



**PENNSYLVANIA  
ECONOMY LEAGUE**  
Information, Insight, Integrity.

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*Serving the Commonwealth and its communities from offices in:*  
Harrisburg ♦ Philadelphia ♦ Pittsburgh ♦ Wilkes-Barre

July 13, 2015

Mr. James Gray  
Chairman, Concord Township Government Study Commission  
Concord Township Municipal Building  
43 Thornton Road  
Glen Mills, PA 19342

Dear Mr. Gray:

The Pennsylvania Economy League, Central PA Division LLC (PEL), EIN# 23-1352264, is pleased to provide the enclosed response to the Concord Township Government Study Commission's request for proposal (RFP) for certain professional consulting work relating to the drafting of a Home Rule Charter. We believe the proposal satisfies the Township requirements, and that it is consistent with your needs and expectations as detailed in the RFP.

PEL — the Commonwealth's leading nonprofit, nonpartisan public policy organization with over 75 years of providing technical assistance to local governments — has substantial experience in the development of Home Rule Charters that stretches back more than 40 years. We have staffed over 30 Home Rule Charter government study commissions and provided informal assistance to many others. Most recently, PEL supported the successful implementation of charters in Plymouth Township and Luzerne County, and is currently working with Clearfield Borough and Lawrence Township on a possible charter for a proposed merger between the two municipalities. PEL is currently under contract with the state Department of Economic and Community Development to update the state's Home Rule Charter manual. As a result of our past work, we possess an extensive skill set that is second to none in the state for effectively guiding communities through the challenging Home Rule process. Our experience and expertise as outlined in this response demonstrate that we have the qualifications necessary to satisfactorily complete the scope of work.

PEL will initiate this project upon favorable action by the municipality and complete each pertinent section in accordance within the time frames delineated in the RFP. As the Executive Director of PEL Central, I have the authority to negotiate and execute the project contract. I will also serve as project manager. Our proposal as presented is valid for 90 days from July 13, 2015.

If you or other Commissioner members have any questions after reviewing the proposal or wish to receive additional information, please contact me at 570/824-3559. Thank you for the opportunity to respond to your RFP. We look forward to working with you.

Sincerely,

  
Gerald E. Cross  
Executive Director

GEC/lss  
Enclosures

## PROFILE OF FIRM

### PENNSYLVANIA ECONOMY LEAGUE

Recognized across the state for our integrity, insight and the high-quality of our information, PEL has vast experience in Home Rule Charter development as part of our wide-ranging municipal technical assistance services. Our work has given us extensive knowledge of the state laws, rules and regulations under which municipalities must operate, and how municipalities can best make use of those parameters to meet their unique needs.

PEL is known throughout the Commonwealth for its ability to drill into a community's financials so that municipalities have an accurate picture of where their money comes from and where their money goes. By looking beyond the surface, PEL is able to expose hidden weaknesses and propose concrete solutions that are informed by our deep knowledge of local government gained through our independent research and extensive "boots on the ground" technical assistance to dozens of towns across the state.

Serving as coordinator or part of the coordinator team for seven Act 47 distressed municipalities, we are proficient in municipal financial condition assessment, debt management and capital markets access, trend analysis and fiscal planning. PEL's office in Wilkes-Barre is home to the executive director, a senior research analyst, a financial analyst, and two research associates. For the Concord Township project, PEL will also tap the resources of a highly skilled public administration professional who serves as director of the Albright College Center for Excellence in Local Government.

Besides our local government technical assistance, we are at the forefront of conducting independent research that shows the real financial and managerial challenges that municipalities face, and using those facts to propose realistic solutions. PEL's work led to development of the state's Early Intervention Program (PEL has completed over a dozen EIP reports) and to the recent consolidation of the state's fragmented earned income tax collection. PEL has been tapped by various state agencies, local and state officials, and community and business leaders for its expertise and creative thinking.

We are driven by our deep belief in the value of local communities and the role that government must play to ensure these communities have a sustainable future. Our nonprofit status and commitment to good government gives us a unique perspective and urgency to strengthen the health of Pennsylvania's local governments.

## PENNSYLVANIA ECONOMY LEAGUE STAFF PROFILE

**Gerald E. Cross**

**Executive Director**

**Central PA Division**

### **Education:**

B.A. - Government, King's College (1976)

M.P.A. - Pennsylvania State University, Capitol Campus (1977)

### **Experience with PEL:**

Joined PEL in 1988. Planned, organized, directed, conducted, reviewed, and/or presented a wide variety of research involving counties, municipalities, school districts, and authorities. These projects have involved budgeting; management and financial analysis; long-range financial and operational planning; productivity improvement; administrative procedures; service options; municipal merger and consolidation; government restructuring and charter drafting; rate structure analysis; personnel and labor relations; and school enrollment projections, among others. Specific projects have included:

Represents PEL as a member of the PA Local Government Commission Task Force on Act 47; Structuring Health Community Research; Act 47 financial recovery plans for the cities of Scranton, Harrisburg, and Nanticoke; models for tax base sharing and revenue sharing in Lehigh Valley; analysis of the impact on the cost and financing of services in host municipalities of the state system of higher education; financial and operational feasibility of the joint delivery of water services in Ephrata Borough and East Cocalico Township; assisting government study commissions in Luzerne, Clinton, and Lancaster counties; consulting for the Government Financial Officers Association (GFOA) in Adams and Blair counties; analysis of the compensation of public school teachers and comparable private sector positions in York County and Lehigh County; the feasibility of merging Temple Borough and Muhlenberg Township, Wyomissing and Wyomissing Hills boroughs, and Mount Penn Borough and Lower Alsace Township; analyzing fire and/or police services in multiple municipalities and Councils of Governments; analyzing financial trends in multiple cities, boroughs, and townships; preparing wage, benefit, demographic, and economic data for arbitration involving Lehigh, Tamaqua, and West Pittston boroughs and Monroe County; and detailed analyses of demographics and projections of enrollments for more than 150 school districts.

### **Other Professional Experience:**

Served as Community Development Director for Forest City Borough, where he was responsible for program management, housing rehabilitation, small business development, industrial development, senior citizens housing, and infrastructure installations. During his tenure Forest City was selected as one of the 100 outstanding community development programs in the country.

Served as Local Government Specialist with the Pennsylvania Department of Community Affairs providing technical assistance to municipalities.

Served as Small Community Advisor for the Pennsylvania Department of Community Affairs and was assigned to the Borough of Forest City.

Served as Assistant Manager for Lemoyne Borough, where he was responsible for assisting in zoning administration, codes enforcement, public works, budgeting, and personnel management.

Mr. Cross is a Board Member and Treasurer of both a municipal and a regional sewer authority and maintains memberships in the Government Research Association and Government Finance Officers Association.

## PENNSYLVANIA ECONOMY LEAGUE STAFF PROFILE

Joseph L. Boyle

Senior Research Associate

Central PA Division

### Education:

A.B. – Government and Politics – King’s College, Wilkes-Barre, PA

M.A. – Political Science – University of Alabama, Tuscaloosa, AL

M.P.A. (ABD) – Public Administration – University of Pittsburgh, Pittsburgh, PA

### Responsibilities/Experience with PEL:

Rejoined PEL in 2006; previously worked for PEL from 1973 to 1978. Conducts research and provides advisory services on municipal management, debt management and capital markets access, budgeting and finance, capital budgeting and planning, public safety, personnel and labor relations, and related matters. Projects have included: consulting for the Government Financial Officers Association (GFOA) in Adams and Blair counties; assisting government study commissions in Freeland Borough, Clinton County, Lancaster County, and Luzerne County; analyzing financial conditions and recommending actions to improve operations and finances; analyzing organizational structures and developing plans for improving performance; assessing opportunities to improve services and reduce costs through intergovernmental cooperation; analyzing school district finances and operations, demographics and community growth patterns and projecting enrollments; developing strategic plans; serving on the Recovery Plan Team for the City of Harrisburg, City of Scranton, City of Nanticoke, and Borough of West Hazleton, and serving as staff to the state-appointed receiver for the City of Harrisburg.

### Other Professional Experience:

Served as Senior Vice President at Mellon Bank, Pittsburgh, PA, and at the Citizens & Southern National Bank, Atlanta, GA. At these institutions, established and managed the public finance investment banking division, providing capital markets services and access for state and local governments. Raised funds to build all types of public facilities, including schools, utility plants, and sewer systems. Funds were acquired from a variety of public and private sources, and required extensive interaction with investors, rating agencies, debt insurers, and other capital markets participants. Held Series 52 (Municipal Securities Representative) and Series 53 (Municipal Securities Principal) licenses.

Served as Senior Vice President for the Sumitomo Trust & Banking Co., Atlanta, GA opening the Southeastern branch office for this major international financial institution. Developed the branch strategic plan, directed client development, and managed a \$3 billion portfolio of assets that included Fortune 500 clients and state and local governments in 13 US states. Structured innovative financial transactions for clients in the national and international capital markets using an array of financial instruments, including traditional and derivative instruments.

Served as Vice President and Chief Financial Officer for ANBC, Inc., a manufacturing company in Norcross, GA. Acquired the start-up and permanent capital financing, prepared the strategic business plan, and was responsible for the fiscal operations.

Served as Principal Consultant at LRA Worldwide, Inc., Horsham PA, and at Bass Hotels and Resorts, Atlanta, GA. Provided management and financial analysis, asset management evaluation, and capital markets strategic planning. Evaluated asset portfolios, prepared asset acquisition and divestiture programs, and reviewed alternative strategies to access the capital markets to provide financing for these activities. Special emphasis was on projects with direct impact on state and local governments such as convention centers, sports facilities, utility plants, business and industrial facilities, and health care facilities.

## PENNSYLVANIA ECONOMY LEAGUE STAFF PROFILE

**David W. Davare, Ph.D**

**Director of Research**

**Central PA Division**

### **Education:**

Ph.D. – Public Administration-Finance, University of Pittsburgh

M.S. – Administration, Duquesne University

B.S. – Business Administration with a minor in Economics, College of Great Falls, MT

### **Experience with PEL:**

Dr. Davare currently serves as Director of Research for PEL's Harrisburg Office.

He was previously employed by PEL as a Regional Manager and Research Associate focusing on financial management and distressed municipality recovery programs.

### **Other Professional Experience:**

Dr. Davare recently served as the Director of Research Services for PSBA. His responsibilities included directing and implementing a program of continuing research support services; assisting in data development, interpretation and application; and directing research staff in providing effective research and data systems through survey research, special studies and consulting with districts. His area of consulting support included fact-finding and arbitration related to financial issues, fiscal health evaluation and tax collection and levy issues, as well as, school operations including merger and shared services, and analysis of student testing. David has authored a number of articles and publications for PSBA related to school finance. Other duties included support for PSBA's Board Training program, presentations on school finance, preparation and presented of testimony on financial and merger legislation before the Pennsylvania Legislature for PSBA.

Other professional experience includes township manager for South Park Township, budget analyst and senior analyst for Allegheny County.

He has also taught courses on public budgeting, public finance and administration and government accounting at several colleges and universities. Additionally, he has taught courses on budgeting and accounting for municipal officials through the former Department of Community Affairs and the Pennsylvania Municipal Training Partnership.

## PENNSYLVANIA ECONOMY LEAGUE ASSOCIATE PROFILE

**Harry J. Miller, CPA**

### Education:

A.B. - History and Government; Minor - Economics and Accounting,  
King's College, Wilkes-Barre (1965)

M.I.S. - International Relations, American University, Washington, D.C. (1969)

### License:

Pennsylvania Certified Public Accountant

### Experience with PEL:

Conducts research and provides advisory services on municipal management, budgeting and finance, public safety, personnel and labor relations, land use planning, zoning, and related matters. Projects have included: analyzing financial conditions and recommending actions to improve operations and finances; analyzing organizational structures and developing plans for improving performance; assessing the opportunities to improve services and reduce costs through intergovernmental cooperation; analyzing school district demographics and community growth patterns and projecting enrollments; assisting government study commissions; analyzing a community's relative ability to finance proposed improvements to public school buildings; and developing strategic plans.

### Other Professional Experience:

#### Public Sector

Served in senior management positions in city government in Pennsylvania. Also provided consulting services on municipal finances and labor relations.

Served as Wilkes-Barre City Administrator with responsibility for the daily management of all City departments and work force in excess of 500 employees. Designed and implemented computerized fund accounting system; developed comprehensive capital and operating budgets; negotiated and administered collective bargaining agreements; wrote city administrative code and other ordinances.

Served as Director of Operations for Wilkes-Barre's Community Development office. Responsibilities included the development of the statistical framework for Community Development Block Grants, creation of the related computerized budget and accounting systems, and negotiations and operation of third party contracts.

#### Private Sector

Served as Assistant Treasurer and Manager of Financial Services for a Pennsylvania-based insurance firm. In this capacity, managed all accounting, financial reporting, and analysis for a company with assets in excess of eighty million dollars; hired, trained, and supervised an accounting staff of eight employees; directed accounts receivable and payable functions; administered the preparation of the Annual Statement for more than thirty state insurance commissioners; represented the company in financial examinations; performed profitability modeling and reinsurance pooling analysis; and purchased and initiated PC systems for investment accounting, tax preparation, and integrated word processing.

## PENNSYLVANIA ECONOMY LEAGUE ASSOCIATE PROFILE

**Charles W. Watters**

**Education:**

B.A. - Government, King's College (1968)

M.A. - Political Science, University of Tennessee (1971)

**Experience with PEL:**

Planned, organized, directed, conducted, reviewed, and/or presented a wide variety of research involving counties, municipalities, school districts, and authorities. These projects have involved budgeting; management and financial analysis; long-range financial and operational planning; productivity improvement; administrative procedures; service options; municipal merger and consolidation; government restructuring and charter drafting; rate structure analysis; personnel and labor relations; and public school enrollment projections, among others.

Examples of projects range from developing a recovery plan for a financially distressed municipality, to projecting public school enrollments, to assessing the feasibility of merging municipalities, to assessing a community's financial resources, to analyzing service delivery including water service and police and fire protection.

Provided technical assistance to several Act 62 Government Study Commissions including Clinton, Lancaster, Luzerne, and Schuylkill counties and the boroughs of Kingston, Freeland, and Towanda; served as a member of a city charter transition committee; and participated as expert witness in fact-finding and arbitration hearings under Pennsylvania's collective bargaining laws.

## PENNSYLVANIA ECONOMY LEAGUE ASSOCIATE PROFILE

### **Paul Janssen**

- Director of the Albright College Center for Excellence in Local Government since August, 2012
- Township or City Manager for over 25 years in four municipalities in Pennsylvania
- Consultant to local government and non-profits over the past six years including a 30 month commitment as an interim Borough Manager
- Served as the Coordinator for the Consortium of Communities for Montgomery and Chester County
- Bachelor's degree in Political Science from Bloomsburg University and a Masters in Public Administration from The American University
- Provided staff support for the merger/Home Rule Charter process for Lower Alsace Township and Mt. Penn Borough in Berks County

## SUMMARY OF THE PROPOSER'S QUALIFICATIONS

RELATED PROJECTS AND REFERENCES		
<b>Plymouth Township</b> <a href="http://pelcentral.org/home-rule-charter-work-samples/">http://pelcentral.org/home-rule-charter-work-samples/</a>	Home Rule Charter development (2010-2011)	Gail Conrad, Township Supervisor Joseph Yudichak, Township Supervisor 925 W. Main St. Plymouth, PA 18651 570/779-5388
<b>Luzerne County</b> <a href="http://pelcentral.org/home-rule-charter-work-samples/">http://pelcentral.org/home-rule-charter-work-samples/</a>	Home Rule Charter development for three separate Government Study Commissions (1974, 2003 and 2009)	James Haggerty, Mayor Kingston Borough 500 Wyoming Ave. Kingston, PA 18704 570/288-4576 ext. 401
<b>Nanticoke City</b>	Reviewed and provided support to the City during Home Rule Charter development as City's Act 47 coordinator (2010-2011)	William Finnegan, Solicitor City of Nanticoke 570/283-1800
<b>Clearfield Borough/Lawrence Township</b>	Current project providing Home Rule Charter development and staff support for potential merger under state Early Intervention Program (2015)	Ed Fosnaught Regional Local Government Policy Specialist Pennsylvania Department of Community and Economic Development 412/565-2552 <a href="mailto:edfosnaugh@pa.gov">edfosnaugh@pa.gov</a>

## METHODS AND PROCEDURES

### INTRODUCTION

Concord Township has experienced rapid residential and commercial growth in the last 15 years, with the resident population increasing from 9,933 in 2000 to 17,231 in 2010. As a result, the Township determined that now is an appropriate time to review the municipality's form of government taking into consideration population growth, land usage and taxing authorization. A Government Study Commission was approved by Township voters in 2014 to study the current form of government and recommend whether to keep the current structure or draft a Home Rule Charter for voter approval.

### OBJECTIVE

The overall objective of PEL's involvement is to provide research and facilitation services to the Concord Township Government Study Commission (Commission) with a view to helping ensure that the Commission is in the best possible position to organize the process of drafting the Home Rule Charter. **It must be clearly stated that PEL's role would be solely to provide advice and guidance and that the Concord Township Government Study Commission has full and exclusive control over any and all findings, conclusions, recommendations, policy decisions, positions, and directives, as well as the components of recommended Charter and the Commission's Final Report.**

### STATEMENT OF WORK TO BE PERFORMED

- A. Organize the process of drafting a Home Rule Charter. PEL will use a procedure that greatly simplifies the process and assists in addressing the appropriate issues, in making the necessary decisions, and in drafting a Home Rule Charter and writing its Final Report. This involves presenting a series of single issue questions (with multiple choice answers in some cases) that ensure that members of the Commission address all pertinent issues and sub-issues associated with drafting a Charter on an item-by-item basis in a simple, straightforward manner. PEL will also present the Commission with information regarding Home Rule Charters that are used by other communities.
- B. Provide assistance in accessing data, resource materials, and "experts" and/or directly provide relevant data and/or research on items deemed to be necessary to the successful completion of the Commission's assignment. Such data gathering and research shall be "reasonable" in scope, and the time required to provide these data and complete this research shall not exceed approximately ten hours per month, on average. Additional research assignments that may require a particular expertise not available directly from PEL (e.g., computerized mapping services or extensive demographic research) may also be provided to the Commission at a rate of \$75 per hour—provided that any charge for additional research is pre-approved by the Commission.
- C. Assist the Commission in determining that the various Home Rule Charter provisions, directives, and components are internally consistent and in keeping with accepted practice, and, given its knowledge and experience in local government, PEL will join with the Commission's Solicitor in his efforts to ensure that the proposed Home Rule Charter is legally sound.
- D. Draft the final Home Rule Charter document for the Commission's review and approval and, if necessary, compile copies for each Commission member, appropriate state and township officials, the media, and a limited number of other individuals and organizations. **It would not be PEL's responsibility to reproduce mass quantities of the Final Report and distribute it widely in the community.**

- E. Participate in 16 to 18 public meetings total with the Commission, Commission subcommittees and the Township Board of Supervisors, as appropriate. This schedule includes two meetings per month for seven months, two public hearings and two additional meetings during the Charter drafting process.

**SAMPLE REPORTS** — Copies of recent Home Rule Charter reports are available online at <http://pelcentral.org/home-rule-charter-work-samples/>

**WORK SCHEDULE**

Work Element	Start Date	Completion Date
Lead questions and discussion to determine form of government	August 2015	November 2015
First vote on Home Rule structure	—	December 2015
Charter drafting and final report preparation	January 2016	February 2016
Public hearing(s)	—	February 2016
Final vote, final report and certification to Board of Elections	—	March 2016

**COST**

Month	Total Hours for On Site Meetings	Charter Drafting and Research, Final Report Preparation	Total Hours	Rate	Total
Aug	18	24	42	\$100	\$4,200
Sep	18	38	56	\$100	\$5,600
Oct	18	38	56	\$100	\$5,600
Nov	18	97	115	\$100	\$11,500
Dec	9	65	74	\$100	\$7,400
Jan	18	130	148	\$100	\$14,800
Feb	27	84	111	\$100	\$11,100
Mar	9	9	18	\$100	\$1,800
Additional Meetings	27	0	27	\$100	\$2,700
	162	485	647		\$64,700
<b>Title</b>					
Executive Director	54	114	168	\$100	\$16,800
Research Associate	54	114	168	\$100	\$16,800
Research Associate	54	81	135	\$100	\$13,500
Research Associate	0	106	106	\$100	\$10,600
Research Associate	0	47	47	\$100	\$4,700
Research Associate	0	23	23	\$100	\$2,300
	162	485	647		\$64,700
Travel Expenses (18 Meetings)			18	\$175	\$3,150
<b>Total Not To Exceed</b>					<b>\$67,850</b>

**Estimated Distribution of Hours by Meeting, Month, and Task**

<u>Month</u>	<u>On Site Meetings</u>	<u>Total Meeting Man Hours<sup>1/</sup></u>	<u>Drafting, Research, Report Prep</u>	<u>Total Hours</u>
Aug	2	18	24	42
Sep	2	18	38	56
Oct	2	18	38	56
Nov	2	18	97	115
Dec	1	9	65	74
Jan	2	18	130	148
Feb <sup>2/</sup>	3	27	84	111
Mar	1	9	9	18
Additional If Needed	3	27	0	27
<b>Total</b>	<b>18</b>	<b>162</b>	<b>485</b>	<b>647</b>

<sup>1/</sup>Assumes 2 Hour Meeting, 1 Hour Prep for 3 People

<sup>2/</sup>February includes a Public Hearing