

FINAL REPORT
of the
MILLCREEK TOWNSHIP
GOVERNMENT STUDY COMMISSION

Millcreek Township,
Erie County
Pennsylvania

July 21, 2025

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SECTION 1: OPEN LETTER TO VOTERS AND BOARD OF SUPERVISORS

MILLCREEK TOWNSHIP ERIE COUNTY GOVERNMENT STUDY COMMISSION July 21, 2025

To the Citizens of Millcreek Township and the Millcreek Township Board of Supervisors:

On the following pages, the Millcreek Township Government Study Commission (Study Commission) submits a final report on the work of the Study Commission and its recommendation for change in the form of the Township government.

This examination of township government operating under the Second Class Township Code is made possible under the Home Rule Charter and Optional Plans Law (Optional Plans Law). A referendum establishing the Study Commission was approved by voters of Millcreek Township on November 5, 2024.

Commencing December 4, 2024, the Study Commission made a thorough study of the present township government and other options available to the Township. With Millcreek Township being a full-service municipality, the Study Commission believes that the present form of government would be improved by a change in the governing and administrative structure.

Accordingly, the Study Commission recommends that the citizens of Millcreek Township adopt the Council-Manager form of government, as it represents the most appropriate form of government presented in the Optional Plans Law for the Township's needs. The reasons supporting this recommendation are contained in our report. It should be noted that with the adoption of the Council-Manager form of government, Millcreek would continue to follow the Second Class Township Code, except where the Optional Plans Law takes precedence.

Respectfully submitted,

Paul Vojtek, Chairperson
Art Oligeri, Vice-Chairperson
James DeDad, Treasurer
John DiPlacido, Secretary
Bill Schaaf
Donna Shaw
RJ Zonna

SECTION 2: SUMMARY OF THE STUDY COMMISSION'S RECOMMENDATIONS

The Optional Plans Law requires the Study Commission to specify its recommendations of the optional plan of government selected in the final report. The Study Commission decided the size of Council, its basis of election, status of the treasurer and controller, the title of the presiding officer of Council, and whether the individual is elected by the voters or by the Council. The Study Commission rendered a decision after significant study and deliberation.

Therefore, the Millcreek Township Government Study Commission recommends the following items to its citizens:

1. That the form of government in Millcreek Township be changed to the COUNCIL-MANAGER form of government provided in Chapter 30, Subchapter D, of the Optional Plans Law.
2. That the Council consists of five part-time elected members who are not employed by the Township. Under the Optional Plans Law, in Townships of the Second Class, like Millcreek, "Council" means Board of Supervisors (see Appendix A).
3. That, as of January 1, 2028, the effective date of the new form of government, Millcreek Township Council members' annual maximum compensation (stipend) is to be based upon provisions in the Second Class Township Code and consistent with provisions of the Optional Plans Law.
4. That the Township continues to engage a Certified Public Accountant (C.P.A.) or C.P.A. firm to conduct its annual audit.
5. That there will no longer be a need for a three-member board of elected auditors since the compensation for Council members beginning on January 1, 2028, is set by ordinance of Council.
6. That a member of Council be elected by the Council to serve as chairperson.
7. That each member of the Council serves a term of four years.
8. That there be no elective or appointive office of controller.
9. That each member of the Council be elected at large as is the current practice.
10. That a Township Manager be approved and hired by the Council to serve as chief executive/administrative officer of the Township based on their education, skills, qualifications, and experience.

11. That the Township Treasurer be selected by the Township Manager based on qualifications, skills, experience, and that the Manager submits the candidate to the Council for appointment.

12. That these recommendations be submitted to the voters of Millcreek Township for approval at the Municipal Election on Tuesday, November 4, 2025.

The Study Commission believes the COUNCIL-MANAGER form of government will provide a more effective and responsive form of government to serve the needs of Millcreek Township residents.

The three most significant advantages contained in this proposed plan include:

1) Separation of legislative and executive functions.

2) Centralization of administrative authority and responsibility under a professional Manager appointed by Council.

3) A five-member elected Council focused only on policy setting and legislative functions.

If approved by the voters, this Plan would become effective January 1, 2028, in accordance with the Optional Plans Law.

SECTION 3: PURPOSE OF THE STUDY COMMISSION UNDER HOME RULE CHARTER AND OPTIONAL PLANS LAW

The Home Rule Charter and Optional Plans Law was adopted as Act 62 of 1972 by the Pennsylvania General Assembly implementing Article IX of the Commonwealth's Constitution, adopted by voters in 1968. It has been amended from time to time and was reenacted as Act 177 of 1996 as part of a consolidation of other municipal statutes resulting in Pennsylvania Consolidated Statutes, Title 53, Municipalities Generally.

The Optional Plans Law provides every municipality in Pennsylvania with the opportunity to elect a non-partisan Study Commission. It provides that the function and duty of a government study commission is:

- 1) To study and evaluate the present form of government of the township.
- 2) To compare it with other optional forms available.
- 3) To determine whether in its judgment the government of the municipality can be strengthened, made more clearly accountable, transparent, more fiscally responsible and efficient.
- 4) To recommend whether its operation would be more economical and efficient under a changed form of government.

Through this statute, municipalities are given the right and power to adopt one of the optional plans of government, and to exercise the powers and authority of local self-government subject to restrictions and limitations delineated by the statute. Voters decide by referendum whether to adopt the new form of government.

The Optional Plans Law sets forth procedures to be followed by the Study Commission on how the process of change is accomplished, details on the general powers and limitations of the optional plans and provides procedures for the transition to a new form of government.

SECTION 4: ORGANIZATION AND ACTIVITIES OF THE STUDY COMMISSION

At the election of November 5, 2024, the following individuals were elected to serve on the Study Commission:

James DeDad
John DiPlacido
Art Oligeri
Bill Schaaf
Donna Shaw
Paul Wojtek
Sue Weber

Sue Weber resigned on January 13, 2025, and upon approval by the Commission was replaced by RJ Zonna, who received the next highest number of votes in the general election.

The Study Commission held its initial organizational meeting on Wednesday, December 4, 2024, at the Millcreek Township Municipal Building Assembly Room. The following officers were elected:

Chairperson: Paul Wojtek
Vice-Chairperson: Art Oligeri
Treasurer: James DeDad
Secretary: John DiPlacido

Alternates appointed by the Study Commission are:

Sue Weber
Douglas Krugger
Robert Enas
Kim Huff
Nancy Shea *
Marcia Terry

*Resigned July 14, 2025.

At the December 18, 2024, meeting, the Study Commission created a Budget Committee. At a subsequent meeting on January 13, 2025, the Study Commission created two additional committees to assist the Study Commission with its study and research of township government. The Committees met during the course of the Study Commission's work. The roles and composition of each of the three committees are as follows:

Budget Committee: To develop and administer a working budget for the operation of the Study Commission and to examine any other financial information deemed pertinent to making a recommendation, including financial information from Millcreek Township as well as other townships. It consisted of three Study Commission members and two Alternates.

Local Government Structure Committee: To study, examine and evaluate municipal operations of townships similar in type, size and/or structure to Millcreek Township. It consisted of three Study Commission members and two Alternates.

Public Outreach, Public Relations, Public Education and Promotions Committee: To implement a public outreach strategy to inform and educate voters on the work and recommendations of the Study Commission. It consisted of three Study Commission members and five Alternates.

The Study Commission created a Committee of the Whole made up of all Study Commission members and Alternates for the consultants to provide information on the Township of the Second Class/Current form of government of Millcreek Township and to educate members on each of the four optional plans of government under the statute. A presentation was made to the Study Commission members and Alternates on the content of the final report and key benchmark timelines going forward through the election in November 2025.

The Study Commission Committee of the Whole received presentations on the following:

- Second Class Township/Current form of government
- Optional Plans of Government Plans A, B, C, and D
- Value of a Municipal Manager
- Final Report, and
- Key Benchmark Timelines.

The Study Commission held public meetings from December 2024 through the date of this report and will meet on an as needed basis from August through November 3, 2025. During its first five months, Study Commission members concentrated on the study of the current form of government in Millcreek Township and learning about the governance structure of other townships throughout the Commonwealth. This fact-finding helped to determine how Millcreek government operates and how other townships operate under a different structure of government.

The Study Commission plans to conduct outreach through public open houses, media outlets, social media, Study Commission and Township websites, and hold informational meetings with local non-profit service organizations.

All Study Commission meetings were open to residents. Opportunity for public comment was given at each meeting. Meeting agendas were posted in a conspicuous place at the Township Building and on the Township's and Study Commission's websites at least twenty-four hours in

advance in accordance with the Sunshine Law. Meetings were live-streamed and available to view on You Tube. A required legal advertisement was published in a local newspaper of general circulation for all regular and special meetings.

During the fact-finding period, the Study Commission conducted interviews and significant research. The officials interviewed answered questions and offered insight and shared experiences relating to their respective form of township government and to problems and/or benefits common to township government. The Study Commission is grateful to the following Millcreek municipal officials and individuals who were interviewed in person, virtually, or by way of telephone for their time and insight:

Daniel Ouellet, Millcreek Township Supervisor
Kim Clear, Millcreek Township Supervisor
James Bock, Millcreek Township Supervisor
Mark Shaw, Esquire, Millcreek Township Solicitor
Sebastian Puda, Director of Public Works
Melanne Page, Treasurer/Director of Administration
Carter Mook, Chief of Police
Jim Gloekler, C.P.A., formerly engaged to audit Millcreek Township

The following Township Managers, two Township Supervisors, and a Director of Administration were selected to be interviewed based upon their combined educational credentials, professional management, administrative experience, and expertise working in a high-level municipal government capacity. Each township has a professional Manager with a governing body of five members who are non-employee Supervisors.

- Bruce Beitel, Manager, Lower Macungie Township, Lehigh County; Former Manager, Hempfield Township, Westmoreland County (Bachelor's Degree, Political Science; Certificate in Paralegal Studies; Master's Degree in Public Policy and Management; extensive experience as a township Manager).
- Daniel Santoro, Manager, Cranberry Township, Butler County (Bachelor's Degree, Regional Planning; Master's Degree in Public Administration; total of 34 years of municipal management and private sector municipal consulting experience).
- John Skorupan, Supervisor, Cranberry Township, Butler County - elected in 2013 (Bachelor's Degree; retired from the construction industry as a marketing executive; played linebacker on the 1972 Penn State All-American team; played in the National Football League with the Buffalo Bills and New York Giants).
- Bruce Mazzone, Supervisor, Cranberry Township, Butler County - elected in 2009 (Graduate of the University of Pittsburgh; Chemical Engineer; retired as an executive of a Cranberry Township based international manufacturing company).

- Adam Brumbaugh, Manager, College Township, Centre County - adopted the optional Council-Manager form of government in 1976 (Bachelor's Degree, Political Science; Master's Degree in Public Administration; extensive experience as a township Manager).
- Daniel Anderson, Manager, Indiana Township, Allegheny County - adopted the optional Council-Manager form of government in 1976 (attended Penn State University; extensive experience as a township Manager; former member of Pennsylvania House of Representatives).
- Stephanie Teoli Kuhls, Manager, Middletown Township, Bucks County (Bachelor's Degree, Political Science; Master's Degree in Public Administration; extensive experience as a township Manager; teaches in the master's program in public administration at Villanova University; served in most recent position for 13 years).
- Robert Pellegrino, Manager, Northampton Township, Bucks County (Bachelor's Degree, Public Administration; Master's Degree in Public Administration; 18 years as Manager).
- William Cmorey, former Director of Administration (13 years) Bensalem Township, Bucks County (Bachelor's Degree, Business Administration; retired after 47 years in varying positions for Bensalem Township that adopted the optional Mayor-Council plan of government in 1987).
- Nick Valla, Middletown Township Assistant Manager, Bucks County (Bachelor's Degree, Political Science with minors in Business Administration and Communication; Master's Degree in Public Administration; worked for township for seven years, with four years as Assistant Manager).
- Sam Miller, Perry County, Director of Finance; former Lower Paxton Township Assistant Manager/Finance Manager, Dauphin County (Bachelor's Degree, Business Administration/Accounting and Information Systems; MBA – Accounting/Finance; Certified Public Accountant; Certified Government Financial Manager; 22 years of experience in auditing and government financial management).

Members of the Allegheny League of Municipalities (ALOM) Public Partners Consulting Program provided guidance, facts, and resources to assist in the study process. Qualifications of the ALOM/Public Partners consultants are:

- Jerry Andree, Former Manager of Cranberry Township, Butler County for 30 years out of a total of 48 years of municipal management experience (Bachelor's Degree, Parks and Recreation; Master's Degree in Public Administration).

- Toby Cordek, Former Manager of Town of McCandless for more than 35 years out of a total of 40 years of municipal management experience (Bachelor's Degree, Political Science with minor in History; Master's Degree in Public Administration; graduate studies; United States Navy, Lieutenant Commander; member, officer, chair of many municipal organizations).
- Michael Foreman, formerly employed by the PA Department of Community and Economic Development, Governor's Center for Local Government Services as a Local Government Policy Specialist for 34 years out of a total of 42 years' experience in local and regional government (Bachelor's Degree, History with minor in Political Science; Master's Degree in Public Administration specializing in municipal management).

Finally, in accordance with our responsibility, to reach an informed decision, the Commission:

- 1) Studied the current form of government of Millcreek Township.
- 2) Compared and contrasted it with other similar townships.
- 3) Compared and contrasted it with available optional plans of government under the statute.
- 4) Deliberated on whether one of the optional plans will make Millcreek government more accountable, transparent, responsive, and more fiscally responsible.
- 5) Deliberated on whether the Township's operation would be more economical and efficient under a changed form of government.

The diligence of the Study Commission members and Alternates to study and explore opportunities for a changed form of government led the Study Commission to make an informed recommendation.

From all of these sources of information and perspectives, as well as many hours of deliberation, discussion, and debate, the Study Commission arrived at the recommendation included in this report.

The Study Commission unanimously recommends the Council-Manager form of government as most suitable for Millcreek Township.

It is our informed opinion that the COUNCIL-MANAGER form of government will provide Millcreek residents with a better, more efficient, and responsive local government that will position the Township to reach its full potential.

SECTION 5: SUMMARY OF THE PRESENT FORM OF GOVERNMENT

As a Township of the Second Class, Millcreek Township operates with a three-member Board of Supervisors who are elected at large for six-year terms. The existing Supervisors are part-time legislators and full-time employees who serve in a dual role. The elected board of auditors is responsible to set the annual compensation of Supervisors who serve as full-time salaried employees.

The Millcreek Township Supervisors appoint themselves as employee Municipal Administrators (salaried with benefits) to oversee specific operating departments and act collectively as a group of managers.

The Second Class Township Code provisions grant flexibility to levy the real estate tax as one main source to support the revenue needs of Millcreek, a full-service municipality. The Second Class Township Code outlines the powers and duties of an elected Board of Supervisors as exercised by the Millcreek Township Board of Supervisors summarized below.

Second Class Township Code Key Requirements of Elected Board of Township Supervisors:

- Organize annually.
- Select a Chairperson and Vice-Chairperson.
- Appoint a Secretary and Treasurer.
- Meet at least monthly to conduct business with a quorum present, pre-advertised with minutes and agenda.
- If Supervisors appoint each other to optional paid employee positions as Municipal Administrators, they do so by majority vote annually.

Second Class Township Code (Section 607) Elected Supervisor primary duties include:

- General governance of township.
- Ensure sound financial management.
- Secure the health, safety, and welfare of township residents.
- Responsibility for maintenance of township-owned equipment and facilities.
- Employ persons as may be necessary for the general conduct of the business of the township.
- Provide for the compensation, organization, and supervision of persons employed.
- Authorize attendance at township-related events and activities.

Millcreek Township Supervisors' essential duties as employees as listed in the position job description approved by the Board of Supervisors on 01/03/2017:

- Provides general oversight of Township departments.
- Assists department supervisors with the development and implementation of goals, objectives, and policies.
- Collaborates with department supervisors to assess, prioritize, and approve projects and associated expenditures.
- Identifies opportunities for improvements and efficiencies.
- Participates in forecasting departmental needs, budgeting of funds, and bidding required for major equipment and materials purchases.
- Reviews and approves major expenditures and monitors approved departmental budgets.
- Coordinates efforts between Township departments to meet the needs of Township projects and services.
- Directly manages departmental supervisors and assists supervisors with staffing levels, personnel, and disciplinary issues.
- Acts as an information conduit between residents and the appropriate departments.
- Provides information to the Board of Supervisors regarding issues facing the various departments.
- Meets with staff to identify and resolve problems.
- Serves on various committees and boards as a representative of the Millcreek Township Board of Supervisors.
- Acts as a representative of Millcreek Township at community events.

Per Supervisor approval or expectation, some management responsibilities are performed by the appointed Solicitor that increase the cost of legal services. Past practice of the Supervisors established a pattern of relying on the Solicitor to handle non-legal matters in the absence of a Manager. It is expected that a Manager performing these services will eliminate this redundancy and decrease the cost of administration and legal services.

Our research indicates the Township will face significant financial challenges that strongly portend a decline in future tax revenue. Financial viability will be further challenged by the expansion of staff and significant development projects (see Appendix C for further details). Millcreek Township will benefit when the elected leadership is fully devoted to the role of governance and separated from the day-to-day management of the Township. This allows the elected leadership, acting through the Council, to retain a trained, experienced municipal professional to manage the day-to-day affairs of the Township in lieu of self-appointed Municipal Administrators. That professional will serve as an advisor to the Council as they perform their sole duty and responsibility to create urgently needed new approaches to local government management to ensure a healthy and sustainable future for Millcreek Township.

SECTION 6: EXPLANATION OF RECOMMENDED COUNCIL-MANAGER FORM OF GOVERNMENT UNDER THE OPTIONAL PLANS LAW AND ADVANTAGES IT WILL CONFER

The Study Commission was charged with making one of the following recommendations: 1) retain the Township government as it exists; or 2) adopt one of the four optional plans of government presented in the Optional Plans Law.

The Study Commission has unanimously recommended the adoption of a COUNCIL-MANAGER form of government. It believes that this form will provide solutions both presently and in the future to shortcomings that exist, and that it will do so with minimal disruption and change to the present operations of the Township.

Based on these findings and conclusion, two key considerations stand out in reaching this recommendation. First, the Study Commission believes the current form or structure of government does not provide the opportunity for consistent quality management of the Township. Second, the Study Commission believes that certain structural and systemic weaknesses will persist unless and until Supervisors (Council) can concentrate on their legislative role and a new management structure is put in place with a qualified professional municipal Manager.

Reasons to support a change to a COUNCIL-MANAGER form of government are listed below:

- Provides checks and balances between legislative and executive roles through a separation of power, authority, and duties.
- Addresses management internal control weaknesses and deficiencies.
- Provides experience and expertise to the Council to make more informed and objective decisions.
- Counterbalances the reality that those who are electable based on popularity may not necessarily be qualified to handle the complexities of running a local government.
- Carries out administrative activities in a non-political manner through separating politics from administrative duties.
- Eliminates management by committee.
- Provides clear lines of authority and communication among the Council, Manager, and employees.
- A five-member board adds more balance, diversity, perspective, and experience to decision-making and is more likely to make a more informed decision than a three-member board.
- More individuals would be able to hold the office since they would not serve as employees and can keep their current employment.
- Appointment of a Manager is based on credentials, experience and expertise, education, proven leadership qualities, objectivity, and professionalism.
- Having a professional Manager who performs administrative services will eliminate the redundancy of the Supervisors and decrease the cost of administration and legal

services for non-legal work performed by the Solicitor in place of having no Manager. Based on five-year averages (see Appendix C) from other like-sized townships in Pennsylvania, Millcreek taxpayers could conceivably save a half a million dollars annually with the presence of a Township Manager.

- Other than an election every six years, Supervisors face no accountability to the taxpayers. The Supervisors, as employees, receive no performance evaluations/progress reviews.
- The COUNCIL-MANAGER form of government provides a more solid foundation for the position of Manager than a Board of Supervisors appointing a Manager by ordinance since it institutes the position of Manager by the electorate. Only a vote of the electorate to change the form of government can eliminate the position. In the current form of government, a Manager's position may be created by ordinance and can also be repealed by a subsequent ordinance.

Millcreek is the only one of the top 25 most-populous second-class townships where Supervisors act as both legislator and employee/administrator.

Supervisors appointing themselves as Municipal Administrators:

- May detract from their legislative role.
- May not have the education, training, or experience to properly oversee the various Township departments in their day-to-day operations as a professional Manager would have.
- Reduces the pool of Township Supervisor candidates knowing that being elected as a Supervisor includes accepting a full-time township administrative job. Depending on their current work situation, they may be discouraged from becoming a candidate due to this practice. Conversely, it may attract Supervisor candidates not for the legislative role, but rather full-time employment.
- The annual organization meeting includes the possibility of rotating assignments of the three Supervisors within the nine different Township departments. This could lead to confusion and cross-pollination of duties among various departments and employees.
- Dilutes the resident input/response times as there is not a single source of contact for issues. Not knowing who to call for an issue and having to call possibly several Supervisors leads to confusion and frustration. Hiring a professional Manager provides for a single point of contact.
- Increases the dependence on the Solicitor (and associated additional fees) to handle non-legal issues that a professional Manager could typically address without consulting or hiring legal counsel.
- Increases the possibility that required reports/budgets, etc. may not be completed within the required time periods because of a dilution of authority among the three Municipal Administrators. A professional Manager would supervise the overall operation and assure that all required reports/budgets, etc. are completed in a timely manner.

- Blurs the line between legislative and administrative/executive duties which leads to confusion, inefficiencies and may also result in unilateral action by one Supervisor.
- Places them in a position where they set policies and implement them as employees.

Shortcomings of the present form of government of Millcreek Township will likely be remedied if a change is approved by the voters to a COUNCIL-MANAGER form of government in the following ways.

Benefits of a system of checks and balances are:

- Institutes a clear and distinct system of responsibility for the elected Council and the appointed Manager.
- Separates and designates the roles of Council and Manager so that the Council's focus is on policymaking and oversight of the administration, while the Manager focuses on implementation of Council's policies and management of operations.
- Sets in place various procedures to reduce mistakes, abuse of authority, and improper behavior and decreases the risk of centralization of power.
- Provides stronger financial oversight and contributes to more prudent fiscal responsibility.
- Provides a balanced governance structure through active participation by each branch of government in their separate roles while working collaboratively.

Benefits of separation of the legislative and administrative/executive functions are:

- Legislative responsibility to set general policy rests with an elected Council.
- Executive control over the day-to-day activities of the administrative departments is exercised by a Township Manager who is hired by, and answers to, Council.
- Council is prohibited from involving itself in the daily affairs of the departments.
- Council must act as a body and deal with the administrative departments solely through the Manager.
- Council members are specifically prohibited by state law from heading administrative departments.

Benefits of a five-member Council (prohibited from employment by the Optional Plans Law), rather than a three-member Board of Supervisors who appoint themselves as salaried employees are:

- Offers a broader representation of experiences, expertise, skill sets, diversity, and two more perspectives leading to more informed and thoughtful decisions.
- Ensures a greater capacity to explore issues by allocating responsibilities to more Council members.
- Creates broader oversight of the Township Manager while deepening and enhancing resident representation on Council.

- Counters the negative effects experienced when only two members are needed to form a voting bloc.
- Provides a better system of checks and balances as it is harder for one member or a small group to dominate the decision-making, legislative process.
- Permits two members to legally meet with one another, but not deliberate, without violating the PA Sunshine Law.
- Requires the garnering of at least three votes, versus two, to achieve community goals.
- Promotes collaborative governance and reduces the challenges that can arise from disproportionate influence or recurring divisions within a three-member structure.
- Allows absences of members while maintaining a quorum to conduct business.
- Provides the ability to create two-member Council committees to explore issues and render advice in accordance with the “Sunshine” law.
- Gives residents access to a Council member more quickly with issues of concern or feedback on pending matters.
- Allows a five-member board to focus on its legislative policy-making role rather than spend significant time on daily administrative tasks.

SECTION 7: SURVEY OF AREAS OF TOWNSHIP GOVERNMENT TO REMAIN UNCHANGED UNDER NEW COUNCIL-MANAGER FORM OF GOVERNMENT

Should the COUNCIL–MANAGER form of government be approved by voters, it will have no effect on the following:

1. The provisions of the Second Class Township Code currently in effect, EXCEPT those provisions superseded by the recommended optional plan of government (Council-Manager form of government) as it is stated in the final report.

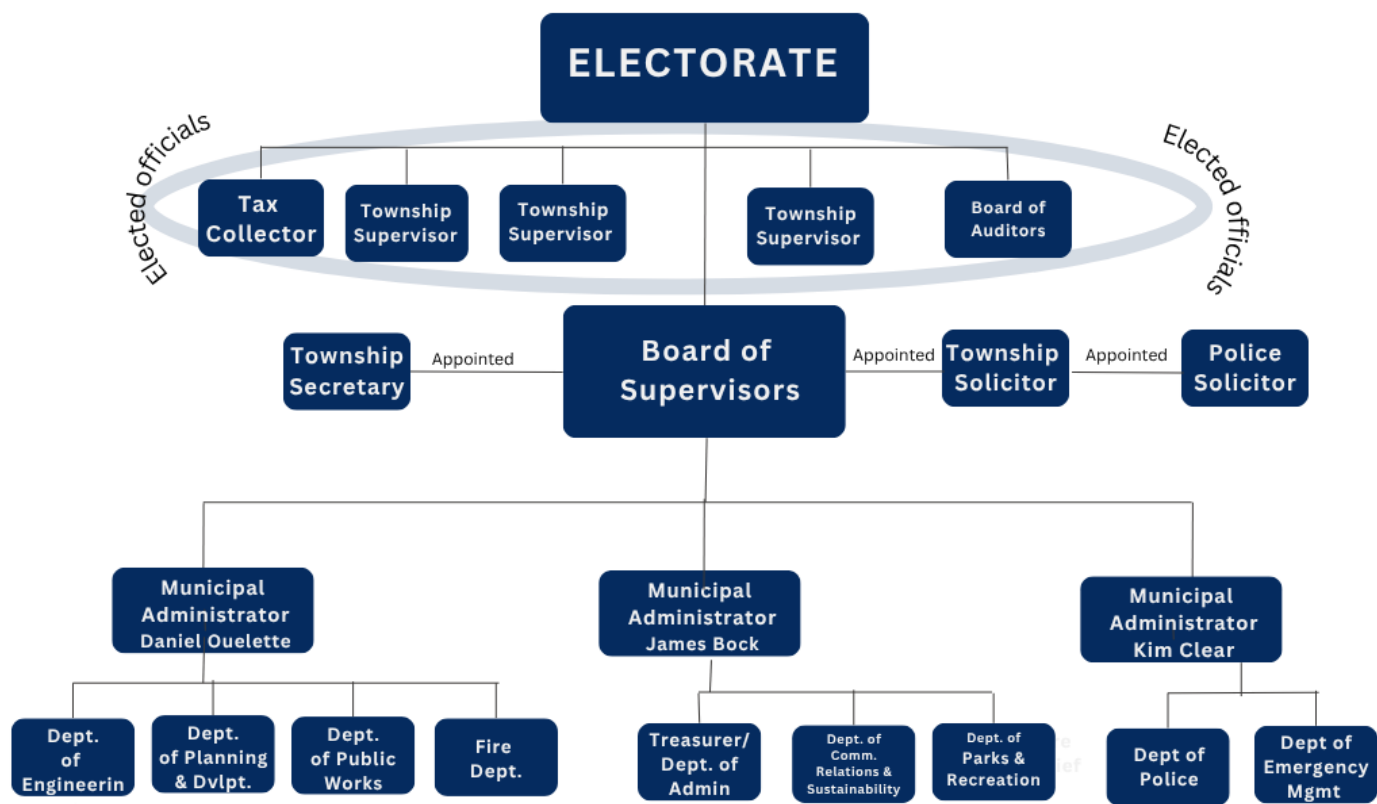
Examples of what will not change are:

- Annual organization meeting
 - Purchasing processes
 - Appointment power of Council (Manager, Secretary, Treasurer, Solicitor, Engineer, Auditor, Boards, and Commissions)
 - Tax rate limitations
 - Council filling of vacancies
 - Process of adoption of ordinances and resolutions
 - Approval of minutes
 - Compliance with PA Sunshine Law
 - Compliance with PA Right-to-Know Law
 - Borrowing of funds
 - Conducting an annual audit
 - Collection of taxes and fees
 - Financial management procedures
 - Compliance with uniform construction code enforcement
 - Public safety services
 - Public works services
 - Recreation services
 - Refuse collection, and
 - Planning activities (zoning, subdivision, and land development regulations).
2. The existing employment rights and contractual obligations of the Township.
 3. Status of public safety employees (police, paid firefighters) and other township employees.
 4. The Township employee healthcare benefit and pension programs continue intact.
 5. Township Boards and Commissions (e.g., Zoning Hearing Board; Planning Commission, Fire Commission) presently in existence remain in place. Board and Commission member appointments would be terminated. Reappointments or new appointments would be made under the rules of the new government in accordance with the Optional Plans Law.

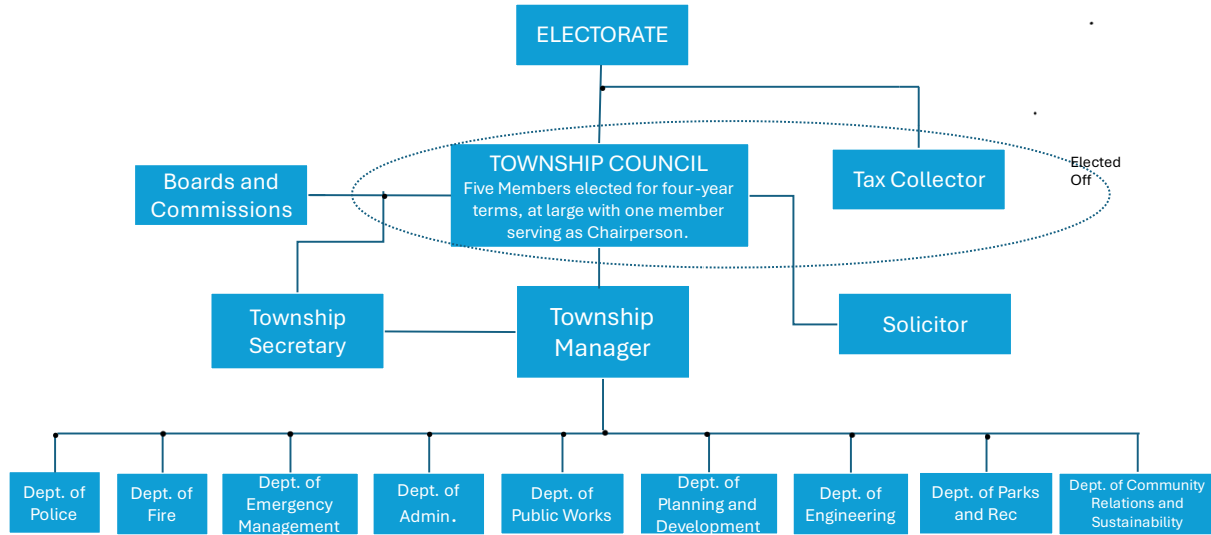
SECTION 8: ORGANIZATIONAL CHARTS

The organizational charts that follow show the major elected and appointed officials in Millcreek Township under the present form of government, and under the recommended Optional COUNCIL-MANAGER form of government. In the discussion that follows the charts, they will be compared in order to provide a broader understanding of the Study Commission’s recommendation.

CURRENT MILLCREEK TOWNSHIP ORGANIZATIONAL CHART



**RECOMMENDED MILLCREEK TOWNSHIP ORGANIZATIONAL CHART UNDER
OPTIONAL COUNCIL-MANAGER FORM OF GOVERNMENT**



COUNCIL

As shown in the proposed organizational chart, the recommendation provides a Council of five members elected at large by the registered voters of the Township for four-year terms, which differs from the six-year terms for present Supervisors. A more responsive government will result when the people can vote for their representative more frequently.

There is no significant difference between the term “Council” and the “Board of Supervisors.” The Optional Plans Law specifies that the term “Council” be used in all the optional plans. The Council would elect one of its members as “Chairperson.” This term, too, is mandated in the statute. It is equivalent to the “Chair of the Board of Supervisors” in the present form.

The Chairperson would have the same power as the present “Chair” – that is, to preside over the meetings of the Council and would have one vote, the same as the other members of Council.

The Council would have general legislative powers, the same as those of the present Board of Supervisors, but no administrative duties. The Council would pass ordinances and resolutions, approve the budget, set taxes and fees, approve contracts, and appoint a Manager, Treasurer, Secretary, Solicitor, and members of boards and commissions, all as provided for in the statute.

Council must adopt an Administrative Code which, in effect, is a comprehensive ordinance describing the details of the organization and operation of the Township. The primary function of the Council would be legislative rather than administrative. The Council would have all of the

legislative powers and responsibilities set forth in the Second Class Township Code. No member of Council would head an administrative department. In effect, each Council member would be concerned exclusively with legislating and policymaking.

MANAGER

The Second Class Township Code provides that a township may appoint a Manager by ordinance. The COUNCIL-MANAGER form of government provides that Council shall appoint a Manager. The position is institutionalized into the framework of the organization.

In the recommended optional plan, the Manager would be the chief executive and administrative official of the Township. The Manager is appointed as an at-will employee by the Council, which also holds the authority to remove a Manager from office. The Township Manager shall serve at the pleasure of the Board of Supervisors, subject to contractual rights that may arise under an employment agreement.

A professional Manager qualified by training and experience would provide continuity to the organization with his/her continued presence through each successive election cycle. A Manager can become indispensable by acting fairly and consistently, keeping abreast of laws, regulations and best practices, by knowing what other municipalities are doing, and generally being responsive to the needs and wishes of the people.

The Manager will have the authority to appoint and remove department heads (As per the Optional Plans Law). The Manager recommends the selection of a Treasurer for appointment by Council. Appointments and promotions of subordinate officers and employees within departments shall be with the consent of the Manager.

The Manager would negotiate contracts for the Township, subject to the approval of Council. The Manager would exercise management over the Road, Police, Fire, Code Enforcement, Parks and Recreation, Treasurer/Director of Administration, and all other Township departments.

The Council may retain the position of a separately appointed Township Secretary or could appoint the Manager as Secretary. Either would be responsible for the taking of minutes at Council meetings, all of which the Manager must attend, unless excused, and overseeing the maintenance and organization of the Township ordinances.

The Manager would also be responsible for preparing and submitting the annual budget for the approval of Council, as provided in the Optional Plans Law. Council may assign additional duties and responsibilities to the Manager as it deems fit.

Adopting the COUNCIL-MANAGER form of government would provide a balance of responsibilities for professional Township governance.

TREASURER

The Optional Plans Law makes optional in the final report the office of Treasurer, which may be either elective or appointive. The Study Commission recommends that the Manager select a Treasurer based on qualifications, skills, and experience and submit the candidate to Council for appointment.

The Treasurer shall be responsible for collection, receiving, receipting, recording, depositing, safekeeping, and payment over the township monies. By appointing rather than electing the individual who is to carry out these responsibilities, it would ensure proper qualifications and experience in municipal financial management.

SECTION 9: QUESTION TO BE PLACED ON THE BALLOT

In order to implement these recommendations, we the members of the Millcreek Government Study Commission recommend the following question be placed on the November 4, 2025, Municipal Election ballot:

**SHALL THE COUNCIL-MANAGER PLAN INCLUDING RECOMMENDATIONS PERTAINING TO
OPTIONAL PROVISIONS CONTAINED IN THE REPORT OF THE GOVERNMENT STUDY
COMMISSION, DATED JULY 21, 2025, AS AUTHORIZED BY THE HOME RULE CHARTER AND
OPTIONAL PLANS LAW, BE ADOPTED BY THE TOWNSHIP OF MILLCREEK, ERIE COUNTY,
PENNSYLVANIA?**

YES NO

INTERPRETATIVE STATEMENT

A Yes vote will result in a COUNCIL-MANAGER form of government.

A No vote is to retain the existing form of township government.

SECTION 10: RECOMMENDATIONS FOR ESTABLISHING A COMMITTEE TO FACILITATE A TRANSITION TO THE NEW FORM OF GOVERNMENT

If the Township voters approve the Study Commission's recommendation, in order to establish an orderly procedure for transition from the old to the new form of government required by the recommended COUNCIL-MANAGER form of government, the following recommendations are made:

1. That within 75 days from November 5, 2025, the date of adoption of the optional plan, a Transition Committee is to be appointed by the Board of Supervisors to draft an administrative code, amend existing personnel rules and regulations and draft any other necessary documents required by the Optional Plans Law. Their respective adoption by the new five-member Council is to be commensurate with the effective date of the Council-Manager form of government, which is January 1, 2028. The drafting process is to be concluded and forwarded to the Board of Supervisors by December 31, 2026.

This deadline can be extended by a written request from the Transition Committee to the Board of Supervisors, provided the Supervisors vote in favor of said requested extension.

2. The Transition Committee, in conjunction with the Board of Supervisors, should begin the recruitment process for a Township Manager. The new five-member Township Council will appoint and hire the new Manager.
3. The composition of the seven-member Transition Committee shall be appointed by the Board of Supervisors and include:
 - a. Four members of the government Study Commission and Alternates.
 - b. Two residents of the Township.
 - c. One member of the Board of Supervisors.
4. That within 10 days following the election of the Council to take office the first Monday of January 2028, the members of the newly elected Council meet with the Transition Committee to review and finalize the necessary ordinances, rules and regulations, and prepare to adopt them at the Council organizational meeting of January, 2028 in order that the new form of government will begin with its new organization in effect.
5. That the Board of Supervisors will prepare and adopt the initial budget for 2028 but in no way limit the power of the new Council to revise the budget for 2028 as authorized under the Optional Plans Law.

SECTION 11: TRANSITIONAL PROVISIONS REQUIRED BY HOME RULE CHARTER AND OPTIONAL PLANS LAW

Some of the transitional provisions required by the Optional Plans Law have been incorporated in preceding sections with the subjects with which they are concerned.

Additional provisions follow:

ELECTED AND APPOINTED OFFICIALS AND EMPLOYEES

- Any member of the municipal governing body (present Board of Supervisors) in office at the time of the adoption of the COUNCIL–MANAGER form of government shall remain in office, continuing as a Council Member until the expiration of their term of office.
- At the municipal election of November 2027, two new additional Council Members shall be elected to take office on the first Monday of January 2028. The candidate with the highest number of votes will serve a four-year term and the candidate with the next highest number of votes will serve a two-year term. Thereafter, each member of Council shall be elected for a term of four years each election cycle on a staggered basis resulting in a rotation of three persons, and then two persons running each respective municipal election.
- As per the Optional Plans Law (See Section 7, Item #5 of this report), all appointive offices (e.g., members of the Planning Commission, Zoning Hearing Board, Fire Commission) existing in Millcreek Township government on the effective date of the COUNCIL–MANAGER form of government shall not automatically continue, and the terms of all appointive officers shall cease. Provided that nothing in this section shall be construed to abolish the office or terminate the terms of office of any official or employee now protected by any tenure of office statute, or of any police officer or paid firefighter, whether or not protected by a tenure of office statute.

The new Township Council may reappoint any or all of the former offices and members or appoint new members to these offices, subject to the terms above.

COMPENSATION (STIPEND) OF ELECTED TOWNSHIP COUNCIL

Compensation (stipend) of all township Council members will apply to all sitting Supervisors and those elected as of January 1, 2028. Council members' compensation (stipend) for those elected in the November 2027 municipal election shall be as stipulated in the Second Class Township Code based on population and up to the annual maximum compensation (stipend) of \$8,385. The compensation (stipend) of Council members elected after 2027 is to be fixed by ordinance of Council finally passed or adopted at least two days prior to the last day fixed by law for candidates

to withdraw their names from nominating petitions previous to the day of the municipal election. After such compensation (stipend) is fixed by ordinance, only an increase or decrease need be fixed by such ordinance.

ORDINANCES AND RESOLUTIONS

All ordinances and resolutions of the township to the extent that they are not inconsistent with the Optional Plans Law and the COUNCIL–MANAGER form of government shall remain in full force and effect until modified or repealed as provided by statute. All actions and proceedings of a legislative, executive, and judicial character, which are pending upon the effective date of the COUNCIL–MANAGER form of government may continue, and the appropriate officer or employee under this optional plan be substituted for the officer or employee theretofore exercising or discharging the function, power, or duty involved in such action or proceeding.

APPENDIX A

RELEVANT EXTRACTS FROM HOME RULE CHARTER AND OPTIONAL PLANS LAW

The following are sections extracted from the Home Rule Charter and Optional Plans Law to prepare this report in accordance with the statute.

Subchapter F

General Provisions and Limitations for Optional Plan Municipalities

Section 2971. Law applicable to optional plan

Upon the adoption by the electors of any of the optional plans of government as set forth in this subpart, the municipality shall thereafter be governed by the plan adopted and by the provisions of general law applicable to that class or classes of municipality except as otherwise provided in this subpart. Until the municipality adopts another form of government, the plan adopted and the provisions of general law applicable to that class or classes of municipality shall be law. All statutes affecting the organization, government and powers of the municipality which are not inconsistent or in conflict with this subpart shall remain in full force until modified or repealed.

Section 2972. Recording and filing of plan

The municipal clerk or secretary shall immediately cause the new plan of government as adopted to be recorded in the ordinance book of the municipality and shall also file a certified copy thereof with the Department of State, the Secretary of Community and Economic Development and the county board of elections.

Section 2973. Scope of powers of optional plan

The general grant of municipal power under this subpart is intended to confer the greatest power of self-government consistent with the Constitution of Pennsylvania and with the provisions of and the limitations prescribed by this subpart. Any specific enumeration of municipal powers contained in this subpart or in other statutes does not limit the general description of power contained in this subpart. Any specifically enumerated municipal powers are in addition and supplementary to the powers conferred in general terms by this subchapter. All grants of municipal power to municipalities governed by an optional plan under this subpart, whether in the form of specific enumeration or general terms, shall be liberally construed in favor of the municipality.

Section 2974. Limitation on powers of optional plan

The optional plan of any municipality adopted in accordance with this subpart shall not give any power or authority to diminish any rights or privileges of any present municipal employee in his/her pension or retirement system. No municipality shall exercise any powers or authority beyond the municipal limits except those conferred by statute, and no municipality shall engage in any proprietary or private business except as authorized by the General Assembly.

Subchapter D Council-Manager Plan

Section 3051. Designation and applicability of plan

The form of government provided in this subchapter shall be known as the “Council-Manager Plan” and shall, together with Subchapter F of Chapter 29 (relating to general provisions and limitations for optional plan municipalities) and Subchapter A of Chapter 31 (relating to officers and employees), govern any municipality the voters of which have adopted this plan pursuant to this subpart.

Section 3052. Officers and employees

Each municipality under this subchapter shall be governed by an elected council, one member of which shall be chairman chosen under sections 2924 (relating to specificity of recommendations) and 3056 (relating to selection of mayor, council president or chairman), and an appointed municipal manager, and, if so provided under the plan, an appointed treasurer, and by those other officers and employees as may be duly appointed pursuant to this subchapter, general law or ordinance.

Section 3054. Election and term of office of council members

The municipal council shall consist of five members, unless under the authority granted pursuant to section 2924 (relating to specificity of recommendations), the municipality shall be governed by a council of three, seven or nine members. Members of the municipal council shall be elected at large by the electors unless, pursuant to the authority granted under section 2924, members shall be elected on a district basis in which each district is as equal in population as is feasible, or on a combination at large and district basis as determined by the government study commission or as specified in an initiative petition or ordinance of the governing body under the provisions of sections 2942 (relating to initiation of amendment by electors or council), 2943 (relating to petition for referendum or ordinance proposing amendment) and 2944 (relating to time and manner of submission of question), at a regular municipal election. The members shall serve for a term of four years except as provided in this subchapter, beginning on the first Monday of January next following their election.

Section 3055. First election of council members

At the first municipal election following the adoption by a municipality of this charter plan, council members shall be elected and shall serve for the terms as provided in section 3162 (relating to status and term of office of officials).

Section 3056. Selection of mayor, council president or chairman

- (a) General rule. – On the first Monday in January following the municipal election, the members of the municipal council shall assemble at the usual place of meeting, organize and elect one of their number as chairman unless otherwise provided. The chairman shall be chosen by ballot by majority vote of all members of the municipal council. If the

members shall be unable, within five ballots to be taken within two days of the organization meeting, to elect a chairman, then the member who in the election for members of the municipal council received the greatest number of votes shall be the chairman. If that person declines to accept the office, then the person receiving the next highest vote shall be the chairman, and so on, until the office is filled. The chairman shall preside at all meetings of the municipal council and shall have a vote in its proceedings.

Section 3057. Appointment and duties of municipal clerk or secretary

A municipal clerk or secretary shall be appointed in the manner set forth in the administrative ordinance as provided in section 3146 (relating to passage of administrative ordinance). The municipal clerk or secretary shall serve as clerk of the council, keep its minutes and records of its proceedings, maintain and compile its ordinances and resolutions as this subpart requires and perform any functions as may be required by law or ordinance. The municipal clerk shall, prior to his/her appointment, have been qualified by training or experience to perform the duties of the office.

Section 3058. Powers and duties of council

(a) General rule. – All powers as provided by laws applicable to the second class township code shall be vested in the municipal council, except as otherwise provided by this subchapter, and the council shall provide for the exercise thereof and for the performance of all duties imposed on the municipality by law.

(b) Adoption of administrative ordinance. – The council shall by ordinance adopt an administrative ordinance defining the responsibilities of the municipal departments and agencies as it deems necessary and proper for the efficient conduct of municipal affairs.

(c) Appointment of municipal manager. – The municipal council shall appoint a municipal manager. The office of municipal manager and municipal clerk or secretary may be held by the same person.

(d) Investigations. – The council may make investigations into the affairs of the municipality and the conduct of any municipal department, office or agency.

(e) Administrative departments, boards and offices. – The municipal council shall continue or create, and determine and define, the powers and duties of any executive and administrative departments, boards and offices, in addition to those provided for in this subpart, as it deems necessary for the proper and efficient conduct of the affairs of the municipality, including the office of deputy manager. Any department, board or office so continued or created may be abolished by the municipal council. No member of municipal council shall head an administrative department.

(f) Additional powers and limitations. – It is the intention of this subchapter that the municipal council shall act in all matters as a body, and it is contrary to the spirit of this subchapter for any of its members to seek individually to influence the official acts of the municipal manager or any other officer, or for the council or any of its members to direct or request the appointment of any person to or his removal from office, or to interfere in any way with the performance by the officers of their duties. The council and its members shall deal

with the administrative service solely through the municipal manager and shall not give orders to any subordinates of the municipal manager, either publicly or privately. This subchapter does not prevent the municipal council from appointing committees of its own members or of citizens to conduct investigations into the conduct of any officer or department, or any matter relating to the welfare of the municipality, and delegating to those committees such powers of inquiry as the municipal council deems necessary.

Section 3059. Qualifications of municipal manager

The municipal manager shall be chosen by the council on the basis of his executive and administrative qualifications. At the time of his appointment, he need not be a resident of the municipality or this commonwealth. The municipal manager shall not hold any elective governmental office.

Section 3060. Removal of municipal manager from office

The municipal manager shall be appointed for an indefinite term and may be removed by a majority vote of the council. At least 30 days before the removal becomes effective, the council shall notify the municipal manager of its decision to remove him from office, by a majority vote of its members, stating the reasons for his removal. The municipal manager may reply in writing and may request a public hearing, which shall be held not earlier than 20 days nor later than 30 days after the filing of the request. After the public hearing, if one is requested, and after full consideration, the council by majority vote of its members may adopt a final resolution of removal. By the preliminary resolution, the council may suspend the municipal manager from duty, but may, in any case, cause to be paid immediately any unpaid balance of his salary and his salary for the next three calendar months.

Section 3061. Inability of municipal manager to perform duties

The municipal manager may designate a qualified administrative officer of the municipality to perform his duties during his temporary absence or disability. In the event of his failure to make a designation, or if the absence or disability continues more than 30 days, the council may appoint an officer of the municipality to perform the duties of the manager during the absence or disability until the manager returns or his disability ceases.

Section 3062. Powers and duties of municipal manager

The municipal manager shall have the following powers and duties:

- (1) To be the chief executive and administrative official of the municipality.
- (2) To execute all laws and ordinances.
- (3) To appoint and remove department heads and the deputy manager, if one is authorized by council, and appoint subordinate officers and employees under procedures established in section 3122 (relating to appointment of subordinate officers and employees).

- (4) To negotiate contracts for the municipality, subject to the approval of the municipal council, make recommendations concerning the nature and location of municipal improvements and execute municipal improvements as determined by the municipal council.
- (5) To assure that all terms and conditions imposed in favor of the municipality or its inhabitants in any statute, public utility franchise or other contract are faithfully kept and performed and, upon knowledge of any violations, to call the same to the attention of the municipal council.
- (6) To prepare the agenda for and attend all meetings of the municipal council with the right to take part in the discussions, but without the right to vote.
- (7) To make such recommendations to the council concerning policy formulation as he deems desirable and keep the council and the public informed as to the conduct of municipal affairs.
- (8) To prepare and submit the annual budget to the council together with such explanatory comment as he deems desirable and to administer the municipal budget.
- (9) To perform such other duties as may be required of the municipal manager by ordinance or resolution of the municipal council.
- (10) To be responsible to the council for carrying out all policies established by it and for the proper administration of all affairs of the municipality within the jurisdiction of the council.

Section 3063. Preparation and adoption of budget

The municipal manager shall submit to council his recommended budget, together with any explanatory comment or statement he deems desirable. The budget shall be in such form as is required by council for municipal budgets and shall in addition have appended thereto a detailed analysis of the various items of expenditure and revenue. The budget as submitted and adopted shall be balanced. Council shall upon introduction of the proposed budget fix a date for adoption thereof which shall be not later than December 31 immediately following submission.

Section 3064. Amended budget

During January next following any municipal election, council may request the manager to submit an amended budget to council which shall consider it in the same manner as provided in section 3063 (relating to preparation and adoption of budget), except that final adoption of the amended budget shall not be later than February 15 of the same year.

Chapter 31

General Provisions Common to Optional Plans

Subchapter A

Officers and Employees

Section 3101. Adverse interest in contracts for purchase or services

- (a) General rule. – If a municipal officer or official elected or appointed knows or by the exercise of reasonable diligence should know that he is interested to any appreciable degree, either directly or indirectly, in any contract for the sale or furnishing of any personal property for the use of the municipality, or for any services to be rendered for the municipality involving the expenditure of more than \$300 in any year, he/she shall notify council. Any such contract shall not be passed and approved by council except by an affirmative vote of at least three-fourths of the members. If the interested officer is a member of council, he/she shall refrain from voting upon the contract.
- (b) Exception. – This section does not apply to cases where the officer or official is an employee of the person, firm or corporation to which money is to be paid in a capacity with no possible influence on the transaction and in which he/she cannot possibly be benefited either financially or in any other material manner.
- (c) Penalties. – Any officer or official who knowingly violates this section shall be liable to the municipality upon his bond, if any, or personally, to the extent of the damage shown to be sustained by the municipality and to ouster from office, and commits a misdemeanor of the third degree and shall, upon conviction, be sentenced to pay a fine not exceeding \$500, or imprisonment not exceeding one year, or both.

Section 3102. Acceptance of services at more favorable terms

An officer or employee shall not accept or receive, directly or indirectly, from any person operating within the territorial limits of a municipality any interurban railway, bus line, street railway, gas works, waterworks, electric light or power plant, heating plant, telegraph line, telephone exchange or other business using or operating under a public franchise, any frank, free pass, free ticket, or free service, or accept or receive, directly or indirectly, from any person, any other service upon terms more favorable than is granted to the public generally, except that the prohibition of free transportation shall not apply to police officers or firefighters in uniform. Free service to the municipal officials provided by any franchise or ordinance shall not be affected by this section.

Section 3103. Gift or promise of thing of value to influence political support

- (a) General rule. – A candidate for office, appointment or employment, or an officer, appointee or employee in any municipality shall not, directly or indirectly, give or

promise to any person any office, position, employment, benefit or anything of value for the purpose of influencing or obtaining the political support, aid or vote of any person.

- (b) Penalty. – Any person who violates subsection (a) shall be disqualified to hold the office or employment to which he may be or may have been elected or appointed.

Section 3104. Refusal or failure to appear or testify before court

Any person elected or appointed to any office or position in a municipality governed under this subpart who, after lawful notice or process, willfully refuses or fails to appear before any court, any legislative committee or the Governor, or having appeared refuses to testify or to answer any question regarding the property, government or affairs of the municipality, or regarding his nomination, election, appointment or official conduct on the ground that his answer would tend to incriminate him, or refuses to waive immunity from prosecution on account of any matter in relation to which he may be asked to testify, may be removed from office by the council of the municipality.

Subchapter B

Treasurer

Section 3111. Selection and duties of municipal treasurer

- (a) General rule. – Under any of the optional plans as set forth in this subpart, except for the plan set forth in Subchapter F of Chapter 30 (relating to optional county plan), the office of municipal treasurer may be omitted, or may be filled by appointment or by election, as provided in the plan. If the office of municipal treasurer is to be filled by appointment, the appointment shall be made in accordance with the appointment procedures for other department heads.
- (b) Powers and duties of elected treasurer. – The municipal treasurer, if elected shall perform the functions and duties and have the powers relating to the collection, receiving, safekeeping and payment over the public moneys, including municipal, county, institution district and school district taxes, as provided by law and shall have any other functions, powers and duties assigned to him/her by the executive of the municipality.

Subchapter C

Appointment Power and Personnel

Section 3121. Appointment of members of boards and commissions

The appointment power of the chief executive of the municipality under any of the plans authorized by this subpart shall include the appointment of members of boards and commissions authorized by this subpart, by law, or by action of municipal council. All such appointments shall be with the advice and consent of a majority of municipal council.

Section 3122. Appointment of subordinate officers and employees

- (a) General rule. – Appointments and promotions of subordinate officers and employees within departments shall be made by the department head on the basis of a personnel system which shall include written procedures for appointment and promotion based on merit and fitness as demonstrated by examination or other evidence of competence for the position.
- (b) Personnel rules. – The personnel system shall be governed by personnel rules which shall be prepared by the executive (mayor) or manager and submitted to the municipal council which shall adopt them with or without amendments unless otherwise provided for or arrived at by collective bargaining. The personnel rules may provide for:
 - (1) The classification of all municipal positions, based on the duties, authority and responsibility of each position, with adequate provision for reclassification of any position whenever warranted by change of circumstances.
 - (2) A pay plan for all municipal positions.
 - (3) Methods for determining the merit and fitness of candidates for appointment or promotion.
 - (4) The policies and procedures regulating reduction in force and disciplinary action, including suspension and removal of employees.
 - (5) The hours of work and provisions for sick and vacation leave and holidays and overtime compensation.
 - (6) Grievance procedures, including procedures for the hearing of grievances.
 - (7) Other practices and procedures necessary to the administration of the municipal personnel system.

Subchapter D

Filling Vacancies in Elected Office

Section 3131. Applicability of subchapter

This subchapter shall apply to the filling of vacancies in elected office in all optional plans and options except those set forth in Subchapter F of Chapter 30 (relating to optional county plan).

Section 3132. Manner of filling vacancies in office

(a) Members of council. –

- (1) If a vacancy exists in the municipal council, the municipal council shall, by a majority of its remaining members, fill the vacancy, within 30 days thereafter, by electing a qualified person to serve until that first Monday of January when his successor is duly sworn into office for the remainder of the term of the person originally elected to the office. The successor shall be elected at the next municipal election occurring at least 50 days after the vacancy begins.
- (2) In case vacancies should exist whereby the offices of a majority or more members of the municipal council become vacant, the remaining members shall fill the vacancies, one at a time, giving each new appointee reasonable notice of his appointment as will enable him to meet and act with the then qualified member or members of the municipal council in making further appointments until a bare majority of members of municipal council members have been qualified. At that time these members shall appoint persons to fill the remaining vacancies at a meeting attended by the majority members of municipal council, such appointees to receive a majority of the votes of the members present at the meeting. Each person selected to fill the vacancy or vacancies shall hold his office as provided in this subsection.
- (3) If, by reason of a tie vote or otherwise, the vacancy shall not have been filled by the remaining members of municipal council within the time as limited in this subsection, the court of common pleas, upon the petition of ten or more qualified electors, shall fill the vacancy by the appointment of a qualified person for the portion of the unexpired term as provided in this subsection.

Subchapter E Legislation by Council

Section 3141. Regular and special meetings of council

The council shall, by ordinance or resolution, designate the time of holding regular meetings which shall be at least monthly. The chairperson of council may and, upon written request of a majority of the members of the council, shall call a special meeting of the council. In the call, he/she shall designate the purpose of the special meeting and no other business shall be

considered. All meetings of the council shall be open to the public. The municipal clerk or secretary shall keep a journal of its proceedings and record the minutes of every meeting.

Section 3142. Procedure and functions of council

- (a) Rules of procedure. – Council shall determine its own rules of procedure, not inconsistent with ordinance or statute. A majority of the whole number of members of the council shall constitute a quorum, and no ordinance shall be adopted by the council without the affirmative vote of a majority of all the members of the council.
- (b) Adoption of ordinances and resolutions. – Each ordinance or resolution shall be presented and considered as determined by council rules of procedure. The vote upon every motion, resolution or ordinance shall be taken by roll call, and the yeas and nays shall be entered on the minutes. The minutes of each meeting shall be signed by the officer presiding at the meeting and by the municipal clerk or secretary.
- (c) Administrative ordinance. – Council shall adopt by ordinance an administrative ordinance which shall provide for the establishment and filling of additional administrative offices which it deems necessary and shall provide for administrative procedure not otherwise provided for in this subpart or by general law.
- (d) Compensation of treasurer. – The compensation of the treasurer shall be fixed by the council.

Section 3143. Adoption of ordinances

- (a) General rule. – Except as may otherwise be provided in this subpart, all ordinances shall be adopted and published as provided by law. Any ordinance may incorporate by reference any standard technical regulation or code, official or unofficial, which need not be so published whenever ten copies of the regulations or code have been placed on file in the office of the municipal clerk or secretary and in the office of the body or department charged with the enforcement of the ordinance.
- (b) Effective date. – No ordinance, other than the local budget ordinance, shall take effect less than ten days after its final passage by council and approval by the executive (mayor) where that approval is required, unless the council adopts a resolution declaring an emergency and at least a majority plus one of all the members of the council vote in favor of the resolution.

Section 3144. Recording and compilation of ordinances and resolutions

The municipal clerk or secretary shall record all ordinances and resolutions adopted by council and, at the close of each year, with the advice and assistance of the municipal solicitor, shall

bind, compile or codify all the ordinances and resolutions, or true copies thereof, which then remain in force and effect. He shall also properly index the record books, compilation or codification of ordinances and resolutions.

Section 3145. Filing and publication of rules and regulations

No rule or regulation made by any department, officer, agency or authority of the municipality, except as it relates to the organization or internal management of the municipal government or a part thereof, shall take effect until it is filed either with the municipal clerk or secretary or in any other manner provided by ordinance. The council shall provide for the prompt publication of such rules and regulations.

Section 3146. Passage of administrative ordinance

The council shall prepare and pass an administrative ordinance which shall provide for the manner of appointment of a solicitor, clerk or secretary, may create commissions and other bodies with advisory powers and may include additional provisions relating to the internal structure of the municipality as long as the provisions of the administrative ordinance are not in conflict with this subpart.

Subchapter F

Audit and Control

Section 3151. Exercise of financial management control functions

The council shall provide by separate ordinance or in the administrative ordinance for the exercise of a control function in the management of the finances of the municipality by the municipal controller or an independent audit or, in the case of the optional plan set forth in Subchapter F of Chapter 30 (relating to optional county plan), by the controller or auditors.

Section 3152. Post audit by independent auditor

The council may provide for annual post audits of all accounts by an independent auditor who shall be a certified public accountant registered in this commonwealth or a firm of certified public accountants registered in this commonwealth.

Section 3153. Selection of controller

Under any of the optional plans as set forth in this subpart, except for the plans set forth in Subchapter F of Chapter 30 (relating to optional county plan), the office of controller may be omitted or it may be filled by election by the electors rather than by appointment when recommended by the government study commission and adopted by the electors. If the office of controller is to be filled by appointment, a controller shall be appointed for an indefinite term by a majority of the members of the governing body.

Subchapter G

Transition to Optional Plan Government

Section 3161. Applicability of plan

Whenever the electors of a municipality adopt any of the optional plans provided by this subpart at any election for that purpose, the municipality shall be governed under the provisions of that plan, the provisions of law applicable to that class of municipality and this subpart from the first Monday in January following the municipal election occurring after the next succeeding primary election, except as provided in section 2924(c) (relating to specificity of recommendations).

Section 3162. Status and term of office of officials

- (a) Existing elected official. – Any elected municipal official in office at the time of the adoption of any optional plan provided by this subpart shall continue in office only until the new plan of government goes into effect as provided in section 3161 (relating to applicability of plan), except as otherwise provided in subsection (c) and (d).
- (b) Members of council. – At the municipal election next succeeding the adoption of one of the optional plans provided for in this subpart, if four or fewer council members are elected, they shall serve for terms of four years. If five are elected, the four successful candidates receiving the highest percentage of the votes cast for the office to which they are elected shall serve for terms of four years, and the candidate receiving the next highest percentage of votes shall serve for a term of two years. If six or more council members are elected, the five candidates receiving the highest percentage of the votes cast for the office to which they are elected shall serve for terms of four years, and the remaining successful candidates receiving the next highest percentage of votes shall serve for terms of two years. Thereafter, all council members shall be elected for terms of four years. Where the term of office for council members under the adopted plan is different from the term of office for council members under an existing form of government, the terms of office for council members so elected shall be established so that, at each subsequent municipal election at which council members are elected, the number of council members to be elected shall be as nearly equal as possible to the number of council members to be elected at every other regular municipal election at which council members are elected.
- (d) Continuation of existing members of council in office. – Any member of a municipal governing body in office at the time of the adoption of an optional plan shall remain in office, continuing as an at-large or district council member, as the case may be,

until the expiration of this term in office and shall receive the compensation provided by law at that time:

(1) If that council member was elected on an at-large basis, the newly adopted optional plan provides for a total number of at-large council members equal to or exceeding the total number of at-large council members under the existing form of government.

(2) If that council member was elected on a district basis, the district from which that council member was elected remains unchanged and continues to encompass the exact same geographical area under the newly adopted optional plan as under the existing form of government and the number of council members to be elected from that district under the newly adopted optional plan is equal to or exceeds the number elected from that district under the existing form of government.

Any council member may, by writing filed with the municipal treasurer, direct that any portion of this annual compensation for serving in office be returned to the municipal treasury. For the purpose of this section, an executive or mayor who is also a member of the council under an existing plan shall be considered as a member of the council, and after the new plan goes into effect, his duties shall be only those of a member of council as prescribed by the new plan.

- (e) Number of members of council to be elected. – At the municipal election next succeeding the adoption of one of the optional plans provided for in this subpart, the number of council members prescribed by the terms in the plan less the number of council members then in office whose terms do not expire on the first Monday in January next following, as may be determined by subsection (d), shall be elected.
- (f) Filling vacancies on council existing prior to election. – If there are vacancies in council occurring by reason of resignation, death, or removal 90 days or more before the election, they shall be filled for the remainder of the term of the person originally elected to that office.

Section 3163. Compensation of elected officials

- (a) Officials elected prior to transition year. – The annual compensation of the executive (mayor) and council members elected to their offices in the year prior to the transition year under any of the optional plans, except the plan set forth in Subchapter F of Chapter 30 (relating to optional county plan), adopted pursuant to this subpart, shall be established by the commission as part of its recommendations or by the initiative petition or ordinance of the governing body authorized by sections 2942 (relating to initiation of amendment by electors or council), 2943

(relating to petition for referendum or ordinance proposing amendment) and 2944 (relating to time and manner submission of question).

- (b) Officials elected subsequent to transition. – The compensation of the executive (mayor), council members, controller and treasurer elected to their offices subsequent to the transition to any of the optional plans set forth in this subpart, except for the plan set forth in Subchapter F of Chapter 30, shall be fixed by ordinance of council adopted at least two days prior to the last day fixed by law for candidates to withdraw their names from nomination previous to the municipal election. After the compensation is fixed by ordinance, only an increase or decrease thereof need be fixed by the ordinance.

Section 3164. Status of existing ordinances and resolutions

On the effective date of an optional plan adopted pursuant to this subpart, all ordinances and resolutions of the municipality to the extent that they are not inconsistent with the provisions of this subpart shall remain in full force and effect.

Section 3165. Abolishment of existing appointive offices

- (a) General rule. – On the effective date of an optional plan adopted pursuant to this subpart, all appointive offices then existing in such municipality shall be abolished and the terms of all appointed officers shall immediately cease and terminate. This section does not abolish the office or terminate the terms of office of any alderman or constable or of any official or employee now protected by any tenure of office or civil service law, or of any police officer or firefighter, whether or not protected by a tenure of office law.
- (b) Use of resolution to govern interim proceedings. – Provisions for officers and for the organization and administration of the municipal government under the optional plan may be made by resolution pending the adoption of ordinances, but any such resolution shall expire no later than 60 days after the effective date of the optional plan.

Section 3166. Pending actions and proceedings

All actions and proceedings of a legislative, executive or judicial character, pending upon the effective date of an optional plan, may continue. The appropriate officer or employee under the optional plan shall be substituted for the officer or employee exercising or discharging the function, power or duty involved in the action or proceeding before the effective date.

APPENDIX B

SECOND CLASS TOWNSHIP CODE PROVISION – TOWNSHIP MANAGER

ARTICLE XIII TOWNSHIP MANAGER Section 1301.

Township Manager; Appointment, Removal, Powers and Duties; Compensation; Bond.--(a) The township manager shall serve at the pleasure of the board of supervisors, subject to contractual rights that may arise under an employment agreement that may be entered into in accordance with subsection (a.1).

(a.1) The board of supervisors may enter into an employment agreement with the township manager. The employment agreement may set forth the terms and conditions of employment, and the agreement may provide that it shall remain in effect for a specified period terminating no later than two years after the effective date of the agreement or the date of the board of supervisors' organizational meeting following the next municipal election, whichever shall first occur. An employment agreement entered into pursuant to this subsection may specify conditions under which a township manager would be entitled to severance compensation, but in no event shall an employment agreement guarantee employment through the term of the agreement or confer upon the township manager any legal remedy based on specific performance.

(b) The powers and duties of the township manager shall be established by ordinance. The compensation shall be set by resolution and paid out of the general fund of the township. The board of supervisors may delegate, subject to recall, any of their nonlegislative powers and duties to the township manager. The township manager shall give bond to the township, with sufficient surety, in the amount directed by the board of supervisors, conditioned for the faithful performance of the duties of the office.

(c) The office of township manager is not incompatible with the office of township secretary, township treasurer or any other township office or employment, except that of supervisor, auditor or township police officer. (1301 amended July 7, 2011, P.L.305, No.74)

APPENDIX C

COMPARATIVE ANALYSIS: FINANCIAL AND ORGANIZATIONAL DATA

FINANCIAL ANALYSIS – MILLCREEK TOWNSHIP

We reviewed Millcreek Township's annual audits from 2021 through 2023, performed by Zelenkofske Axelrod LLC, a large, regional accounting firm that specializes in municipal government audits. We also reviewed Millcreek Township's 2025 budget.

Below are issues and multiple negative trends that were identified. We note these, along with our interpretation of the findings. The Commission believes these financial issues are symptoms of a systemic problem dealing with financial oversight. They represent examples of significant financial issues that occur due to our current form of government. Our current government structure is antiquated and Supervisors (past, present, and future), without significant municipal government or financial experience and knowledge, may not be equipped to navigate the complexities of modern municipal governance.

This can result in inefficiencies, missed opportunities, and possible legal problems, to the detriment of the township and its citizens.

These financial issues may contribute to setbacks in community progress and development which could be avoided or mitigated by hiring a professional Manager who would provide the necessary financial oversight to assure full, timely financial reporting compliance.

The Township has experienced significant development for over six decades. Along with growth comes the need and demand for more services and infrastructure. Revenues may not keep pace. Millcreek has reached the point where new development is diminishing, leading to fairly stagnant property values, limiting revenues and placing constraints on expenditures and the delivery of services. Trends shown in audits spark questions about the financial health of the Township and how its leadership is managing the organization. Financial health depends on the quality of forecasting of resources by comparing the adopted budget to actual performance. Budgeting ineffectiveness and the excess of ongoing expenditures exceeding revenues are causing operating deficits, which are necessitating balancing the budget with reserves. All of these concerns are discussed in the Findings that follow.

Findings

- Over the last three years, annual audits have been completed later and later with reports issued in August, September, and December. The 2023 audit wasn't issued until December 16, 2024, and presented to the Board of Supervisors on January 28, 2025. A trend like this is a sign of internal inefficiencies, financial concerns, or broader

organizational issues. It is also a concern, because delayed audited financial data affects the accuracy of the projections in the budget for the years that follow. Accurate historical data is critical when creating a realistic budget.

- The 2023 audit report, which wasn't issued until December 2024, reported three material weaknesses in the system of internal control over the financial statements. This is evidence of mismanagement. It affected the accuracy of any unaudited financial information relied on by the township, residents, or others during the year. The independent auditors would have performed more work, at an additional cost to the Township, to gain comfort around the completeness and accuracy of the financial statements. To add some perspective, for public companies, a material weakness is a very serious issue as it could result in significant fines, regulatory consequences, and even prison for executives if they knowingly certify false financial statements. At the very least, it would result in loss of investor confidence, and reputational harm impacting future profitability. For Millcreek Township, it could affect their credit rating and negatively impact their ability to borrow at the best terms.
- The net change in General Fund balance has shown a successive negative trend for the most recent three years audited statements. It decreased \$1.7 million in 2021, \$4.9 million in 2022, and \$11 million in 2023. During that same period of time the Fund Balance decreased from \$35.9 million to \$18.4 million, almost cut in half in three years. The General Fund includes the revenue from taxes and other general revenues and is used to account for ordinary operations of the township. The Unassigned Fund Balance has also decreased yearly, from \$10 million in 2021 to \$3.4 million in 2023. That's a decrease of almost two-thirds in three years. The Unassigned Fund Balance serves as a flexible reserve that can be used in emergency situations. It is often considered a key indicator of sound fiscal management. These persistent negative trends signal financial instability. It is a sign of poor management and issues with planning.
- The 2025 budget, including an estimate for 2024, and projections for each year through 2028 shows a cumulative negative net change in General Fund balance for 2024 through 2028 of \$17.8 million. The continuous decrease in the General Fund balance as evidenced by this finding and the previous finding is a bad trend that will have negative consequences for the Township and taxpayers if not properly managed.
- The separate 2025 Fire Tax Fund budget shows a projected increase in Fire Tax Revenue between 2023 and 2028 of over 319%. That's an increase of nearly \$5 million during that span. Between 2025 and 2028, it is projected to more than double. Where is the

revenue coming from? Effective management is a concern as this will significantly impact taxpayers.

- The 2023 independent auditor report of the Millcreek Township General Authority reported that management did not provide their required discussion and analysis to supplement the basic financial statements, otherwise known as a narrative. The Government Accounting Standards Board considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. It should detail major investments, infrastructure projects, and debt management strategies. It should address financial challenges and anticipated developments. It helps officials and residents to make informed decisions about a municipality's financial standing. This raises concerns about management's comprehension of their responsibilities and their level of transparency.
- A 2023 compliance audit of the township's Aggregated Pension Plan contained a finding that resulted in a net underpayment of state aid to the township. This was attributed to a lack of adequate internal control procedures, procedures that management is both responsible and accountable for.

LEGAL FEES COMPARATIVE ANALYSIS – TOP FIVE MOST POPULOUS TOWNSHIPS

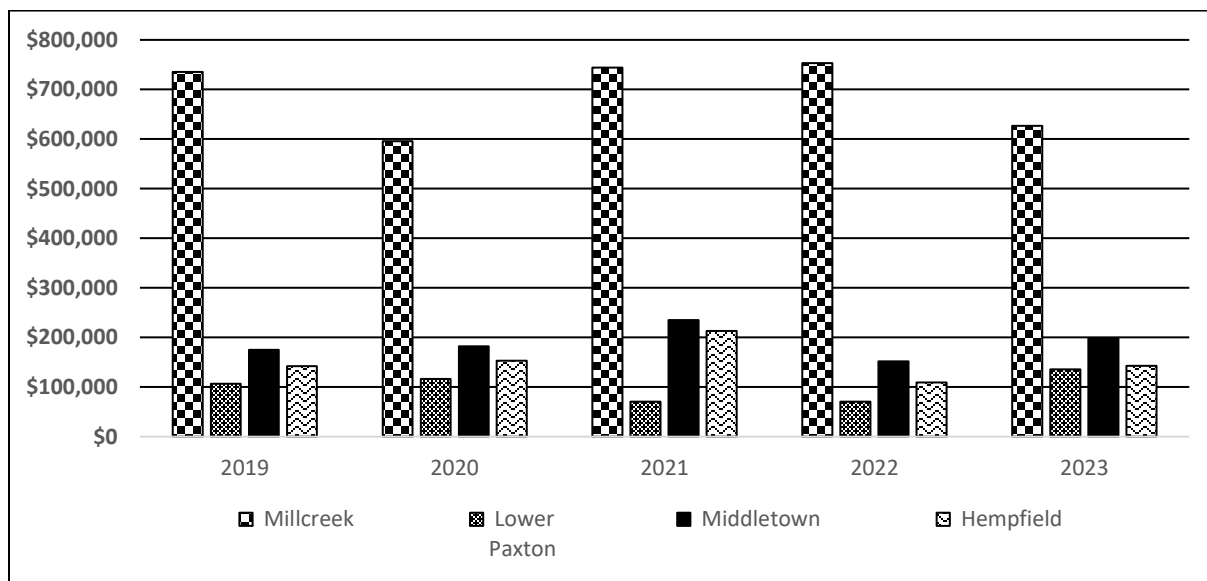
LEGAL FEES FOR FIVE MOST POPULOUS 2ND CLASS TOWNSHIPS SHOWING FIVE-YEAR AVERAGES

Source: Pennsylvania Department of Community and Economic Development (DCED)¹

Township	Bensalem	Millcreek	Lower Paxton	Middletown	Hempfield
Population ²	62,707	54,073	53,501	46,040	41,466
Year					
2019	Not reported	\$735,366	\$106,821	\$174,949	\$142,263
2020	Not reported	\$595,709	\$116,696	\$182,267	\$152,955
2021	Not reported	\$743,833	\$70,545	\$234,989	\$213,400
2022	Not reported	\$753,016	\$70,902	\$151,942	\$109,048
2023	Not reported	\$626,785	\$135,531	\$198,534	\$142,682
2024	Not posted	Not posted	Not posted	Not posted	Not posted
Sum		\$3,454,709	\$500,495	\$942,681	\$760,348
Avg.		\$690,942	\$100,099	\$188,536	\$152,070

¹ The financial data shown in this table and the chart below has been certified by DCED to be accurate.

² From U.S. 2020 Census



SALARY ANALYSIS

We chose Lower Paxton Township (Dauphin County) and Middletown Township (Bucks County) for our salary analysis as they are both Second Class Townships, like Millcreek Township, and have the closest populations to Millcreek Township. Both are part of major Pennsylvania metropolitan areas, like Millcreek Township. Lower Paxton Township is the closest to Millcreek Township in population, area, and maintainable local roads. Lower Paxton Township and Middletown Township both have paid police departments, and both townships plan to maintain fire departments that integrate both paid and volunteer staff.

Focus of this Analysis

The focus of this analysis is the projected effect of changing our form of government (three full-time paid Supervisors and no Township Manager and no Assistant Township Manager) to an optional form of government (with five part-time Supervisors, a Township Manager, and an Assistant Township Manager). It is important to note that the only executive level position that would be immediately necessary and hired with a change to an optional form of government would be a Township Manager. It is the Manager's responsibility to determine if an Assistant Manager would be needed and if it would be a new hire or a promotion from within.

Known Data

- Millcreek Township Supervisor, as employee, 2025 salary: **\$88,846 each**
- Maximum allowable compensation, per Second Class Township Code, of a non-employee Supervisor where the population is greater than or equal to 35,000: **\$8,385**
- Lower Paxton Township Manager: **\$184,226**
- Lower Paxton Assistant Township Manager: **N/A**
- Lower Paxton Assistant Township Manager/Finance Director: **\$154,000**
- Lower Paxton Township Council/Supervisors: **\$5,000 each (5)**
- Middletown Township Manager: **\$215,000**
- Middletown Township Assistant Township Manager: **\$150,000**
- Middletown Township Council/Supervisors: **\$4,000 each (5)**
- Millcreek Township Cost of Living: **80.8%**
- Lower Paxton Township Cost of Living: **89.8%**
- Middletown Township Cost of Living: **119.7%**
- Benefits as a percentage of salary for state and local government workers is approximately **38.2%**, per [U.S. Bureau of Labor Statistics](https://www.bls.gov)

Source for Cost-of-Living data: www.bestplaces.net

The Calculations and Analysis

STEP 1: Adjust for differences in cost of living:

To compare salaries based on cost of living, the formula is:

Equivalent Salary = (Current Salary) × (New Cost of Living Index) ÷ (Current Cost of Living Index)

Using Middletown Township's Manager as an example:

- **Current salary:** \$215,000
- **Middletown Township cost of living index:** 119.7
- **Millcreek Township cost of living index:** 80.8

Equivalent Salary = 215,000 × (80.8 ÷ 119.7) ≈ \$145,129

To maintain the same standard of living in Millcreek Township, Erie County, Pennsylvania, the Middletown Township Manager would need to make approximately **\$145,129 per year**.

The following table shows Lower Paxton and Middletown Township's salaries adjusted based on Millcreek Township's Cost of Living.

ROLE	ADJUSTED SALARY
Lower Paxton Township Manager	\$165,762
Lower Paxton Assistant Township Manager/Finance Director	\$138,566
Middletown Township Manager	\$145,129
Middletown Township Assistant Township Manager	\$101,253

TABLE 1

STEP 2: Convert all salaries to "salaries plus benefits":

In this scenario being analyzed, since Millcreek Township has three full-time salaried Supervisors, receiving benefits, all salaries must be converted to their equivalent "salary plus benefits".

Using Middletown Township's Manager as an example:

\$145,129 + (\$145,129 x 38.2%) = \$200,568

The equivalent salary plus benefits compensation is shown in the table below for all positions.

ROLE	ADJUSTED SALARY PLUS BENEFITS
Lower Paxton Township Manager	\$229,083
Lower Paxton Assistant Township Manager/Finance Director	\$191,498
Middletown Township Manager	\$200,568
Middletown Township Assistant Township Manager	\$139,932
Millcreek Township Supervisors (each)	\$122,785

TABLE 2

STEP 3: Final analysis:

A) Total compensation of Millcreek Township's Supervisors

Per Table 2, \$368,355 (\$122,785 x 3) represents the amount of total compensation that could be reallocated if Millcreek Township Supervisors no longer serve as employees of the Township.

B) Total projected stipend for five non-employee Supervisors

The average stipend paid to non-employee Supervisors in Lower Paxton Township (\$5,000) and Middletown Township (\$4,000) is \$4,500 each. Therefore, the total for five non-employee Supervisors would be \$22,500.

C) Amount available (salary plus benefits) for hiring a Township Manager

$$\$368,355 - \$22,500 = \mathbf{\$345,855}$$

- Using the figures from Table 2, the amount remaining **(saved)** after hiring a Township Manager could range between \$145,287 and \$116,772.
- If the Township Manager determines that an Assistant Township Manager is necessary, and if the position will be an addition to staff, using the figures from Table 2, there would still be an amount remaining **(saved)** of \$5,355 or it could cost the Township \$74,726* more.

* Note that this is based on Lower Paxton Township's Assistant Township Manager who has a dual role as the Finance Director, resulting in a higher compensation amount than an individual who would be performing the role of a typical Assistant Township Manager.

Conclusion

Based on the analysis, Millcreek Township will experience an initial savings in legislative (Supervisors) and executive/administrative (Township Manager) compensation if changing to an optional form of government. If the Township Manager determines that an Assistant Township Manager is needed, there still could be overall savings or an insignificant additional cost.

APPENDIX D

BIOGRAPHIES OF STUDY COMMISSION MEMBERS AND ALTERNATES

STUDY COMMISSION MEMBERS

PAUL VOJTEK - B.S. Accounting, Master of Business Administration, **CHAIRPERSON**
Possesses 40 years of experience in municipal finance; retired Chief Financial Officer and Chief Executive Officer of Erie Water Works. Volunteer service has included Our Lady of Peace Parish Finance Director, Booker T. Washington Center, American Heart Association and MYAA.

ART OLIGERI - B.A. Business Administration, **VICE-CHAIRPERSON**
Retired local business owner and past President of the West Erie Plaza Merchants Association. Volunteer service has included Past President of St. George School Board and Parish Council, Barber Center Shillelagh annual fundraiser and youth sports coach.

JIM DEDAD - B.S. Business Administration, Master of Business Administration., **TREASURER**
Completed a 44-year career with PNC Bank and Erie Insurance, including 21 years as an internal auditor in analyst and management roles, 12 years as an analyst specializing in governance, risk and compliance, and 11 years in operations management, financial analysis, and sales. Volunteer service has included current President of the Northeast Ohio ISACA Chapter, former President of the Erie Chapter of the Institute of Internal Auditors, former Board Chair of Housing and Neighborhood Development Service (HANDS), and Erie Ambassador through the Erie Regional Chamber & Growth Partnership.

JOHN DIPLACIDO - B.S. Electrical Engineering, M.S. Engineering, Master of Business Administration, **SECRETARY**
United States Air Force Veteran. Retired GE Electrical Engineer with 42 years of service. Volunteer service has included Millcreek Sewer Authority member for 25 years, Saint Paul and Sacred Heart Parish Council (8 years); School Boards of Millcreek Township (12 years), Erie County Technical School (7 years), Erie Catholic School System (4 years), Zoning Hearing Board member for 2 years; Past President IEEE, Erie Chapter; Past President, Erie Engineer Societies Council (EESC).

DONNA SHAW - B.S. Business Administration
Retired from career in sales and marketing with over 48 years of experience, the last 25 years as an Employee Benefits consultant having been licensed in five States for health and life insurance. Recognized and awarded producer servicing many top area employers, and 26 years as a Certified Ski Instructor. Volunteer service has included member of Professional Ski Instructors of America, Erie Runners Club, Girl Scout Leader, and Lamb of God Lutheran Church Council.

BILL SCHAAF - B.S. Industrial Management, Master of Business Administration
United States Marine Corps Veteran. Former local business owner, Appraiser, Real Estate Broker. Volunteer service has included Director, President, and Treasurer for Greater Erie Board of Realtors, Board of Viewers, Court of Common Pleas of Erie County, Sertoma Club, Inter-Church Ministries of Erie County, National Ski Patrol and continued service to the D.A.V. transporting Veterans to medical appointments.

RJ ZONNA - B.A. Communications, M.S. Health Service Administration
Auditor for the Commonwealth of Pennsylvania, Office of the Auditor General. Career positions have included Vice-President of United Way and management roles in the Multiple Sclerosis Society and the Association for Disabled Citizens. Volunteer service has included Board member of the Community Blood Bank and the Boys and Girls Club.

ALTERNATES

SUE WEBER - B.S., P.H.R. (Professional in Human Resources)
Senior Real Estate Specialist/Realtor. First female to serve as Millcreek Township Supervisor-12 years, Two-Term Erie County Controller; Worked in both the County and Federal Court Systems Volunteer service has included Board Member-Erie County Land Bank; Former Member, PA Infrastructure Investment Authority (PENNVEST); 30-year hospice service provider, Highmark Caring Place; Emmaus Soup Kitchen; St. Mark Seminary Auxiliary; Serra Club, Serv Erie; Cursillista; Eucharistic Minister for St. George church and Springhill/Forestview and Western Reserve; Greater Erie Board of Realtors Education and Legislative Committees.

BOB ENAS - Cathedral Prep Graduate, Attended General Motors Institute
Currently serves on the Property Maintenance hearing board of Millcreek Township. Retired after 34 years with GE Healthcare as a Senior Systems Support engineer. Also served as the local service leader. Volunteer service has included EYSA soccer as an age group leader, coach and referee for many years, and served a number of years on the Fiscal Affairs Committee at Blessed Sacrament School.

DOUG KRUGGER - Tech Memorial Graduate with a trade certificate in Data Processing, Programming and Data Analyst coursework, Certificate in Business Management.
Retired after 36 years with the Erie School District as the Administrator of Management Information Systems (Chief Information Officer). Volunteer service has included Treasurer of the Jaycees, Treasurer of the Data Processing Management Association. Member of the St. George Parish Council, and Usher at St. George Parish for 18 years.

KIM HUFF - Tech Memorial Graduate with a trade certificate in Business.
Retired after a 38-year career with the Veterans Administration serving 29 years at the Erie VA Medical Center in the Logistics Field as the Facility Logistics Officer, 9 years as a Project Manager at the Veterans Health Administration Procurement and Logistics Office, Washington, D.C. Volunteer service has included VA Employee Association, VA National Trainer, and McDowell Football Boosters as President and Treasurer.

MARCIA URRARO TERRY - B.S.

Former Teacher. Transition to the Insurance business to become a property and casualty Agent. Volunteer service has included Secretary of the Student Government at Gannon University, Past President of the Insurance Women of Houston, Texas, Insurance Women of the Year, Construction Risk Insurance Specialist, Youth Group at Erie Assembly Church, and Sunshine Committee.

APPENDIX E

STATEMENT OF FUNDS, MATERIALS AND SERVICES USED BY THE STUDY COMMISSION AND SUPPLIERS OF SUCH RESOURCES (BUDGET)

MILLCREEK TOWNSHIP GOVERNMENT STUDY COMMISSION BUDGET TO ACTUAL WITH REMAINDER OF EXPENSES PROJECTED

EXPENSE TYPE	BUDGET AMOUNT	PAID AS OF 7/21/2025	BALANCE AS OF 7/21/2025	PROJECTED EXP. THRU 11/4/2025	VARIANCE (+/-)
Professional Services					
Public Partners	\$70,360.00	\$45,930.94	\$24,429.06	\$24,429.06	0.00
Advertising & Public Communications					
Webpage content and updates	3,948.00	1,649.36	2,298.64	2,298.64	0.00
Legal notices	600.00	0.00	600.00	600.00	0.00
Public Outreach/ Educational Materials	12,067.00	1,990.58	10,076.42	10,061.42	-15.00
Travel					
Mileage reimbursement	1,000.00	0.00	1,000.00	0.00	-1,000.00
Administrative Expenses					
Recording Secretary services	7,500.00	5,752.10	1,747.90	1,747.90	0.00
Duplication & Printing	150.00	115.32	34.68	34.68	0.00
Livestream meetings (WQLN)	3,375.00	1,143.75	2,231.25	1,350.00	-881.25
Misc. Expense	1,000.00	0.00	1,000.00	1,000.00	0.00
TOTAL	\$100,000.00	\$56,582.05	\$43,417.95	\$40,921.70	-\$1,896.25

EXHIBIT OF SUPPLIERS FOR THE LINE ITEMS IN THE BUDGET

Professional Services – ALOM/Public Partners

Webpage content and updates – Werkbot Studios

Public Outreach/Educational Materials – Printing Concepts; InCommunity Magazines; Vivx LLC; Millcreek Township School District

Recording Secretary services – Sheryl Williams

Duplication and Printing – Millcreek Township

Livestream meetings – WQLN

Miscellaneous – Knox Law

CERTIFICATION

We, the undersigned members of the Millcreek Government Study Commission, do hereby affirm pursuant to 53 P.S. Section 2921(b) that the Commission has used the foregoing listing of actual or estimated expenditures for goods, materials and services, used by the Commission in the performance of its work and the preparation and filing of the Final Plan Report, as set forth in the Appendix E to the Final Plan Report, are true and correct to the best of our information and knowledge and accurately reflects all funds, goods, materials and services used by the Commission in the performance of its work and the preparation and filing of the Final Plan Report. We understand that any false statements herein are made subject to the penalties of 18 Pa.C.S. Section 4904, relating to unsworn falsification to authorities.

We have affixed an original or electronic signature below.

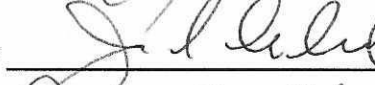
Paul Vojtek, Chairperson



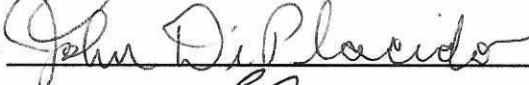
Arthur Oligeri, Vice-Chairperson



James DeDad, Treasurer



John DiPlacido, Secretary



Donna Shaw



Bill Schaaf



RJ Zonna



CERTIFICATION OF MILLCREEK TOWNSHIP GOVERNMENT STUDY COMMISSION REPORT

I, Sheryl Williams, Secretary for Millcreek Township, Erie County, hereby certify the following: **REPORT OF THE MILLCREEK TOWNSHIP GOVERNMENT STUDY COMMISSION, DATED JULY 21, 2025.**

1. That the Millcreek Township Government Study Commission, duly formed and operating under the provisions of 53 Pa. CSA Chapter 29, has completed its report concerning the question of adopting an optional plan of government for Millcreek Township.
2. That the Commission has recommended that the question of adopting the form of government detailed in its report be submitted to the electors of this municipality.
3. That attached hereto is a true and correct copy of the Government Study Commission's report.
4. That this certification, along with a copy of the Commission's report, is being submitted to the Erie County Board of Elections within five days of the filing of the report, as required by 53 CSA § 2926.

I understand that any false statements herein are made subject to the penalties of 18 Pa. CSA § 4904, relating to unsworn falsification to authorities.

Certified this 21st day of July, 2025.



Sheryl Williams

Secretary

Millcreek Township, Erie County

2025 JUL 24 AM 9:52
ERIE COUNTY
VOTER REGISTRATION