Assistant City Manager/Police Chief</b>
<b>Budget Impact</b>	<b>Potential expenditure/STMP grant match</b>

The operations of the department would benefit from the purchase of an electronic citation system. The department would need to purchase an interface for its records management system (\$1,200) and hardware for each of its vehicles (\$4,900 total). This upgrade would make officers more efficient and save costs related to purchasing the printed citations.

<b>POL 02</b>	<b>Consider eliminating city dispatch and holding cells; use Crawford County Jail and 911 Dispatch.</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>City Manager/Police Chief</b>
<b>Budget Impact</b>	<b>Expenditure reduction</b>

Although police department leadership outlines reasons for keeping both functions, there are significant liability and cost concerns that also must be weighed.

Dispatching services cost the department at least a quarter of a million annually in personnel expenditures. This does not include annual non-personnel expenses or capital costs that will be required to maintain the dispatch function.

Dispatchers are also conducting searches of female prisoners and monitoring holding cells, both of which are major liability issues should there be a death, serious injury or other issue. It is not clear whether dispatchers receive any specialized training for this work other than what they might get internally.

The holding cells in and of themselves are a serious liability issue, particularly when housing intoxicated individuals that might require medical attention as opposed to just “sleeping it off.” The Crawford County Jail is only six miles from the city, which is not a significant distance given liability concerns associated with the holding cells whether from a drug overdose or a suicide. The holding cells could still be used for securing a person short term while waiting for an arraignment, especially if a decision is made to retain dispatch staff during daytime hours as noted below.

The city can access these dispatching services for free from Crawford County. Not only can the service be obtained for free, Meadville property owners are paying for both county and municipal dispatch and jail operations through their county taxes. In addition, the county receives 911 phone line fee revenue from city phone lines to support county 911 functions.

Unless the department can demonstrate a positive cost benefit to retaining these functions, including considering liability concerns, the city should seriously consider initiating immediate discussions with the county to take over these services.

As part of this option, the city could choose to staff the dispatch desk for 40 hours per week, during normal business hours, to accept traffic ticket payments and assist with administrative tasks. This would reduce some of the cost savings but would reduce the burden for the sworn officers. This position could also serve to monitor the holding cells if they are used on a temporary basis during court proceedings.

<b>POL 03</b>	<b>Evaluate staffing needs.</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Police Chief</b>
<b>Budget Impact</b>	<b>Potential expenditure reduction</b>

The size of the staff is not governed by collective bargaining and could be considered for reduction if financial pressures required it. Reducing one or two officer positions could provide savings to the department, but the potential savings must be balanced against fewer officers on duty and a potential risk to residents and officers. The department does not have nearby police agencies that could consistently provide backup assistance, and in fact, Meadville often assists others.

<b>POL 04</b>	<b>Reconsider the assistant chief position</b>
<b>Target Date</b>	<b>Immediate</b>
<b>Responsible Party</b>	<b>Police Chief</b>
<b>Budget Impact</b>	<b>Potential expenditure reduction</b>

The position of assistant chief could also be evaluated for potential elimination or to have investigation or road patrol duties added to their portfolio. The department size suggests the need for a level of supervision between the chief and front-line supervisors; however, the position could be a “working supervisor,” especially if road patrol staffing is reduced.

The department has reorganized in the past, when two lieutenant positions were combined to create the assistant chief. If the department restructured through the elimination of the dispatch function and holding cells, there would be an opportunity to shift some supervisory responsibilities. For example, in other small departments, the evidence officer and training officer are at lower rank such as sergeant.

<b>POL 05</b>	<b>Consider contracting police services to neighboring municipalities or regionalizing police services</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>City Manager/Police Chief</b>
<b>Budget Impact</b>	<b>Potential revenue</b>

City residents pay a considerable amount for their city police, which is the largest and most costly city department. Going forward, police are projected to experience the largest expenditure growth of any department. Meanwhile, projections show increasing annual city deficits that reach over \$850,000 by 2024.

The city police have mutual aid agreements with neighboring municipalities and receive no payment for those services, which have been increasing in at least one of the two municipalities. Meadville residents should not shoulder the burden of giving free police services to neighboring municipalities.

The city should reexamine its relationship with Vernon Township and West Mead Township with an eye towards contracting services to these municipalities or forming a regional department to include the municipalities' current officers. The city should take advantage of technical assistance from the state Department of Community and Economic Development and/or seek a STMP Phase II grant to pursue this initiative as needed.

## ***Fire***

<b>Fire 01</b>	<b>Supplement full-time staff with additional part-time firefighters.</b>
<b>Target Date</b>	<b>In conjunction with collective bargaining</b>
<b>Responsible Party</b>	<b>City Manager/Fire Chief</b>
<b>Budget Impact</b>	<b>Expenditure reduction</b>

The city currently is prevented from making full use of part-time firefighters because of a prohibition in the collective bargaining agreement against using part-time firefighters as drivers. The city should consider the strategies outlined in Chapter 9 on labor and collective bargaining for additional information.

<b>Fire 02</b>	<b>Consider expanding third-party billing for fire and crash fees.</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager/Fire Chief</b>
<b>Budget Impact</b>	<b>Potential revenue</b>

The department generates about \$5,000 per year currently from billing for services related to responding to crashes and some fires. There is an opportunity to seek additional funds from these events with increases to the fee structure and a focus among the staff to gather the appropriate information needed for billing. There are about two calls a week that could be billed based on a review of calls for service data.

<b>Fire 03</b>	<b>Explore revenue sharing with Meadville Area Ambulance Service (MAAS).</b>
<b>Target Date</b>	<b>Short Term</b>
<b>Responsible Party</b>	<b>City Manager</b>
<b>Budget Impact</b>	<b>Potential revenue</b>

The department responds to several EMS calls daily as a quick response service (QRS) for the local EMS transport services and to provide essential care to its residents. In some communities, the transport EMS service shares some of their revenue with the QRS agency to help defray their costs and to compensate for their time on tasks. The city should explore such an arrangement with MAAS.

<b>Fire 04</b>	<b>Consider recruiting volunteers</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>City Manager/Fire Chief</b>
<b>Budget Impact</b>	<b>N/A</b>

Many smaller third-class cities supplement their full-time firefighters with volunteers. The city could consider attracting volunteers with the support of its full-time firefighters as the volunteers would improve staffing and hence safety.

One option might be to tap into the nearby college student population. For example, some municipalities offer free room and board to college students in return for fire support services. Colleges in some communities have provided scholarships for students who serve as volunteer firefighters.

<b>Fire 05</b>	<b>Consider regionalization efforts</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>City Manager/Fire Chief</b>
<b>Budget Impact</b>	<b>Expenditure control</b>

The city is also encouraged to consider regionalization efforts with nearby municipalities that also might be struggling to provide fire services. The issue concerning a lack of volunteer firefighters and the high cost of paid firefighters is one that confronts the whole state and likely will require a full state solution.

In the meantime, the city should make use of technical assistance from the state Department of Community and Economic Development and/or obtain a STMP Phase II funding for a consultant to assist with this effort.

<b>Fire 04</b>	<b>Replace equipment as needed.</b>
<b>Target Date</b>	<b>Long Term</b>
<b>Responsible Party</b>	<b>Fire Chief, City Manager</b>
<b>Budget Impact</b>	<b>Potential expenditure</b>

The age of the ladder truck is of concern because of the increased maintenance cost related to aging aerial devices. While the city has several competing capital costs, the need to purchase a more modern ladder truck should be prioritized when long term capital financing is considered.

The cost of a new fully outfitted aerial device is about \$1 million, and a new fire engine is about \$500,000. Based on the age of the existing fleet, the city needs both in the next five years. Financing is an option for these apparatuses.

Alternatively, setting aside \$150,000 a year into a vehicle reserve would allow the city to accumulate the funds in three years for a new engine and in seven years for a new ladder. The amount set aside should be adjusted periodically for inflation to match the costs of the fire apparatus. Another approach is a mix of a capital fund for a down payment and bonding the remainder.

To reduce costs of the purchase, the city should consider using group purchasing such as the Houston-Galveston Area Council Buying Cooperative ([HGACbuy.org](http://HGACbuy.org)) to obtain the lowest appropriate price.

## Appendix Benchmarks

### Meadville Comparable Requests

#### Demographics and Housing

Demographic and housing information presented are from the 2015-2019 American Community Services.

Source: <https://www.census.gov/quickfacts/fact/table/>

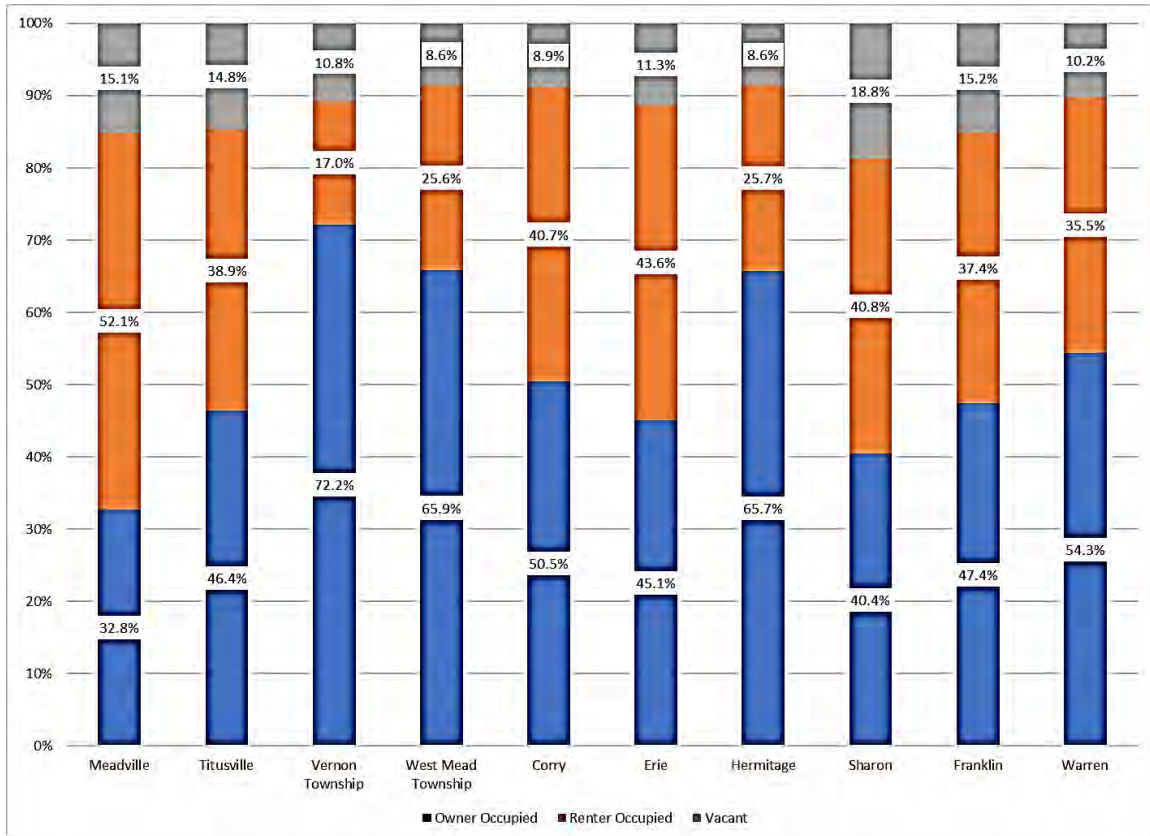
#### Demographic Data

Municipality	County	Population	Median Owner Occupied Housing Value	Median Household Income	% Persons In Poverty
<b>Meadville</b>	Crawford	12,655	\$110,100	\$23,670	19.4%
<b>Titusville</b>	Crawford	5,158	\$72,100	\$20,893	24.2%
<b>Vernon Township</b>	Crawford	5,368	\$107,600	\$29,599	7.9%
<b>West Mead Township</b>	Crawford	5,018	\$119,000	\$33,132	12.5%
<b>Corry</b>	Erie	6,208	\$89,000	\$23,070	24.7%
<b>Erie</b>	Erie	95,508	\$89,100	\$21,599	26.2%
<b>Hermitage</b>	Mercer	15,471	\$149,000	\$34,809	10.1%
<b>Sharon</b>	Mercer	12,933	\$65,400	\$21,408	27.3%
<b>Franklin</b>	Venango	6,013	\$85,800	\$27,681	19.6%
<b>Warren</b>	Warren	9,049	\$81,300	\$27,776	12.6%

#### Housing Data

Municipality	County	Total Housing Units	Owner Occupied	% Owner Occupied	Renter Occupied	% Renter Occupied	Vacant	% Vacant
<b>Meadville</b>	Crawford	6,412	2,100	32.8	3,342	52.1	970	15.1
<b>Titusville</b>	Crawford	2,717	1,260	46.4	1,056	38.9	401	14.8
<b>Vernon Township</b>	Crawford	2,754	1,988	72.2	469	17.0	297	10.8
<b>West Mead Township</b>	Crawford	2,277	1,500	65.9	582	25.6	195	8.6
<b>Corry</b>	Erie	3,082	1,555	50.5	1,253	40.7	274	8.9
<b>Erie</b>	Erie	44,994	20,292	45.1	19,605	43.6	5,097	11.3
<b>Hermitage</b>	Mercer	7,896	5,187	65.7	2,032	25.7	677	8.6
<b>Sharon</b>	Mercer	7,379	2,983	40.4	3,010	40.8	1,386	18.8
<b>Franklin</b>	Venango	3,306	1,568	47.4	1,237	37.4	501	15.2
<b>Warren</b>	Warren	4,868	2,645	54.3	1,727	35.5	496	10.2



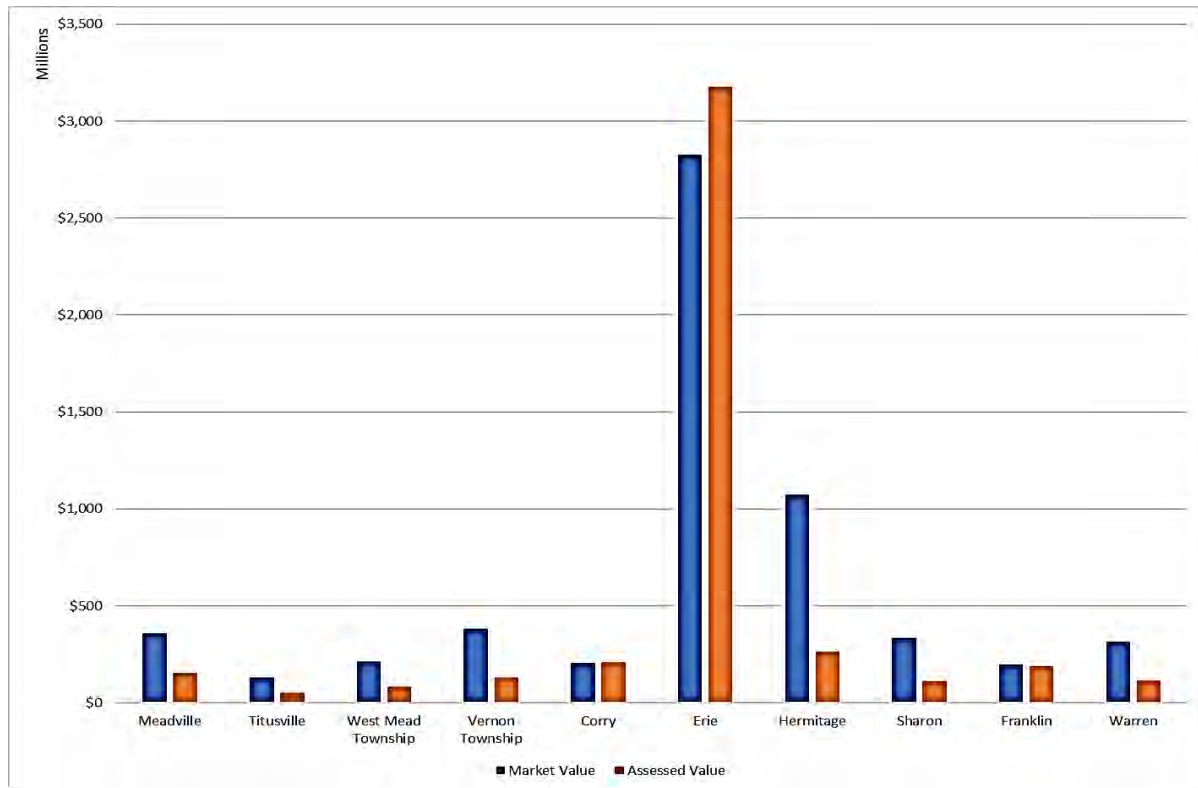


The Census Bureau classifies all people **not** living in housing units (house, apartment, mobile home, rented rooms) as living in group quarters. There are two types of group quarters: Institutional (correctional facilities, nursing homes or mental hospitals) and Non-Institutional (college dormitories, military barracks, group homes, missions or shelters). Dormitories do not impact these numbers.

### 2019 Market vs. Assessed Values

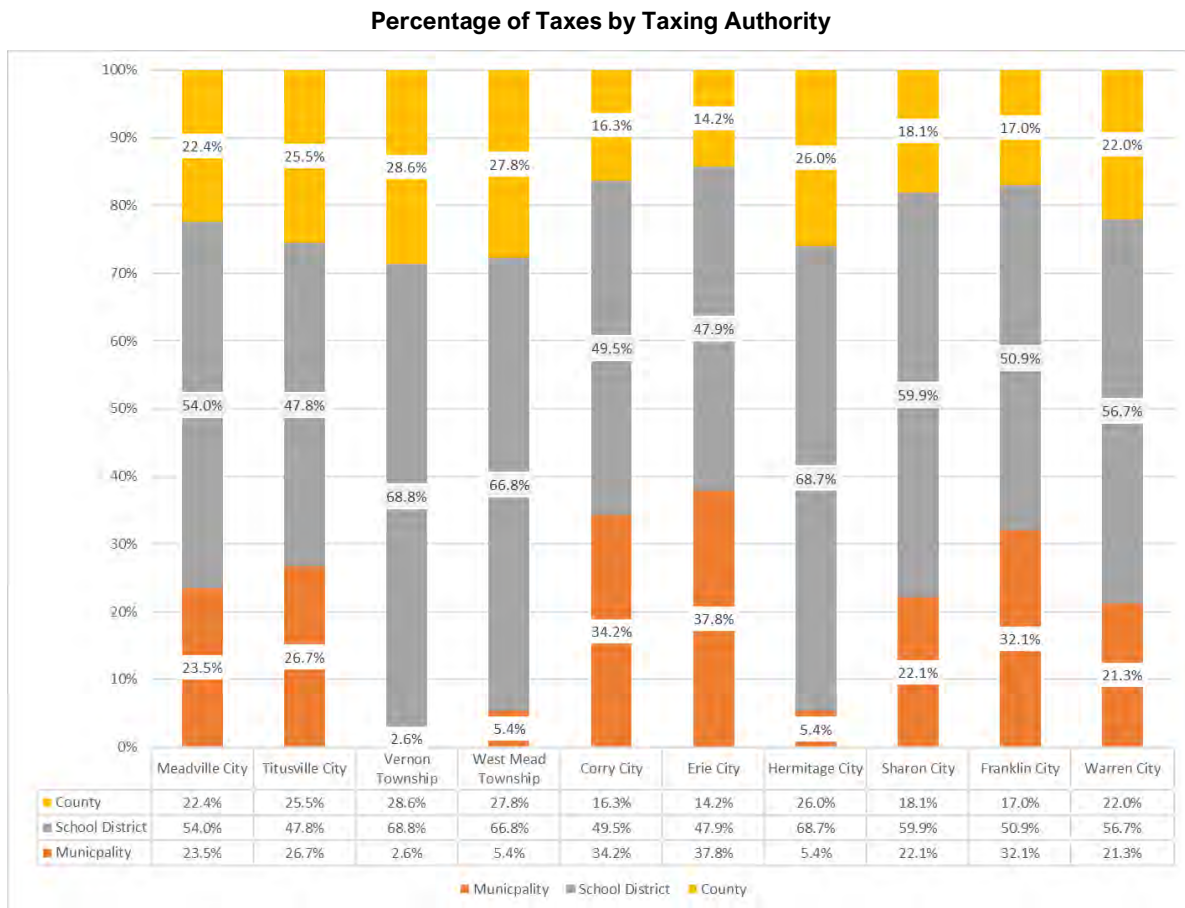
Municipality	County	Assessed Value	Market Value	Ratio AV/MV
Meadville	Crawford	\$155,529,321	\$358,377,166	43.4%
Titusville	Crawford	\$53,592,654	\$129,881,055	41.3%
West Mead Township	Crawford	\$82,747,685	\$214,829,784	38.5%
Vernon Township	Crawford	\$131,596,069	\$383,452,356	34.3%
Corry	Erie	\$210,671,327	\$206,507,597	102.0%
Erie	Erie	\$3,179,239,723	\$2,828,432,393	112.4%
Hermitage	Mercer	\$265,429,161	\$1,075,650,571	24.7%
Sharon	Mercer	\$110,589,250	\$335,680,175	32.9%
Franklin	Venango	\$188,054,670	\$197,270,402	95.3%
Warren	Warren	\$113,130,680	\$316,767,764	35.7%

Source: <https://dced.pa.gov/download/ted-market-value-2019/>



## 2021 Allocation of Taxes by Taxing Authority

While actual millage cannot be compared among municipalities of different counties the allocation percentage of the total millage can be compared. For example, the proportion of an individual's property taxes that are paid to each of the taxing authorities (municipality, school district or county) for operations can be compared by using the total millage regardless of county. About 50 percent of the real estate taxes are paid to the school district in most municipalities.



Source: <http://munstats.pa.gov/Reports/ReportInformation2.aspx?report=taxes> Dyn Excel; County websites.

## Revenues

The following revenue comparisons are compiled from 2018 DCED reported data. Funds other than the General Fund are included. These may include Debt Service, Liquid Fuels, Capital, Sanitation, Parking or Other Funds depending on the municipality. Total revenues exclude: water, sewer, electric revenues and Other Financing Sources including loan proceeds and transfers. Population data is municipality reported data to DCED for 2018 and may not reflect updated estimates reported above.

Meadville's total revenues are calculated from the city's annual financial report to DCED for 2018 and include:

Type of Fund	Fund	Total Revenues	Other Financing	Net Revenues
Governmental Funds	General Fund	\$9,815,011	\$2,294,239	\$7,520,772
	Special Revenue (Including State Liquid Fuels)	2,517,960	100,000	2,417,960
	Capital Projects	3,461,264	3,247,840	213,424
	Debt Service	5,332,370	1,434,595	3,897,775
Proprietary Funds	Enterprise	395,195		395,195
	Internal Service			0
Fiduciary Fund	Trust and Agency	2,461,562		2,461,562
<b>Total</b>	<b>Memorandum Only</b>	<b>\$23,983,362</b>	<b>\$7,076,674</b>	<b>\$16,906,688</b>
	Less:			
	Trust and Agency			-2,461,562
	Electric System Revenues			-3,990
	<b>Net Revenue in Tables Below</b>			<b>\$14,441,136</b>

**Total Revenue**

<b>Municipality</b>	<b>County</b>	<b>Population</b>	<b>Total Revenue</b>	<b>Revenue per Capita</b>
<b>Meadville City</b>	Crawford	13,388	\$14,441,136	\$1,078.66
<b>Erie City</b>	Erie	101,786	\$104,623,400	\$1,027.88
<b>Warren City</b>	Warren	9,710	\$9,841,460	\$1,013.54
<b>Franklin City</b>	Venango	6,545	\$6,523,476	\$996.71
<b>Hermitage City</b>	Mercer	16,220	\$15,461,115	\$953.21
<b>Sharon City</b>	Mercer	14,038	\$13,300,585	\$947.47
<b>Corry City</b>	Erie	6,605	\$5,583,625	\$845.36
<b>Titusville City</b>	Crawford	5,601	\$4,418,371	\$788.85
<b>Vernon Township</b>	Crawford	5,630	\$1,887,511	\$335.26
<b>West Mead Township</b>	Crawford	5,249	\$1,518,159	\$289.23

**Total Taxes**

<b>Municipality</b>	<b>County</b>	<b>Total Taxes</b>	<b>Taxes per Capita</b>	<b>% of Revenue</b>
<b>Warren City</b>	Warren	\$6,485,818	\$667.95	65.9%
<b>Hermitage City</b>	Mercer	\$10,033,982	\$618.62	64.9%
<b>Franklin City</b>	Venango	\$3,479,987	\$531.70	53.3%
<b>Sharon City</b>	Mercer	\$7,263,754	\$517.44	54.6%
<b>Erie City</b>	Erie	\$52,066,861	\$511.53	49.8%
<b>Titusville City</b>	Crawford	\$2,578,917	\$460.44	58.4%
<b>Corry City</b>	Erie	\$2,997,015	\$453.75	53.7%
<b>Meadville City</b>	Crawford	\$5,255,688	\$392.57	36.4%
<b>Vernon Township</b>	Crawford	\$1,319,118	\$234.30	69.9%
<b>West Mead Township</b>	Crawford	\$1,018,570	\$194.05	67.1%

## Real Estate Taxes

Municipality	County	2020 Total Mills	Assessed Value	Real Estate Taxes	RE Taxes per Capita	% of Revenue
Titusville City	Crawford	20.88	\$156,466,833	\$2,058,679	\$367.56	46.6%
Erie City	Erie	13.12	\$3,159,433,833	\$35,646,124	\$350.21	34.1%
Corry City	Erie	10.35	\$112,699,588	\$2,149,652	\$325.46	38.5%
Franklin City	Venango	11.30	\$188,243,110	\$2,108,113	\$322.10	32.3%
<b>Meadville City</b>	<b>Crawford</b>	<b>21.92</b>	<b>\$265,644,150</b>	<b>\$3,436,005</b>	<b>\$256.65</b>	<b>23.8%</b>
Warren City	Warren	19.80	\$111,058,350	\$2,230,793	\$229.74	22.7%
Sharon City	Mercer	29.51	\$213,460,987	\$3,124,286	\$222.56	23.5%
Hermitage City	Mercer	5.00	\$53,409,440	\$1,264,343	\$77.95	8.2%
West Mead Township	Crawford	4.25	\$130,686,789	\$342,181	\$65.19	22.5%
Vernon Township	Crawford	2.00	\$82,483,121	\$256,554	\$45.57	13.6%

## Earned Income Taxes

Municipality	County	Total Resident EIT Rate	Earned Income Taxes	EIT Tax per Capita	% of Revenue
Hermitage City	Mercer	1.75%	\$7,137,065	\$440.02	46.2%
Warren City	Warren	2.20%	\$3,851,859	\$396.69	39.1%
Sharon City	Mercer	1.75%	\$3,398,929	\$242.12	25.6%
Franklin City	Venango	1.25%	\$1,130,557	\$172.74	17.3%
Erie City	Erie	1.15%	\$13,001,606	\$127.73	12.4%
Vernon Township	Crawford	0.50%	\$660,483	\$117.31	35.0%
West Mead Township	Crawford	0.50%	\$586,171	\$111.67	38.6%
<b>Meadville City</b>	<b>Crawford</b>	<b>0.50%</b>	<b>\$1,203,726</b>	<b>\$89.91</b>	<b>8.3%</b>
Corry City	Erie	0.50%	\$493,531	\$74.72	8.8%
Titusville City	Crawford	0.50%	\$355,608	\$63.49	8.0%

## Services

### Police

Police information from DCED website, FBI Crime Data from 2018 reported Data, Municipality Websites.

<http://munstats.pa.gov/Reports/ReportInformation2.aspx?report=MuniPolice> Excel accessed 01.20.20

<https://ucr.fbi.gov/crime-in-the-u.s/2018/crime-in-the-u.s.-2018/tables/table-8/table-8-state-cuts/pennsylvania.xls>

Municipality	County	Own Police Force	FT	PT	2020 Budget	Population	Budget Per Capita	Officers per Capita
Hermitage City	Mercer	Y	31	0	\$3,131,670	17,492	\$179.03	0.002
Erie City	Erie	Y	171	0	\$17,894,450	101,786	\$175.80	0.002
Sharon City	Mercer	Y	30	0	\$2,225,841	14,038	\$158.56	0.002
Warren City	Warren	Y	16	0	\$1,455,320	9,710	\$149.88	0.002
Titusville City	Crawford	Y	10	0	\$789,050	5,601	\$140.88	0.002
Meadville City	Crawford	Y	22	0	\$1,714,959	13,388	\$128.10	0.002
Corry City	Erie	Y	9	0	\$798,060	6,605	\$120.83	0.001
Vernon Township	Crawford	Y	4	0	\$273,919	5,630	\$48.65	0.001
West Mead Township	Crawford	Y	2	3	\$175,000	5,249	\$33.34	0.000
Franklin City	Venango	Y	15	0	n/a	6,545	n/a	0.002

Hermitage City contracts to Clark Borough and Wheatland Borough. The populations for those are included with Hermitage for per capital purposes.

### Violent Crimes

Municipality	County	Murder and nonnegligent manslaughter	Rape	Robbery	Aggravated assault	Violent crime
Erie City	Erie	11	39	91	158	299
Sharon City	Mercer	3	14	14	34	65
Warren City	Warren	0	4	2	52	58
Corry City	Erie	0	4	2	36	42
Meadville City	Crawford	1	3	9	8	21
Hermitage City	Mercer	1	1	2	15	19
Franklin City	Venango	0	4	0	8	12
West Mead Township	Crawford	0	0	0	9	9
Titusville City	Crawford	0	2	1	4	7
Vernon Township	Crawford	0	0	0	2	2

## Property Crimes

Municipality	County	Burglary	Larceny-theft	Motor vehicle theft	Arson	Property crime
Erie City	Erie	420	1,355	105	55	1,880
Hermitage City	Mercer	40	443	14	1	497
Sharon City	Mercer	117	279	18	7	414
Warren City	Warren	20	168	2	3	190
Corry City	Erie	14	136	7	3	157
Meadville City	Crawford	21	127	9	2	157
Titusville City	Crawford	6	94	7	0	107
Franklin City	Venango	11	83	6	1	100
Vernon Township	Crawford	1	63	0	0	64
West Mead Township	Crawford	5	32	1	0	38



## Fire

Fire information from DCED website, 2018 reported Data, Municipality Websites.

<http://munstats.pa.gov/Reports/ReportInformation2.aspx?report=MuniFire%20%20accessed%2001.20.21>

Municipality	County	Fire Service	# of Fire Co.	Paid Fire Marshall / Chief	Fire Chief Type	ACT 93
Warren City	Warren	Fully Paid	1	YES	FT	YES
Erie City	Erie	Fully Paid	6	YES	FT	YES
Titusville City	Crawford	Fully Paid	1	YES	FT	YES
<b>Meadville City</b>	<b>Crawford</b>	<b>Fully Paid</b>	<b>1</b>	<b>YES</b>	<b>FT</b>	<b>YES</b>
Sharon City	Mercer	Fully Paid	1	YES	FT	YES
Corry City	Erie	Combination	1	YES	FT	NO
Vernon Township	Crawford	All Volunteer	2	NO		YES
West Mead Township	Crawford	All Volunteer	2	NO		YES
Hermitage City	Mercer	Combination	1	YES	FT	YES
Franklin City	Venango	Fully Paid	1	YES	FT	YES

## Fire Spending per Capita

Municipality	County	Population	2020 Budget	Fire Spend Per Capita
Warren City	Warren	9,710	\$1,787,187	\$184.06
Erie City	Erie	101,786	\$14,089,708	\$138.42
Titusville City	Crawford	5,601	\$471,650	\$84.21
<b>Meadville City</b>	<b>Crawford</b>	<b>13,388</b>	<b>\$1,033,787</b>	<b>\$77.22</b>
Sharon City	Mercer	14,038	\$1,037,607	\$73.91
Corry City	Erie	6,605	\$466,560	\$70.64
Vernon Township	Crawford	5,630	\$118,000	\$20.96
West Mead Township	Crawford	5,249	\$108,000	\$20.58
Franklin City	Venango	6,545	na	na
Hermitage City	Mercer	16,220	na	na

## Public Works Streets Departments

### 2020 Liquid Fuels Allocation

Source: <https://www.penndot.gov/Doing-Business/LocalGovernment/LiquidFuels/MunicipalLiquidFuelsProgram/Documents/2020-MLF-Allocation-Report.pdf>

Municipality	County	Square Miles	Population	Gross Allocation	Bridge Inspection Cost	Net Allocation	20% Allocation
Meadville	Crawford	51.36	13,388	\$428,285	\$0	\$428,285	\$85,657
Titusville	Crawford	28.91	5,601	\$203,949	\$0	\$203,949	\$40,790
Vernon Township	Crawford	46.16	5,630	\$262,071	\$0	\$262,071	\$52,414
West Mead Township	Crawford	41.47	5,249	\$239,109	\$0	\$239,109	\$47,822
Corry	Erie	34.31	6,605	\$241,234	\$319	\$240,915	\$48,183
Erie	Erie	297.19	101,786	\$2,944,840	\$648	\$2,944,191	\$588,838
Hermitage	Mercer	90.55	16,220	\$613,407	\$0	\$613,407	\$122,682
Sharon	Mercer	55.18	14,038	\$453,505	\$0	\$453,505	\$90,701
Franklin	Venango	29.39	6,545	\$137,722	\$319	\$137,402	\$27,480
Warren	Warren	34.94	9,710	\$302,916	\$0	\$302,916	\$60,583

Annually, a municipality may use 20% of their Net Allocation for the purchase of major equipment.

### 2018 Reported DCED Reported PW Streets & Highways

Municipality	County	2018 Expenditures
Meadville	Crawford	\$2,103,126
Titusville	Crawford	\$135,587
Vernon Township	Crawford	\$53,591
West Mead Township	Crawford	\$71,529
Corry	Erie	\$263,744
Erie	Erie	\$5,474,004
Hermitage	Mercer	\$2,347,725
Sharon	Mercer	\$569,056
Franklin	Venango	\$179,477
Warren	Warren	\$445,295

## Crawford County Benchmarks

PEL used 2018 data reported to the state to compare Meadville to municipalities in Crawford County and to cities state-wide with populations between 10,000 and 15,000. Financial data was reported on the municipalities' Annual Financial Report to the state and downloaded from the Department of Economic and Community Development's website. (<https://dced.pa.gov/>) Other data collected from this site include Market Value data and tax rate data.

### Select Revenues

	City of Meadville	City of Titusville	County Excluding Meadville	Boroughs	Second Class Townships
Municipalities	1	1	49	13	35
Population	13,388	5,601	74,900	9,300	59,999
Total Revenue	\$14,445,126	\$4,418,371	\$28,412,641	\$4,909,922	\$19,084,348
Revenue per Capita	\$1,078.96	\$788.85	\$379.34	\$527.95	\$318.08
Total Taxes	\$5,255,688	\$2,578,917	\$15,256,956	\$2,069,226	\$10,608,813
Taxes per Capita	\$392.57	\$460.44	\$203.70	\$222.50	\$176.82
% of Revenue	36.4%	58.4%	53.7%	42.1%	55.6%
Real Estate Taxes	\$3,436,005	\$2,058,679	\$6,974,401	\$955,548	\$3,960,174
RE Taxes per Capita	\$256.65	\$367.56	\$93.12	\$102.75	\$66.00
% of Revenue	23.8%	46.6%	24.5%	19.5%	20.8%
Earned Income Taxes	\$1,203,726	\$355,608	\$6,592,596	\$884,404	\$5,352,584
EIT Tax per Capita	\$89.91	\$63.49	\$88.02	\$95.10	\$89.21
% of Revenue	8.3%	8.0%	23.2%	18.0%	28.0%
LST	\$464,325	\$124,115	\$756,430	\$128,305	\$504,010
LST per Capita	\$34.68	\$22.16	\$10.10	\$13.80	\$8.40
% of Revenue	3.2%	2.8%	2.7%	2.6%	\$0.00
OPT/Per Capita	\$54,141	\$0	\$186,816	\$34,505	\$152,311
OPT per Capita	\$4.04	\$-	\$2.49	\$3.71	\$2.54
% of Revenue	0.4%	0.0%	0.7%	0.7%	0.8%
Inter-governmental Revenue	\$4,081,167	\$861,916	\$10,115,475	\$2,025,086	\$7,228,473
IG per Capita	\$304.84	\$153.89	\$135.05	\$217.75	\$120.48
% of Revenue	28.3%	19.5%	35.6%	41.2%	37.9%
Charges for Services	\$3,620,096	\$642,193	\$1,795,283	\$533,193	\$619,897
Charges per Capita	\$270.40	\$114.66	\$23.97	\$57.33	\$10.33
% of Revenue	25.1%	14.5%	6.3%	10.9%	3.2%
License & Permits/Cable Franchise	\$301,413	\$102,956	\$311,697	\$58,326	\$150,415
L&P Cable per Capita	\$22.51	\$18.38	\$4.16	\$6.27	\$2.51
% of Revenue	2.1%	2.3%	1.1%	1.2%	0.8%
Other Revenue	\$1,186,762	\$232,389	\$933,230	\$224,091	\$476,750
Other per Capita	\$88.64	\$41.49	\$12.46	\$24.10	\$7.95
% of Revenue	8.2%	5.3%	3.3%	4.6%	2.5%

Total Revenues were adjusted to remove water and sewer revenues as well as other financing sources to more reflect the general operations of the municipalities.

## Millage and Assessed Value

The Crawford County assessment data dates back to 1969. It was adjusted in 1985 to reflect 75 percent of replacement costs at that time. (Titusville uses 100 percent.)

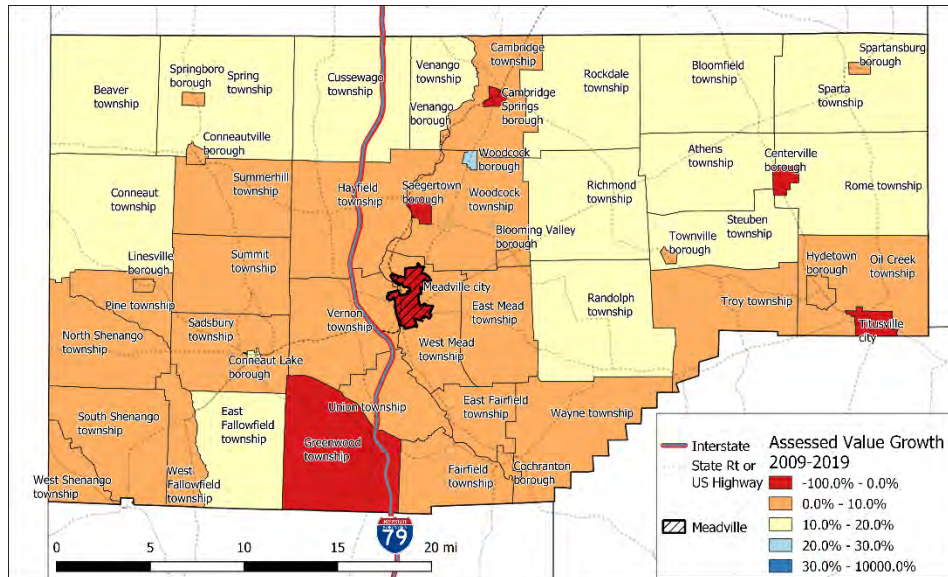
Meadville has the second highest millage rate in Crawford County at 21.92 mills. Titusville is the highest with a blended tax rate of 30.58 mills.

Municipality	Real Estate - General Purpose (mills)	Real Estate - Other (mills)	Total	Assessed Value	Millage Rank
ATHENS TWP	3.1	0	3.1	\$9,089,072	39
BEAVER TWP	4	0	4	\$10,542,238	30
BLOOMFIELD TWP	8.1	0.2	8.3	\$28,633,689	10
BLOOMING VALLEY BORO	1.8	0	1.8	\$4,382,242	46
CAMBRIDGE SPRINGS BORO	15.5	0	15.5	\$15,645,065	3
CAMBRIDGE TWP	8.5	0	8.5	\$20,797,219	9
CENTERVILLE BORO	3.5	0	3.5	\$1,960,715	34
COCHRANTON BORO	14.25	0	14.25	\$13,866,353	6
CONNEAUT LAKE BORO	15	0	15	\$9,711,333	5
CONNEAUT TWP	3	0	3	\$20,844,137	40
CONNEAUTVILLE BORO	10	0	10	\$7,188,132	7
CUSSEWAGO TWP	3	0	3	\$22,317,313	41
EAST FAIRFIELD TWP	0	0	0	\$13,847,749	51
EAST FALLOWFIELD TWP	7	0	7	\$17,244,300	13
EAST MEAD TWP	5	0	5	\$18,422,572	21
FAIRFIELD TWP	1.77	0.5	2.27	\$14,301,693	44
GREENWOOD TWP	2.24	1	3.24	\$22,460,726	37
HAYFIELD TWP	3	0	3	\$39,990,075	42
HYDETOWN BORO	5.5	0	5.5	\$5,682,458	19
LINESVILLE BORO	15.2	0	15.2	\$10,459,550	4
<b>MEADVILLE CITY</b>	<b>7.72</b>	<b>14.2</b>	<b>21.92</b>	<b>\$156,466,833</b>	<b>2</b>
NORTH SHENANGO TWP	7	0	7	\$32,106,217	14
OIL CREEK TWP	4.5	0	4.5	\$29,990,290	23
PINE TWP	3.25	0	3.25	\$9,382,788	36
RANDOLPH TWP	2.9	0	2.9	\$18,567,069	43
RICHMOND TWP	3	1	4	\$18,563,300	31
ROCKDALE TWP	1	0	1	\$14,307,329	49
ROME TWP	3.13	0	3.13	\$17,810,771	38
SADSBURY TWP	4.5	0	4.5	\$78,606,157	24
SAEGERTOWN BORO	4	0	4	\$12,817,548	32
SOUTH SHENANGO TWP	4.5	0	4.5	\$40,634,655	25
SPARTA TWP	4.5	0	4.5	\$17,366,794	26
SPARTANSBURG BORO	3.9	0	3.9	\$4,224,144	33
SPRING TWP	8.7	0.3	9	\$18,724,423	8
SPRINGBORO BORO	7	0	7	\$2,497,432	15
STEUBEN TWP	4.5	0	4.5	\$9,614,742	27
SUMMERHILL TWP	8	0	8	\$14,202,527	11

<b>Municipality</b>	<b>Real Estate - General Purpose (mills)</b>	<b>Real Estate - Other (mills)</b>	<b>Total</b>	<b>Assessed Value</b>	<b>Millage Rank</b>
SUMMIT TWP	5.5	2.5	8	\$32,940,221	12
TITUSVILLE CITY*	20.8898	9.707	30.5968	\$53,409,440	1
TOWNVILLE BORO	4.5	0	4.5	\$2,716,456	28
TROY TWP	5	0	5	\$12,403,310	22
UNION TWP	1	0	1	\$12,111,125	50
VENANGO BORO	6.5	0	6.5	\$1,772,122	18
VENANGO TWP	1.2	0	1.2	\$13,859,571	48
VERNON TWP	2	0	2	\$130,686,789	45
WAYNE TWP	7	0	7	\$21,866,599	16
WEST FALLOWFIELD TWP	5.5	0	5.5	\$6,785,550	20
WEST MEAD TWP	4.25	0	4.25	\$82,483,121	29
WEST SHENANGO TWP	3.5	0	3.5	\$7,571,100	35
WOODCOCK BORO	1.33	0	1.33	\$1,595,853	47
WOODCOCK TWP	7	0	7	\$37,005,088	17

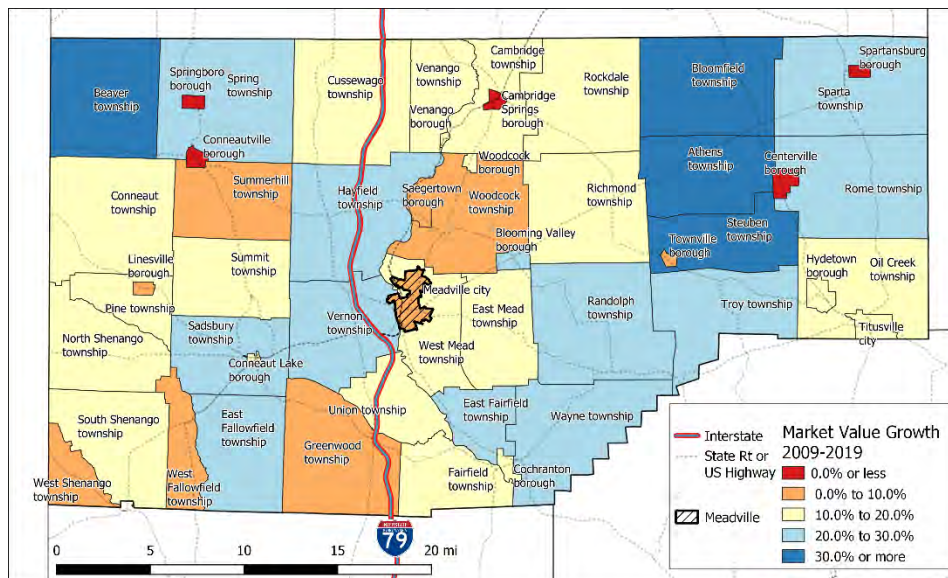
## Assessed Value Growth 2009-2019

Over the last ten years, Meadville's assessed value has actually decreased over the last ten years, while some of the other municipalities in the county have seen some growth.



## Market Value Growth 2009-2019

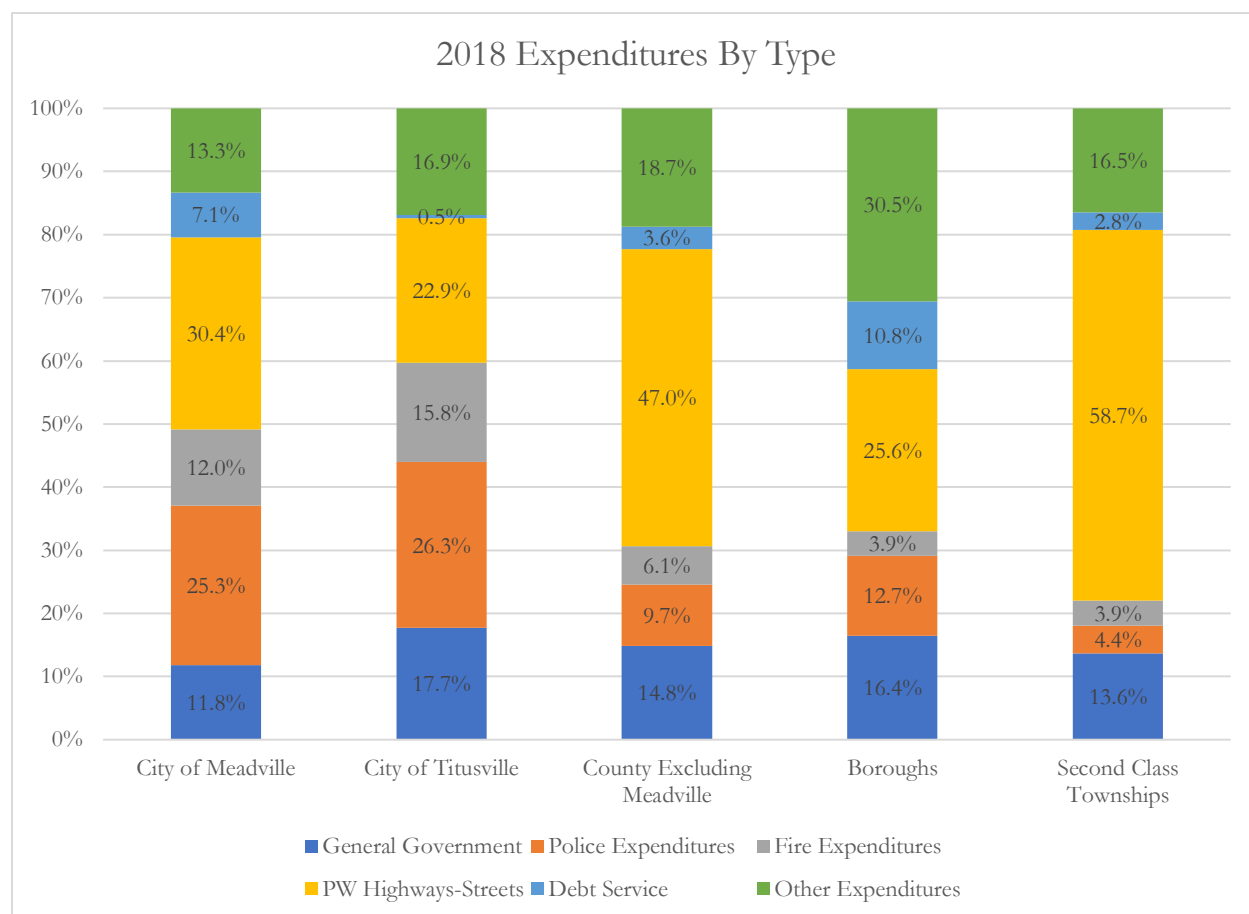
Over the same period market values in the county have grown in most areas including Meadville.



## Select Expenditures

Meadville spends more on police than the boroughs and townships in the county. The townships spend significantly more of their budgets on roads and highways. Boroughs spend more on other expenditures, which include sanitation and insurance. Please note: it is unclear whether employee benefits are recorded at the department level or in other expenditures.

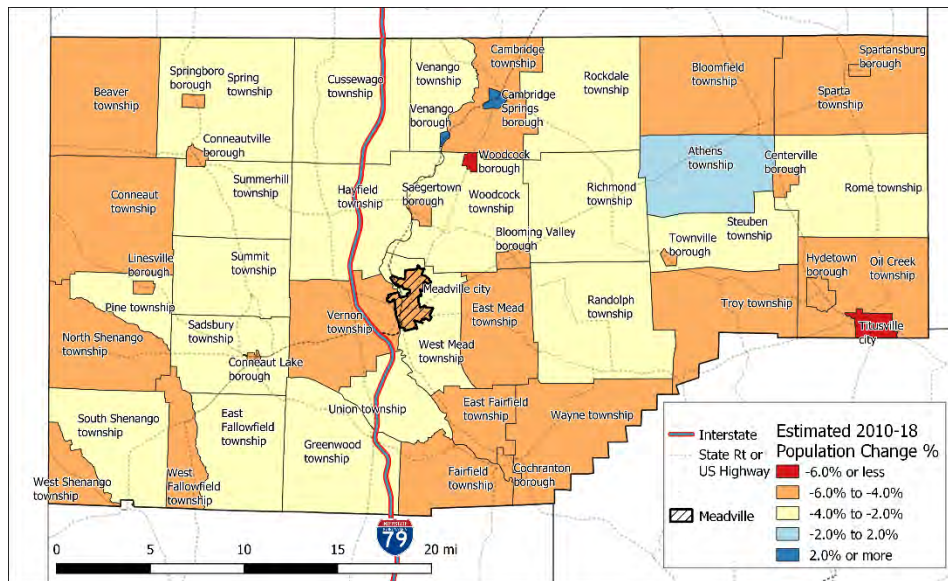
	City of Meadville	City of Titusville	County Excluding Meadville	Boroughs	Second Class Townships
Municipalities	1	1	49	13	35
Population	13,388	5,601	74,900	9,300	59,999
Total Expenditures	\$15,929,477	\$5,055,988	\$23,660,720	\$4,238,819	\$18,251,095
Expenditures per Capita	\$1,189.83	\$902.69	\$315.90	\$455.79	\$304.19
General Government	\$1,420,718	\$894,674	\$4,081,485	\$696,834	\$2,489,977
GG Expenditures per Capita	\$106.12	\$159.73	\$54.49	\$74.93	\$41.50
% of Total Expenditures	8.9%	17.7%	17.3%	16.4%	13.6%
Police Expenditures	\$3,048,048	\$1,328,695	\$2,677,128	\$537,359	\$811,074
Police Expenditures per Capita	\$227.67	\$237.22	\$35.74	\$57.78	\$13.52
% of Total Expenditures	19.1%	26.3%	11.3%	12.7%	4.4%
Fire Expenditures	\$1,450,583	\$797,681	\$1,680,590	\$166,697	\$716,212
Fire Expenditures per Capita	\$108.35	\$142.42	\$22.44	\$17.92	\$11.94
% of Total Expenditures	9.1%	15.8%	7.1%	3.9%	3.9%
PW Highways-Streets	\$3,667,050	\$1,157,025	\$12,960,063	\$1,086,002	\$10,717,036
PW HS Expenditures per Capita	\$273.91	\$206.57	\$173.03	\$116.77	\$178.62
% of Total Expenditures	23.0%	22.9%	54.8%	25.6%	58.7%
Debt Service	\$854,517	\$24,367	\$990,668	\$457,459	\$508,842
DS Expenditures per Capita	\$63.83	\$4.35	\$13.23	\$49.19	\$8.48
% of Total Expenditures	5.4%	0.5%	4.2%	10.8%	2.8%
Other Expenditures	\$5,488,561	\$853,546	\$1,270,786	\$1,294,468	\$3,007,954
Other Expenditures per Capita	\$409.96	\$152.39	\$16.97	\$139.19	\$50.13
% of Total Expenditures	34.5%	16.9%	5.4%	30.5%	16.5%



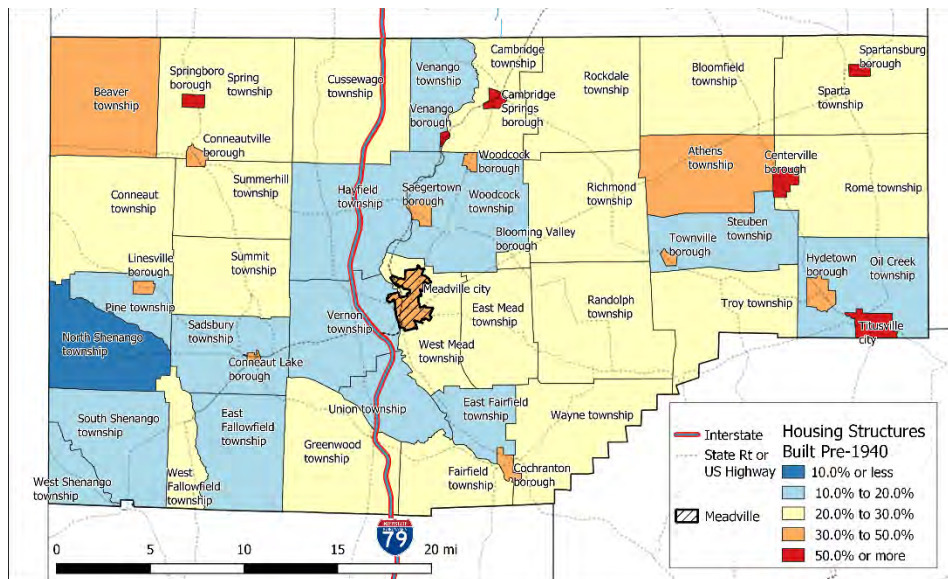


## Other Crawford County Comparisons

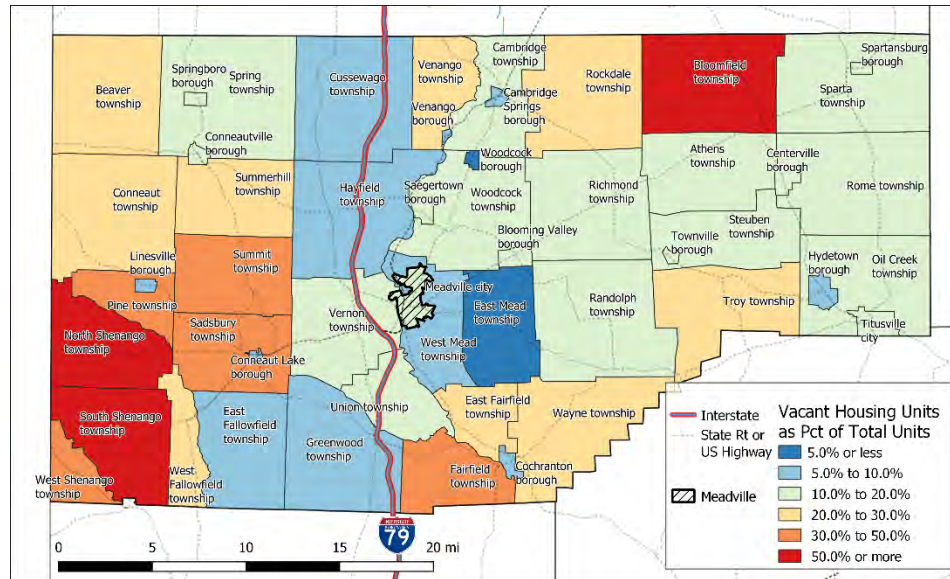
### Population Change 2010 -2018



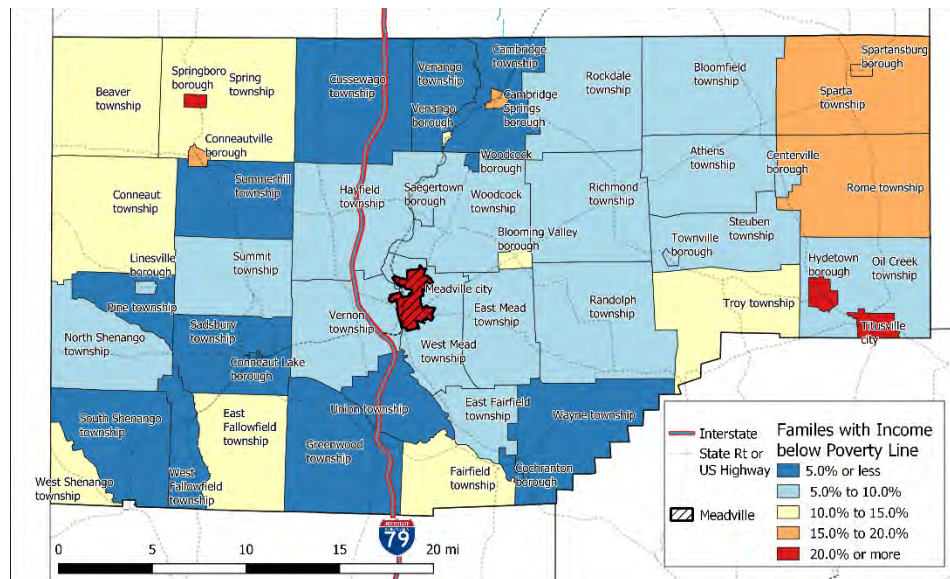
### Pre 1940's Housing



## Vacant Housing



## Poverty



## Select Third Class Cities

The following is a comparison of Meadville to other third class cities throughout the commonwealth with similar populations and assessed values. PEL used 2018 data reported to the state to compare to cities state-wide with populations between 10,000 and 15,000. Financial data was reported on the municipalities' Annual Financial Report to the state and downloaded from the Department of Economic and Community Development's website. (<https://dced.pa.gov/>)

Municipality	Meadville City	Greensburg City	Sharon City	Pottsville City	New Kensington City	Lower Burrell City
County	Crawford	Westmoreland	Mercer	Schuylkill	Westmoreland	Westmoreland
Population	13,388	14,892	14,038	14,324	13,116	11,761
Assessed Value	\$156,466,833	\$129,454,160	\$111,058,350	\$188,577,550	\$100,419,050	\$121,274,900
Total Resident EIT Rate	0.50%	1.15%	1.75%	0.50%	0.50%	0.50%
Total Revenue	\$14,445,126	\$13,202,312	\$13,300,585	\$10,302,442	\$7,844,962	\$6,544,263
Revenue per Capita	\$1,078.96	\$886.54	\$947.47	\$719.24	\$598.12	\$556.44
Total Taxes	\$5,255,688	\$7,650,999	\$7,263,754	\$6,724,073	\$4,506,451	\$4,705,614
Taxes per Capita	\$392.57	\$513.77	\$517.44	\$469.43	\$343.58	\$400.10
% of Revenue	36.4%	58.0%	54.6%	65.3%	57.4%	71.9%
RE Taxes per Capita	\$256.65	\$223.38	\$222.56	\$274.36	\$216.49	\$230.89
% of Revenue	23.8%	25.2%	23.5%	38.1%	36.2%	41.5%
Earned Income Taxes	\$1,203,726	\$3,192,572	\$3,398,929	\$1,185,620	\$1,169,799	\$1,375,870
EIT Tax per Capita	\$89.91	\$214.38	\$242.12	\$82.77	\$89.19	\$116.99
% of Revenue	8.3%	24.2%	25.6%	11.5%	14.9%	21.0%
LST	\$464,325	\$562,652	\$230,248	\$363,201	\$151,058	\$100,708
LST per Capita	\$34.68	\$37.78	\$16.40	\$25.36	\$11.52	\$8.56
% of Revenue	3.2%	4.3%	1.7%	3.5%	1.9%	1.5%
OPT/Per Capita	\$54,141	\$0	\$50,269	\$231,638	\$29,175	\$39,153
OPT per Capita	\$4.04	\$-	\$3.58	\$16.17	\$2.22	\$3.33
% of Revenue	0.4%	0.0%	0.4%	2.2%	0.4%	0.6%
Intergovernmental Revenue	\$4,081,167	\$1,488,055	\$4,824,746	\$1,380,386	\$1,081,388	\$850,816
IG per Capita	\$304.84	\$99.92	\$343.69	\$96.37	\$82.45	\$72.34
% of Revenue	28.3%	11.3%	36.3%	13.4%	13.8%	13.0%
Charges for Services	\$2,103,126	\$320,332	\$569,056	\$208,932	\$210,936	\$373,683
Charges per Capita	\$157.09	\$21.51	\$40.54	\$14.59	\$16.08	\$31.77
% of Revenue	14.6%	2.4%	4.3%	2.0%	2.7%	5.7%
Lic & Perm/Cable Franchise	\$301,413	\$451,760	\$239,028	\$272,426	\$297,243	\$269,632
L&P Cable per Capita	\$22.51	\$30.34	\$17.03	\$19.02	\$22.66	\$22.93
% of Revenue	2.1%	3.4%	1.8%	2.6%	3.8%	4.1%
Other Revenue	\$2,703,732	\$3,291,166	\$404,001	\$1,716,625	\$1,748,944	\$344,518
Other per Capita	\$201.95	\$221.00	\$28.78	\$119.84	\$133.34	\$29.29
% of Revenue	18.7%	24.9%	3.0%	16.7%	22.3%	5.3%
Total Expenditures	\$15,317,337	\$14,784,038	\$12,694,502	\$11,009,157	\$9,303,468	\$7,578,769
Expenditures per Capita	\$1,144.11	\$992.75	\$904.30	\$768.58	\$709.32	\$644.40