

# Sunset Review September 9, 2019



**COUNTY OF**



**ALLEGHENY**

**RICH FITZGERALD**  
COUNTY EXECUTIVE

September 16, 2019

The Honorable Rich Fitzgerald  
Allegheny County Executive  
Courthouse - Room 101  
436 Grant Street  
Pittsburgh, PA 15219

The Honorable Members of Council  
Allegheny County Council  
Courthouse - Room 119  
436 Grant Street  
Pittsburgh, PA 15219

Dear County Executive Fitzgerald & Members of Allegheny County Council:

In accordance with Article VI and Article VII of the Home Rule Charter and Article XII of the Administrative Code of the County of Allegheny, I respectfully submit the 2015 Sunset Review for your consideration.

As referenced by the Sunset Review of June 30, 2014, the administration of County Executive Rich Fitzgerald in its efforts to ensure that the functions of Departments are reviewed in a manner that reflects intersecting roles and missions of Departments and agencies, a staggered process is being implemented with this review. (Note Appendix A)

While all the Departments reflect the full intent of the Charter, reviews were conducted that fulfill the charge of the Charter to “increase economic growth and development” through the evaluation of the Departments of Economic Development and Minority, Women and Disadvantaged Business Enterprise and associated Authorities, Boards and Commissions and fostering “the quality of life” by a review of functions of the Departments of Health and Human Services; the John J. Kane Regional Centers; and related Boards.

Given that these entities were fully evaluated in June 30, 2015, minimal changes in the essential elements required by the Code from the previous report are noted in this Sunset Review process. However, in the subsequent review in 2021, it is expected that various changes will be considered.

As the Code allows the County Manager “in the exercise of his best professional judgment to include other issues that would aid in the furtherance of making County government more competitive and performance-oriented” the Sunset Review for Departments also includes a Vision and Mission Statement, as well as, achievements that occurred between July 1, 2015 - December 31, 2018.

The review is composed of the following elements:

- Overview of Allegheny County Home Rule and Process of Sunset Review;
- Elements of the Sunset Review Process;
- Methodology;
- Promoting Economic Vitality and Fostering a Higher Quality of Life/ Department Achievements; and
- Sunset Reviews of Departments and Related Agencies and Authorities and appropriate recommendations that promote economic vitality and foster a higher quality of life.

I would also like to extend deepest gratitude to all members of our government that contributed to this effort.

Thank you for your consideration.

Sincerely,

A handwritten signature in blue ink that reads "William D. McKain".

William D. McKain CPA  
County Manager

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*Deepest appreciation to the Department members for their assistance in the preparation of this report including Dennis Biondo, Bill LaLonde, Karen Blumen, Tonia Caruso, Mark Bertolet, Ruth Byrd-Smith, Lisa Edmonds, Ron Sugar, Jack Exler, Howard Schubel, and Simone Thomas.*

## Overview of Allegheny County Home Rule and Process of Sunset Review

Under the Constitution of the Commonwealth, counties have “no inherent right to self-government beyond what the State Constitution and the General Assembly may grant” unless the citizens of the county opt for “home rule”. Because of this, Allegheny County was governed by the Second Class County Code adopted by the Legislature in 1935 and modified in 1955. The functions delegated to the county under this code included: the administration of elections and the registration of voters; assessment of property for tax purposes; administration of justice; care of prisoners; recording of deeds; execution of wills; construction and maintenance of roads and bridges; care of the aged, dependent and indigent ill; planning; civil defense; the administration and direction of airports; sewage disposal; and management of parks, recreation and public health.”

While this form of government provided for the services specifically delineated by Second Class County Code, the citizens of the County opted on May 19, 1998, to enact a Home Rule Charter for the county effective in the year 2000. As specified in Chapter 105 of the Code, the County “shall have and may exercise any and all powers and perform any and all functions not specifically denied by the Constitution of the United States of America, the Constitution and laws of the Commonwealth of Pennsylvania and the Charter”.

To fulfill this charge, the Commissioner form of government was replaced by a new structure composed of an elected Chief Executive, a fifteen member (15) County Council and an appointed County Manager as specified in the Administrative Code of Allegheny County enacted on June 20, 2000. Under this new structure of government, the general duties of county government were retained despite separating legislative and executive functions. As such, authority for county government is vested with 1,225,365 residents (Census estimates, July 1, 2016) residing within the 130 municipalities in 731 square miles.

While Article II of the Administrative Code entitled “Organization and Structure of County Government” initially designated ten (10) categories of Independently Elected County Officials of Clerk of Courts, County Controller, County Coroner, District Attorney, Jury Commissioners, Prothonotary, Recorder of Deeds, Register of Wills, Sheriff and Treasurer, the voters opted in May of 2005 to consolidate the offices of Coroner, Jury Commission, Prothonotary, Clerk of Courts, Register of Wills, and Recorder of Deeds and transfer these entities to the Executive branch of government. Subsequently in 2006, the “elected County Coroner became an appointed Medical Examiner, and the Jury Commission responsibilities were assumed by the County Courts. On January 1, 2008, the Department of Court Records combined the offices of the Prothonotary, Clerk of Courts and Register of Wills.”

To ensure the appropriate government review of functions under the “Home Rule” form of government, the Administrative Code includes Article XII entitled “Government Review” that establishes a Sunset Review which evaluates the “need for and function of each County Department” every four years on a staggered schedule and a Government Review Commission which studies the “Charter and County Government, including the organization, practices and responsibilities of all County Departments and Agencies every ten (10) years. Although it is recognized that the Charter clearly delineates the distinct functions of these two oversight processes, there are areas of congruence, as presently designed.

While Sunset Reviews were conducted by previous administrations of Departments and various Authorities, Commissions and Boards in June 30, 2003 and December 30, 2010, the mandate to implement a staggered process during a four-year cycle was not fulfilled. As such, it was the decision of the administration of County Executive Rich Fitzgerald to adhere to the standard, as established.

To accomplish this, the County Manager conducted a full Sunset Review of twenty (20) Departments and twenty-nine (29) Authorities, Commissions and Boards by June 2014 using a more comprehensive approach. (Refer to: [https://www.alleghenycounty.us/county-manager/docs/sunset\\_2014.aspx](https://www.alleghenycounty.us/county-manager/docs/sunset_2014.aspx)) Within the report, a staggered process for future Sunset Reviews was developed (Note Appendix A) and submitted to Allegheny County Council on June 30, 2014. It should be noted that in embracing a staggered schedule, the cycle of review will address Departments that are congruent in their services for the community.

As such, in 2019 the Departments of Economic Development and Minority Women and Disadvantaged Business Enterprise that promoted “economic vitality” were reviewed together with Departments that fostered the “quality of life” including the Departments of Health, Human Services and the John J. Kane Regional Centers. (Please refer to: <https://www.alleghenycounty.us/county-manager/reports/index.aspx>).

In 2020, reviews will focus on those Departments related to ensuring internal and external structural integrity and maintaining quality public safety, involving Administrative Services, Facilities Management, Parks, and Public Works.

## Elements of the Sunset Review Process

To enhance the understanding of the congruence of Departmental functions and related entities, the Sunset Review crafted for each Department is followed by the Sunset Review of the related agency, authority, commission or board that enhances the mission of the County. Additionally, as the Code allows the County Manager in the exercise of his best professional judgment to include other issues that would aid in the furtherance of making County government more competitive and performance-oriented, the Sunset Review for Departments also includes a Vision and Mission Statement. The review for a Department will be as follows:

- Vision
- Mission
- Overview
- The Legal Mandate or Necessity for the Department
- A Determination of Public Need for the Department's Services
- A Review of the Methods Used in the Implementation of each Department's Programs and an Analysis of Alternative Methods that may be Employed to Achieve the Department's Legal Mandates
- An Evaluation of Whether County Government is the Most Effective Body to Implement the Department's Programs
- An Evaluation of Whether the Absence or Reduction of the Department or the Department's Provision of Services would Significantly Harm or Endanger the Public Health, Safety or Welfare
- An Analysis Showing the Costs of Compliance for Individuals or Other Entities Regulated by the Department
- The Efficiency with which Formal Public Complaints Filed with the Department have been Processed
- Recommendation

With respect to Agencies, Authorities, Commissions or Boards, the review will include the issues required in the Code of:

- The legal mandate or necessity for the agency
- A determination of public need for the continued existence of the agency and its services
- A review of the methods used in the implementation of each agency's functions and an analysis of alternative methods that may be employed to achieve the agency's legal mandates
- An evaluation of whether the agency is the most effective body to implement the agency's programs
- An evaluation of whether the absence or reduction of the agency or the agency's provision of services would significantly harm or endanger the public health, safety, or welfare
- An analysis showing the costs of compliance for individuals or other entities regulated by the agency
- The efficiency with which formal public complaints filed with the agency have been processed
- In the case of an agency that has received appropriations from the County's operating budget in any of the five years prior to the sunset review, a financial audit of the agency performed by an entity independent of the County
- Recommendation

## Methodology

To fulfill the mandate of the Administrative Code, as well as, honoring the prerogative of the County Manager to include elements that increase efficiency and effectiveness, the following actions occurred:

- Applied the instrument created for the 2014 Sunset Review that adheres to the standards for evaluation delineated in Section 1201 of the Code, as well as, the prerogative of the County Manager that included the creation and/or review of the Vision and Mission statements for each Department.
- Conducted an analysis of the Departments and related agencies, authorities, commissions and/or boards to determine the appropriate changes from the 2014 report. As the review was done in 2014 and due to the nature of the departments under review, minimal changes were identified in some of the departments.
- After a review of the County Department, a recommendation was provided to:
  - Continue the existence of the Department;
  - Abolish the Department; or
  - Reorganize the Department subject to evaluation and review
- With respect to the agencies, authorities, commissions and/or boards, a recommendation was made to:
  - Continue the existence of the affected agency, authority, commission or board
  - Abolish the affected entity, if appropriate, or sever the relationship with the entity; or
  - Reorganize the entity subject to evaluation and review, if appropriate, or alter the relationship with the entity

## Promoting Economic Vitality and Fostering a Higher Quality of Life

Espousing the charge within the preamble of the Home Rule Charter of Allegheny County which states that “a home rule government that provides the structure, accountability, leadership, representation, effectiveness and efficiency necessary to improve the delivery of County services will increase economic growth and development and foster a higher quality of life for all residents”, the administration of County Executive Rich Fitzgerald has opted to evaluate five (5) Departments and associated Authorities, Boards and Commissions in 2019 within the context of that mission.

While all the Departments reflect the full intent of the Charter, focus was given to the charge to “increase economic growth and development” through the evaluation of the Departments of Economic Development and Minority, Women and Disadvantaged Business Enterprise and associated Authorities and fostering “the quality of life” by a review of functions of the Departments of Health, Human Services, and John J. Kane Regional Centers and related Boards and Commissions. Because the contents of this report are occurring less than one year from the previous report, minimal changes are noted in the review. However, in the subsequent review in 2023, it is expected that numerous changes will be cited.

# Department of Economic Development (ACED)



**Vision:**

Coordinating success for the future of Allegheny County in economic and community development.

**Mission:**

To effectively coordinate community and economic development initiatives and activities to maintain and enhance the economic, social, and environmental quality of life for all citizens of Allegheny County.

## Overview of the Department

Allegheny County Economic Development (ACED) promotes economic development by attracting new businesses to Allegheny County; helping existing businesses and institutions to expand, modernize, and create jobs; acquiring and assembling sites for development and redevelopment; assuring that minority, woman-owned, and disadvantaged businesses participate fully in the County's growth; helping residents, developers, and nonprofit agencies to increase the stability of the County's residential neighborhoods; supporting homeowners in the acquisition and renovation of their dwellings; improving the County's housing stock; ensuring the vitality of neighborhood business districts; aiding the County's municipalities in updating infrastructure, including sewer and water systems, highways and recreational amenities; providing leadership for special projects, such as the community's response to natural disasters; and monitoring and reporting on the compliance status of all projects and programs with Federal or State support. ACED achieves progress on all these fronts by coordinating activities and serving as the catalyst for public-private-neighborhood partnerships that provide greater expertise and participation than any one organization could generate by itself.

ACED has eight divisions to ensure operational efficiency, the successful administration of millions of dollars in federal and state grant funds that it receives, as well as the effective management of the 300 grants it administers annually:

- **Business Development:** The Business Development Division facilitates the growth of existing businesses and attracts new companies to the County through financial and technical assistance. The division works to identify new partnerships and resources, reaches out to partners, banks, and other alternative lenders to identify underutilized funding sources to increase business lending volume within the County, and assists with the financing of various ongoing business and community development projects. The division also meets with businesses seeking expansion, relocation, or start-up initiatives to further promote the economic growth of the County.
- **Development:** The Development Division coordinates the property acquisition, site development and redevelopment, and infrastructure improvement of major development projects. The expertise of this division is especially critical in the reclamation of brownfields. The division takes the lead role in the clean-up and redevelopment of brownfield sites, which create jobs and return vacant parcels to a taxable status.

- **Housing and Human Services:** The Housing group works to create and preserve affordable housing throughout Allegheny County. Its chief vehicles are financing programs for individual homeowners and developers. Funding can be used to build new housing or rehabilitate existing buildings. Projects can include rental housing, single family for-sale housing or programs to improve low-income owner-occupied housing. In many cases, projects funded through the Housing Division are done via private and public partnership collaborations.

The Human Services group provides financial assistance to many of the County's social service agencies, enabling them to extend the impact of their work in providing basic services to Allegheny County residents. In addition to providing funding to many homeless shelters, the Human Services group helps to prevent homelessness and provides assistance to residents who are faced with mortgage foreclosures through free counseling.

- **Municipal Development:** The Municipal Development Division works to improve the quality of life for County residents by helping municipalities upgrade their infrastructure and recreational amenities. This includes sewer and water facility improvements, recreational facility upgrades, razing of hazardous structures, road reconstruction, and the repair of sidewalks, curbs, catch basins, and retaining walls. This division also promotes intergovernmental cooperation by working with Councils of Governments (COGs).
- **Planning:** The Planning Division, as the County 's official planning agency, administers duties assigned to Allegheny County under the Pennsylvania Municipalities Planning Code (Act 247 of 1968). Responsibilities include developing the County's Comprehensive Plan, Allegheny Places, administering the approval process of land developments in twenty-eight municipalities, and providing advisory reviews of land developments in the remaining one hundred municipalities which have adopted their own ordinances. The division provides advisory reviews of all proposed municipal land use ordinances and comprehensive plans for all municipalities except the City of Pittsburgh. Additionally, the division assists in the planning, programming, funding, and coordination of transportation projects and initiatives throughout the County.

- **Special Projects and Finance:** The Special Projects and Finance Division secures funding for major real estate and business development projects and administers and oversees the implementation of tax inducement programs.
- **Authorities:** The Authorities Division administers six authorities, each with a special focus and financing options. The six authorities include the Authority for Improvements in Municipalities (AIM), the Higher Education Building Authority (HEBA), the Hospital Development Authority (HDA), the Industrial Development Authority (IDA), the Redevelopment Authority of Allegheny County (RAAC), and the Residential Finance Authority (RFA). The Authorities Division assists in the generation and management of economic and community growth throughout Allegheny County by utilizing tax-exempt financing alternatives and bond issuances to assist in the growth of manufacturers, hospitals, health centers, higher education and personal care facilities. The Authorities support the development and growth of institutions of higher learning, as well as the financing, rehabilitation, and new construction of facilities for multifamily projects. The Authorities assist municipalities and municipal authorities with upgrading and improving their infrastructure and equipment.
- **Operations:** The Operations Division performs many of the department's administrative functions including; managing and monitoring grant applications, budgeting, reporting on the compliance status of all federal grant programs, reviewing all loan and grant applications, developing and processing contracts, processing all payments to vendors, performing all department accounting functions, and carrying out all auditing responsibilities. The division also includes the department's environmental compliance duties and promotes participation by Minority, Women owned and Disadvantaged Business Enterprise as well as Veteran Owned Small Businesses.

## Achievements of the Department of Economic Development

Charged with managing economic and residential development for the County via a dynamic, multifaceted mission, the following achievements were accomplished by the Allegheny County Department of Economic Development (ACED) between July 1, 2015 – December 28, 2018:

- **ACED has been a critical partner in the Bus Rapid Transit (BRT) effort, which will shorten travel time between Downtown and Oakland and other East End neighborhoods while providing business development opportunities and an influx of new jobs and housing along the corridor.** In partnership with the City of Pittsburgh, the Port Authority of Allegheny County and the Urban Redevelopment Authority of Pittsburgh, ACED plays a key role in facilitating community outreach and assembling a financing package for this \$195 million initiative.
- **Through Allegheny Together, a program that encourages and finances well-planned, well-designed and geographically focused investment in established main street commercial districts, ACED supported 633 businesses and created 250 new jobs between 2016 – 2017.** In 2017, ACED was named an International Economic Development Council Excellence in Economic Development Silver Award for Allegheny Together.
- **Over the past year, ACED has administered over \$15 million in federal grants from the Community Development Block Grant (CDBG) program, HOME Investment Partnerships program and the Emergency Solutions Grants Program (ESG).**
- **Through the annual Learn & Earn (Learn & Earn) Summer Youth Employment Program, a community-wide initiative that employs youth and young adults in Allegheny County, ACED has helped to connect young workers to employers across the region.** In 2018, a total of 1,823 low-income youth participated in the program at 380 different work sites with 26 employers, including government, businesses and nonprofits.

- **ACED awarded ten Active Allegheny grants, totaling \$268,888, to fund multimodal transportation projects in 2018.** These initiatives will help communities create and improve links to major amenities such as the Three Rivers Heritage Trail and the Montour Trail as well as expand access to parks, light rail lines and transit-oriented development.
- **In 2017, ACED was instrumental in helping the region’s two largest health care providers – UPMC and the Allegheny Health Network (AHN) – finance initiatives that included expansion and upgrades to existing facilities.** For UPMC, Allegheny County Hospital Development Authority (ACHDA) issued bonds that will help underwrite development of three new specialty hospitals in the county — UPMC Heart and Transplant Hospital, UPMC Vision and Rehabilitation Hospital and UPMC Hillman Cancer Center Hospital. For AHN, ACHDA issued bonds that will finance several capital improvements at AHN campuses and other facilities within the hospital network. Together, these initiatives will help assure that Allegheny County residents continue to have access to convenient and state-of-the-art medical care.
- **ACED contributed \$1.12 million to the Forest Hills Veteran Housing renovation, creating a two-story addition.** The building now consists of 41 one- and two-bedroom units. Veterans will receive preference for 21 of these units while seniors will receive preference for the other 20.
- **Ensuring the safety of residences throughout the county is a critical priority for ACED. To advance this goal, ACED launched an initiative to identify and remediate hazards associated with lead-based paint in 2017.** Funded primarily by a \$3.4 million grant from the U.S. Department of Housing and Urban Development, the program investigates and remediates lead-based paint hazards in 175 homes across the county. The program is open to homeowners and renters of low or moderate income and prioritizes households with pregnant women and children under the age of 6 years old.
- **ACED staff attended workshops, job fairs and other outreach activities to increase the level of minority, women and disadvantaged business enterprises (MWDBE) and veteran-owned small businesses (VOSB) participation in contracting opportunities with Allegheny County.** In 2018, 116 MWDBE/VOSB businesses participated in ACED contracts worth more than \$3.25 million.

## The Legal Mandate or Necessity for the Department

The overall authority for ACED is authorized under Article XIII (General Provisions), Section 6 (Continuity) of the Home Rule Charter. With respect to specific functions and divisions within the department, the following legislative mandates are also fulfilled:

- **Community Development Block Grant (CDBG):** Administers the CDBG Entitlement Program under the Urban Counties legislation that permits counties to administer funds on behalf of the opt-in communities. The mandate is a three-year opt-in authorization by the municipalities of Allegheny County excluding Pittsburgh, McKeesport and Penn Hills. The planning functions performed by the ACED are delegated by the Commonwealth of Pennsylvania to local governments through the Pennsylvania Municipalities Planning Code (MPC), Act of 1968, P.L. 805. No. 247, as amended.
- **Housing and Human Services:** Administers annual entitlement grants under the Community Development Block Grant (CDBG), 24 CFR Part 570 et seq., 24 CFR 570.037(A) (opt-in community); Housing and Community Development Act of 1974, as amended- Consolidated Plan 24 CFR Part 91; the Home Investment Partnerships (HOME) Title II of the Crantson-Gonzales National Affordable Housing Act 24 CFR Part 92; and Emergency Shelter Grants (ESG) programs from the U. S. Department of Housing and Urban Development McKinney Vento Homeless Assistance Act 24 CFR 575.1. The program funds are targeted to provide many forms of assistance to low and moderate income households, with affordable housing as one of the top priorities. In addition, the Commonwealth of Pennsylvania enacted legislation in 1992 which authorizes counties to collect certain fees to provide a source of matching funds for affordable housing activities.
- **Municipal Development:** Under the Urban Counties legislation, administers CDBG Entitlement Program funds on behalf of communities that opt in under a three year opt-in authorization by the municipalities. Excluded communities are the City of Pittsburgh, McKeesport and Penn Hills. Community Development

Block Grant (CDBG), 24 CFR Part 570 et seq., 24 CFR 570.037(A) (opt-in community), Housing and Community Development Act of 1974, as amended- Consolidated Plan 24 CFR Part 91. Continuation of the department is authorized by Article XIII, Section 6(d) of the Home Rule Charter of Allegheny County.

- **Planning:** Under the United States Constitution, planning is a function of the state. Pennsylvania has delegated this responsibility to local governments through Act 247 of 1968, as amended, known as the Pennsylvania Municipalities Planning Code (MPC). As provided for by the MPC, the counties may confer duties and powers to a planning agency. Allegheny County Economic Development is the County's designated planning agency. Within ACED, the Planning Division carries out planning functions established by the MPC.
- **Authorities:** Provides staff support and administration of six authorities including, the Industrial Development Authority created under the Industrial Development Authority Law, 73 P.S. §371 et seq.; the Redevelopment Authority of Allegheny County created under the Urban Redevelopment Law, 35 P.S. §§1701, 1709; the Residential Finance Authority created under 16 P.S. §5201-A et seq.; and, the Hospital Development Authority, Higher Education Building Authority and the Authority for Improvements in Municipalities, all created under the Municipalities Authorities Act of 1945, 53 P.S §301.

## A Determination of Public Need for the Department's Services

ACED clearly addresses the critical public needs of infrastructure improvements, job creation and retention, home improvement programs, affordable housing, County planning agency services and human services by fulfilling five core functions: funding and facilitating community development; funding and advancing business and economic development and job creation; providing County planning services; supporting regional development with a focus on the Mon Valley and airport area development; and promoting equity and diversity.

With respect to specific functions and divisions within the department, the following public needs are also addressed:

**Division of Business Development:** With a primary role to facilitate the growth of Allegheny County's existing businesses and recruit new companies, both domestic and international, to the County, the Division plays a lead role in business retention, attraction and expansion activities. Through this division's efforts, jobs were created, millions in direct investments were facilitated and leveraged, partnerships were formed with community and nonprofit groups, economic development organizations, private developers and businesses.

Specifically, this division emphasizes:

- Corporate attraction
- Retention and relocation
- Job creation for low- and moderate-income residents
- Business expansion
- Industrial redevelopment

**Division of Development:** Facilitates the redevelopment of vacant and underutilized land within Allegheny County, thus enticing revitalization, economic development and job creation. Emphasis is given to addressing the public's need for:

- Brownfield redevelopment
- Environmental remediation
- Job creation for low- and moderate-income residents
- Business expansion
- LEED certified industrial/commercial redevelopment
- Increase community tax base
- Elimination of blighted conditions within the community

**Division of Housing and Human Services:** Addresses the fundamental needs of affordable housing and human services within our communities. Specifically, the HOME program fulfills the mandate to maintain and increase the supply of decent, safe and sanitary affordable housing while funding for human services target programs and individuals related to hunger and nutrition, older adults, individuals with disabilities, drug and alcohol, children and families, job training, community centers and homelessness. The basic needs are addressed by embracing the core functions of:

- Providing gap financing to affordable housing developments (rental and homeownership)
- Funding human services projects
- Administering multiple programs available to the public which include:
  - The Allegheny Vacant Property Recovery Program
  - The Allegheny Home Improvement Loan Program
  - The Lead Hazard Reduction Demonstration Program and the Lead Safe Homes Program
  - The Emergency Solutions Grant Program
  - The HOME Investment Partnerships Program

The energies of this division provided millions in financing assistance and leveraged funds, reaching hundreds of households and assisting thousands of beneficiaries.

**Division of Municipal Development:** Focuses primarily on structural issues that enhance safety and quality of life by emphasis on:

- Sanitary sewers and wastewater treatment facilities
- Potable water distribution systems and treatment facilities
- Storm water retention facilities
- Roads and bridges
- Municipal recreation
- Removal of architectural barriers
- Demolition
- Code enforcement

Because of this process, more than \$5.6 million in financing assistance for infrastructure improvements was provided.

**Division of Operations:** Charged with the responsibility for the administration of all federal and state grants and provides financial oversight of six County authorities to ensure financial integrity. Additionally, it coordinates the applications to the Federal Department of Housing and Urban Development (HUD) for millions of dollars that are used to provide grants for projects that help the low- to moderate-income residents of Allegheny County. Federal regulations and local laws are used as a guide to contract management, monitoring, compliance and grant applications.

**Division of Planning: Ensures** a coordinated and comprehensive approach to development within the county. To accomplish this, this division is charged with the:

- Development and Compliance to the Comprehensive Plan

Counties are mandated by the Pennsylvania Municipalities Planning Code (MPC) to prepare a comprehensive plan. As such, from 2005-2008 the Planning Division oversaw the preparation of the County's first comprehensive plan, AlleghenyPlaces, which was adopted in November of 2008.

When a county has adopted a comprehensive plan, certain applications and actions must be reviewed for consistency with the county comprehensive plan. Therefore, this division is charged with reviewing (1) state, federal and local permit and grant applications (2) proposed municipal street alterations or vacations (3) proposed sale, lease, or expansion of public school district land or facilities and (4) proposed sale, lease, or expansion of public grounds.

- Land Development

Counties may adopt county-wide land development ordinances that apply in local municipalities that have not adopted their own ordinances. The Planning Division administers the Allegheny County Subdivision and Land Development Ordinance for 27 municipalities in Allegheny County that have not adopted their own ordinance.

Local municipalities that have their own land development ordinances are required to submit all proposed land development plans to the county planning agency for review. Planning Division provides advisory reviews to 102 municipalities.

Municipalities are required to submit proposed land development ordinances and comprehensive plans to the county planning agency for advisory review. Planning Division provides advisory reviews to 129 municipalities.

Municipalities are required to record all finally approved land development plans with the office of the county recorder. The MPC mandates that plans may not be recorded without a signed certification of review by the county planning agency.

**Other Services:**

The governing body of the County may request the planning agency to conduct studies and carry out other duties consistent with the directives and purposes of the MPC. Therefore, services are also provided for:

- **Transportation:** Planning support for Allegheny County through participation in the Southwestern Pennsylvania Commission (SPC), the 10-county MPO, and in other local, county, state and federal transportation planning projects and initiatives.
- **Stormwater Management:** Overseeing the development of a county-wide stormwater management plan which will ensure the County is fully compliant with PA Act 167 Storm Water Management.
- **Farmland Preservation:** Managing the County's Farmland Preservation Program, which protects productive farmland and ensures the viability of agricultural operations in the County.
- **GIS Mapping and Analysis.** Providing GIS mapping and analysis services in support of Department and County projects.

**Division of Special Projects and Finance:** Focuses on securing funding for major real estate and business development projects and administer the financing it acquires. Primary attention is paid to the Airport Area and large real estate development projects. Special emphasis is directed to:

- Airport Area Development
- Funding the cost of preparing development sites
- Job creation for low- and moderate-income residents
- Tax inducements as a method of filling project financial gaps
- Increase community tax base
- Elimination of blighted conditions

**Division of Authorities:** By securing local, state and federal approval, and issuing debt to ensure money is available to provide the reduced interest rate to first-time homebuyers, this division fulfills numerous aspects of public need as it:

- Enables eligible borrowers to finance projects through the issuance of tax-exempt or taxable notes or bonds.
- Acts as a conduit on behalf of eligible borrowers so that they may access funds at a lower than conventional rate.
- Provides low-interest loans to municipalities to improve their infrastructure.
- Generates funds that allow first-time homebuyers of low- to moderate-income to purchase homes at a reduced rate.
- Acquires property in a concentrated area for the express purpose of redeveloping it for industrial, commercial or housing.
- Issues grants and loans for economic and infrastructure development projects.

The Authorities combined provided more than \$73 million in financing assistance.

## **A Review of the Methods used in the Implementation of Each Department's Programs and an Analysis of Alternative Methods That May be Employed to Achieve the Department's Legal Mandates**

Federal and/or state legislation would be required to authorize another local entity to administer the federal grant programs currently administered by ACED. Therefore, alternative methods to their administration are not recommended.

Given the unique organizational design and outcomes of ACED, numerous functions are assumed and funding sources explored to assist areas of development that are normally avoided by the private sector, such as brownfields. In addition, the uniqueness of ACED's Authorities' financial assistance for public and private development allows a significant cost savings to borrowers, such as hospitals, colleges and universities, which couldn't be found in other public financing sources. Alternative methods to these functions may prove to be counterproductive and costly.

The functions of the Planning Division of the Department could be converted into a full service County Planning Department (similar to the majority of Pennsylvania counties) which would enable the County to proactively offer a full range of planning services. This would require funding by the County; however, some costs could be recouped through fees for services as permitted by the MPC.

## **An Evaluation of Whether County Government is the Most Effective Body to Implement the Department's Programs**

While other organizational designs could be embraced, it can be concluded that Allegheny County is the most effective and appropriate body to implement legislative and organizational charges based on the following:

- Deemed as an entitlement community under federal programs, Allegheny County receives more than \$16.1 million in federal grants which is administered and distributed at the local level. Given the scope of this process, no other entity can assume this responsibility.
- The County provides a regional approach to business development without bias toward one industry sector or geographic area.
- The County provides local implementation of housing and human service initiatives that would be too cumbersome for the state to administer. The County serves as a conduit for annual entitlement grants for the CDBG, HOME and Emergency Shelter Grant (ESG) programs.
- The County is able to provide centralized administrative functions for municipal development that fairly and effectively serves all of the County's municipalities.
- Given that Federal law mandates that the County implement and oversee the various development authorities, it is necessary for the County to have an operations/management division to assure communication and resource -sharing between the authorities and their respective service departments.

As core planning services is a legal mandate, it has been recognized that counties are the most effective entity to coordinate planning across local municipal boundaries, represent the County's interests, and promote planning at a regional level. Additionally, the State expects counties to help unify local municipal plans and be the bridge to regional or state plans.

**An Evaluation of Whether the Absence or Reduction of the Department or  
the Department's Provision of Services  
Would Significantly Harm or Endanger the  
Public Health, Safety or Welfare**

The absence or reduction of the Allegheny County Economic Development would have significant adverse consequences, including but not limited to, the following:

- An increase in the fragmentation of economic development initiatives at the local level resulting in decreases in job creation and growth.
- Potential increases in the tax base would be minimized without new business development, job creation and retention
- Older homes would continue to deteriorate, thus depleting the supply of decent, safe and sanitary affordable housing for the County's low- and moderate-income residents.
- Human services programs would not receive much needed financial support for clients, and the homeless would have severely diminished support services.
- Municipalities would no longer receive support services which would reduce their capacity to engage in local development initiatives.
- Without the ACED, low- to moderate-income residents of Allegheny County would be

adversely affected due to a decrease in the development and support of safe, sanitary and housing-related services, projects and improvements.

- Absence of the planning functions would result in a lack of Development and implementation of a county-wide stormwater management plan that is critical for protecting the public health, safety and welfare from damage due to flooding and for protecting water quality.
- Administering the County's Subdivision and Land Development Ordinance for the 27 municipalities without an ordinance, helps ensure that development in these municipalities will not endanger the public health, safety and welfare.
- Currently, many municipalities have their own land use ordinances yet they have no other access to professional planners or other resources needed to evaluate proposed development. Without this service of advisory reviews, municipalities would not have the resources to fully understand the potential impacts of development, ensure that they are legally correct and based on sound planning practices.
- Reducing or eliminating proper land use principles would allow for sub-standard land use planning that could result in development that is unsafe, poorly functioning, and unsightly.
- Without the support of the Authorities division, a number of important entities that contribute to the health, welfare and safety of the public would not have access to needed capital. For example, hospitals and institutions of higher learning could no longer finance capital improvements at a lower than conventional rate, which could result in reduced public healthcare and educational services and higher costs.

**An Analysis Showing the Costs of Compliance  
for Individuals or Other Entities Regulated by the Department**

The costs of compliance for this Department are referenced in the Resolutions (Operating Budget # 16-18-RE\_10838-18 and the Special Revenues/Grants Budget # 18-18-RE 10840-18) signed by the County Executive on December 4, 2018. Additionally, the costs of compliance for the approved budget listed above are delineated within the 2018 Adopted Budgets which can be referenced at <https://www.alleghenycounty.us/budget-finance/county-budgets.aspx>

**The Efficiency with which Formal Public Complaints Filed with the  
Department Have Been Processed**

The County Information Center directs complaints it cannot resolve to the relevant employee within the department.

**Recommendation:**

Recognizing that the Department of Economic Development clearly fulfills the intent of the Home Rule Charter to “increase economic growth and development “ in the county, the continuation of this Department and respective services is vital to ensuring economic vitality.

# Allegheny County Airport Authority



## **The Legal Mandate or Necessity for the Agency**

The Allegheny County Airport Authority (ACAA) was established in 1999 to manage and operate Pittsburgh International Airport (PIA) and the Allegheny County Airport (collectively, the Airport system). On November 15, 1999, pursuant to an Airport Operation, Management, and Transfer Agreement and Lease between the County and ACAA, as amended (the Transfer Agreement), the County leased and transferred the Airport system to ACAA for a term of 25 years with two 25-year extension options exercisable at ACAA's option. The ACAA Board consists of 9 members appointed by the County Executive and confirmed by County Council. Members serve five-year terms, each of which are staggered.

## **A Determination of Public Need for the Continued Existence of the Agency and its Services**

The ACAA is charged with the responsibility of operating Pittsburgh International Airport and the Allegheny County Airport. In addition to the day-to-day operations, the ACAA is responsible for the expansion of flights on existing airlines and to attract new airlines to utilize the airports.

**A Review of the Methods Used in the Implementation of the Agency's  
Functions and an Analysis of Alternative Methods that may be  
Employed to Achieve the Agency's Legal Mandates**

Airport operations could be managed as an Allegheny County department or could be privatized subject to the various regulatory agencies and the signatory airlines. However, it should be considered that operating the Airport as a County department or through a private entity could result in higher operating costs and as a result could lead to increased fares and/or reduced flights.

**An Evaluation of Whether the Agency is the  
Most Effective Body to Implement the Agency's Programs**

The Authority was created to improve response time to impacts from changing economic and airline/airport industry conditions resulting in increased efficiencies and travel options.

**An Evaluation of Whether the Absence or Reduction  
of the Agency or the Agency's Provision of Services Would  
Significantly Harm or Endanger the Public Health, Safety, or Welfare**

Given that more than eight million travelers utilize the Pittsburgh International Airport (PIT) and that the Allegheny County Airport (AGC) ranks as the seventh busiest airport in the Commonwealth with over 60,000 takeoffs and landings per year, the airports are a critical element of our economic vitality. Therefore, the absence or reduction of this agency would be detrimental to the overall economy as it functions as a catalyst for business.

**An Analysis Showing the Costs of Compliance  
for Individuals or Other Entities Regulated by the Agency**

Due to the public nature of this agency, if it was determined that a fee would be appropriate, the agency would adopt the fee in a public meeting.

**The Efficiency with which Formal Public Complaints  
Filed with the Agency Have Been Processed**

All public complaints are made directly to the agency. Each agency has specific procedures to address complaints.

**In the Case of an Agency that Has Received Appropriations from the County's Operating Budget in any  
of the Five Years Prior to the Sunset Review, a Financial Audit of the Agency Performed by an Entity  
Independent of the County.**

This agency did not receive an appropriation from the County's operating budget. As such, an audit is not required.

**Recommendation: Continue**

# Authority for Improvement of Municipal Authorities (AIM)



## **The Legal Mandate or Necessity for the Agency**

The Authority for Improvements in Municipalities (AIM), was created by the Allegheny County Board of Commissioners in 1968 in compliance with the requirement of the Municipality Authorities Act of 1945, approved the second day of May, 1945, P.L. 382, as amended, and pursuant to a Resolution adopted by the municipal authorities of the County of Allegheny in the Commonwealth of Pennsylvania. The purpose of this mandate was assisting local municipal entities in undertaking vital and necessary Capital Needs and Improvement projects they would otherwise be unable to finance.

## **A Determination of Public Need for the Continued Existence of the Agency and its Services**

AIM is an important resource for municipalities and municipal authorities to upgrade and improve their public infrastructure and equipment, or to satisfy capital needs at a reasonable cost to local taxpayers.

AIM is a unique program and it represents a true partnership of county government working hand in hand with its local municipal entities. AIM authorizes loans and grants to municipalities for construction, infrastructure improvements and equipment purchase. AIM also issues bonds on behalf of 501(c )(3) institutions to finance capital improvements.

AIM financing has allowed communities to construct waterlines, storm systems, roads, bridges and retaining walls. AIM has also financed equipment purchases such as police cruisers and snow removal trucks.

**A Review of the Methods Used in the Implementation of each Agency's Functions and an Analysis of Alternative Methods that May be Employed to Achieve the Agency's Legal Mandates**

In reviewing other options, it was determined that borrowers could seek private or alternative public funding from other entities. However, this option might cause a significant increase in costs.

**An Evaluation of Whether the Agency is the Most Effective Body to Implement the Agency's Programs**

Under the Municipalities Act of 1945 an Authority must be organized by a county, city, borough, or township of the Commonwealth. Therefore, it can be concluded that this is the only viable entity to implement this program.

**An Evaluation of Whether the Absence or Reduction of the Agency or the Agency's Provision of Services Would Significantly Harm or Endanger the Public Health, Safety, or Welfare**

Since its inception, AIM has assisted municipalities with the financing of acquisition, reconstruction and rehabilitation at a lower than conventional rate. AIM has also issued tax-exempt obligations on behalf of 501 (c) (3) to finance capital improvements. The elimination of AIM could cause these municipalities to reduce or eliminate these improvements which would adversely affect the citizens of Allegheny County. Further, these institutions and municipalities could seek other Authorities to finance their improvements.

### **An Analysis Showing the Costs of Compliance for Individuals or Other Entities Regulated by the Agency**

Each Authority within the Allegheny County Department of Economic Development (ACED), which are treated as separate entities, has a process in place to review and study fees. Once it has been determined that it is appropriate to charge fees to the public, each agency adopts the fees in a public meeting. These fees are then reviewed during the annual budget process of each Authority. Any modification of the fees is proposed to the appropriate Authority Board of Directors for approval.

### **The Efficiency with which Formal Public Complaints Filed with the Agency have been Processed**

All public complaints are made directly to the agency. Each agency has specific procedures to address complaints.

### **In the Case of an Agency that Has Received Appropriations from the County's Operating Budget in any of the Five Years Prior to the Sunset Review, a Financial Audit of the Agency Performed by an Entity Independent of the County**

Financial audits were conducted by independent auditors for all agencies receiving appropriations from the County's operating budget. This agency did not receive an appropriation from the County's operating budget. However, financial audits are conducted by an independent auditor for this agency on an annual basis.

**Recommendation: Continue**

# Finance and Development Commission



### **The Legal Mandate or Necessity for the Agency**

The Commission was established by the Board of Commissioners by action dated January 26, 1989 to serve as the managing entity (i.e. umbrella entity) for the following Authorities: Allegheny County Industrial Development Authority (ACIDA), Allegheny County Hospital Development Authority (ACHDA), Allegheny County Higher Education Building Authority (ACHEBA), and Allegheny County Residential Finance Authority (ACRFA). This Commission consists of up to twelve (12) positions, all belonging to the above-mentioned Authorities. Usually the Commission consists of seven (7) members. Members are appointed by the County Executive and confirmed by County Council for a five (5) year term. Appointments to the Commission's associated authorities are executed individually to each authority; no appointments are made to the Finance & Development Commission. Reference is made to the Commission, regarding its membership or its meetings and functions, only as a matter of convenience and having a common reference point for the Authorities.

### **A Determination of Public Need for the Continued Existence of the Agency and its Services**

Given this is a managing entity, this review is not applicable. Please see the individual member authorities.

### **A Review of the Methods Used in the Implementation of each Agency's Functions and an Analysis of Alternative Methods that May be Employed to Achieve the Agency's Legal Mandates**

Given this is a managing entity, this review is not applicable. Please see the individual member authorities.

**An Evaluation of Whether the Agency is the Most Effective Body to  
Implement the Agency's Programs**

Given this is a managing entity, this review is not applicable. Please see the individual member authorities.

**An Evaluation of Whether the Absence or Reduction  
of the Agency or the Agency's Provision of Services Would  
Significantly Harm or Endanger the Public Health, Safety, or Welfare**

Given this is a managing entity, this review is not applicable. Please see the individual member authorities.

**An Analysis Showing the Costs of Compliance for Individuals  
or Other Entities Regulated by the Agency**

Given this is a managing entity, this review is not applicable. Please see the individual member authorities.

**The Efficiency with which Formal Public Complaints  
Employed to Achieve the Agency's Legal Mandates  
Filed with the Agency have been Processed**

Given this is a managing entity, this review is not applicable. Please see the individual member authorities.

**In the Case of an Agency that Has Received Appropriations from the County's  
Operating Budget in any of the Five Years Prior to the Sunset Review,  
a Financial Audit of the Agency Performed by an  
Entity Independent of the County.**

Given this is a managing entity, this review is not applicable. Please see the individual member authorities.

**Recommendation: Continue**

# Higher Education Building Authority



## **Legal Mandate or Necessity for the Agency**

This Authority falls under the umbrella organization Finance and Development Commission. The Allegheny County Higher Education Building Authority (ACHEBA.) was established under the laws of the Commonwealth of Pennsylvania pursuant to the Municipality Authorities Act of 1945, approved May 2, 1945, P.L. 382, as amended (the .Municipality Authorities Act.). The ACHEBA was approved by the Allegheny County Board of Commissioners on April 9, 1981, and its Articles of Incorporation were issued by the Commonwealth on September 8, 1981.

## **A Determination of Public Need for the Continued Existence of the Agency and its Services**

The ACHEBA was created to undertake projects for colleges, universities, or other institutions of higher learning. Financing is provided by the Authority through the issuance of tax-exempt bonds. The rate and term of financing are negotiated. The interest income on the bonds may be exempt from federal and Commonwealth income taxes which results in a reduced rate to the borrower. The borrower must comply with applicable requirements of the Code and Regulations.

## **A Review of the Methods Used in the Implementation of each Agency's Functions and an Analysis of Alternative Methods that May be Employed to Achieve the Agency's Legal Mandates**

Borrowers could seek private or alternative public funding from other entities which might cause a significant increase in costs.

## **An Evaluation of Whether the Agency is the Most Effective Body to Implement the Agency's Programs**

Under the Municipalities Act of 1945 an authority must be organized by a county, city, borough, or township of the Commonwealth.

## **An Evaluation of Whether the Absence or Reduction of the Agency or the Agency's Provision of Services Would Significantly Harm or Endanger the Public Health, Safety, or Welfare**

Since its inception, Allegheny County Higher Education Building Authority (ACHEBA) has assisted educational institutions with the financing of capital improvements at a lower than conventional rate. The elimination of ACHEBA could cause these institutions to reduce or eliminate these capital improvements which would adversely affect the citizens of Allegheny County. Further, these institutions could seek other Authorities to finance their improvements.

## **An Analysis Showing the Costs of Compliance for Individuals or Other Entities Regulated by the Agency**

As noted in the Departmental review, "Each Authority within ACED, which are treated as separate entities, has a process in place to review and study fees. Once it has been determined that it is appropriate to charge fees to the public, each agency adopts the fees in a public meeting. These fees are then reviewed during the annual budget process of each Authority. Any modification of the fees is proposed to the appropriate Authority Board of Directors for approval.

**The Efficiency with which Formal Public Complaints  
Filed with the Agency have been Processed**

All public complaints are made directly to the agency. Each agency has specific procedures to address complaints.

**In the Case of an Agency that Has Received Appropriations from the County's Operating Budget in  
any of the Five Years Prior to the Sunset Review,  
a Financial Audit of the Agency Performed by an Entity Independent of the County.**

Financial audits were conducted by independent auditors for all agencies receiving appropriations from the County's operating budget.

This agency did not receive an appropriation from the County's operating budget. However, financial audits are conducted by an independent auditor for this agency on an annual basis.

**Recommendation: Continue**

# Hospital Development Authority



## **The Legal Mandate or Necessity for the Agency**

This Authority is included under the umbrella organization Finance and Development Commission. The Allegheny County Hospital Development Authority (ACHDA.) was established under the laws of the Commonwealth of Pennsylvania pursuant to the Municipality Authorities Act of 1945, approved May 2, 1945, P.L. 382, as amended (the .Municipality Authorities Act.). Formation of the ACHDA was approved by the Allegheny County Board of Commissioners on May 27, 1971 and its Articles of Incorporation were issued by the Commonwealth on June 17, 1971.

## **A Determination of Public Need for the Continued Existence of the Agency and its Services**

The ACHDA was created and is authorized by law to acquire, hold, construct, finance, improve, maintain, operate, own and lease, as lessee or lessor, health centers (including but not limited to, personal care facilities and nursing homes), hospitals and facilities devoted to hospital purposes. Financing is provided by the Authority through the issuance of tax-exempt bonds. The rate and term of financing are negotiated. The interest income on the bonds may be exempt from federal and Commonwealth income taxes which results in a reduced rate to the borrower. The borrower must comply with applicable requirements of the Code and Regulations.

**A Review of the Methods Used in the Implementation of each Agency's  
Functions and an Analysis of Alternative Methods that May be  
Employed to Achieve the Agency's Legal Mandates**

Since its inception, the ACHDA has assisted healthcare institutions with the financing of capital improvements at a lower than conventional rate. The elimination of the ACHDA could cause these institutions to reduce or eliminate these capital improvements which would adversely affect the citizens of Allegheny County. Further, these institutions could seek other Authorities to finance their improvements.

**An Evaluation of Whether the Agency is the Most Effective Body  
to Implement the Agency's Programs**

Under the Municipalities Act of 1945 an authority must be organized by a county, city, borough, or township of the Commonwealth.

**An Evaluation of Whether the Absence or Reduction of the Agency or  
the Agency's Provision of Services Would  
Significantly Harm or Endanger the Public Health, Safety, or Welfare**

Borrowers could seek private or alternative public funding from other entities which might cause a significant increase in costs.

## **The Efficiency with which Formal Public Complaints Filed with the Agency have been Processed**

All public complaints are made directly to the agency. Each agency has specific procedures to address complaints.

## **An Analysis Showing the Costs of Compliance for Individuals or Other Entities Regulated by the Agency**

As noted in the Departmental review, “Each Authority within ACED, which are treated as separate entities, has a process in place to review and study fees. Once it has been determined that it is appropriate to charge fees to the public, each agency adopts the fees in a public meeting. These fees are then reviewed during the annual budget process of each Authority. Any modification of the fees is proposed to the appropriate Authority Board of Directors for approval.”

## **In the Case of an Agency that Has Received Appropriations from the County's Operating Budget in any of the Five Years Prior to the Sunset Review, a Financial Audit of the Agency Performed by an Entity Independent of the County.**

Financial audits were conducted by independent auditors for all agencies receiving appropriations from the County's operating budget. This agency did not receive an appropriation from the County's operating budget. However, financial audits are conducted by an independent auditor for this agency on an annual basis.

**Recommendation: Continue**

# Industrial Development Authority



## **The Legal Mandate or Necessity for the Agency**

The Allegheny County Industrial Development Authority (ACIDA) Authority is included under the umbrella organization "Finance and Development Commission." The Allegheny County Industrial Development Authority (the "ACIDA") was established on August 23, 1967 under and pursuant to the provisions of the Economic Development Financing Law of the Commonwealth of Pennsylvania, the Act of August 23, 1967, P.L. 251, as amended (the "IDA Act"). The ACIDA was approved by the Allegheny County Board of Commissioners on November 20, 1969, while its Articles of Incorporation were approved by the Commonwealth on December 9, 1969.

## **A Determination of Public Need for the Continued Existence of the Agency and its Services**

Obligations are issued by the ACIDA to provide for the construction, improvement, rehabilitation, revitalization and financing of industrial, specialized, commercial, manufacturing and research and development enterprises, for the public purpose of creating and maintaining employment opportunities, eliminating and preventing blight, eliminating and reducing air and water pollution, and creating and developing business opportunities within Allegheny County.

**An Evaluation of Whether the Agency is the Most Effective Body  
to Implement the Agency's Programs**

Under the Second Class County Code, an Authority must be organized by a county, city, borough, or township of the Commonwealth.

**A Review of the Methods Used in the Implementation of each Agency's Functions and  
an Analysis of Alternative Methods that May be  
Employed to Achieve the Agency's Legal Mandates**

Borrowers could seek private or alternative public funding from other entities which might cause a significant increase in costs.

**An Evaluation of Whether the Absence or Reduction  
of the Agency or the Agency's Provision of Services Would  
Significantly Harm or Endanger the Public Health, Safety, or Welfare**

Since its inception, ACIDA has provided for the construction, improvement, rehabilitation, revitalization and financing of industrial, specialized, commercial, manufacturing and research and development enterprises, for the public purpose of creating and maintaining employment opportunities, eliminating and preventing blight, eliminating and reducing air and water pollution, and creating and developing business opportunities within Allegheny County.

**The Efficiency with which Formal Public Complaints Filed  
with the Agency have been Processed**

All public complaints are made directly to the agency. Each agency has specific procedures to address complaints.

**An Analysis Showing the Costs of Compliance for Individuals  
or Other Entities Regulated by the Agency**

As noted in the Departmental review, “Each Authority within ACED, which are treated as separate entities, has a process in place to review and study fees. Once it has been determined that it is appropriate to charge fees to the public, each agency adopts the fees in a public meeting. These fees are then reviewed during the annual budget process of each Authority. Any modification of the fees is proposed to the appropriate Authority Board of Directors for approval.”

**In the Case of an Agency that Has Received Appropriations from the County's Operating Budget in any  
of the Five Years Prior to the Sunset Review, a Financial Audit  
of the Agency Performed by an Entity Independent of the County.**

As this agency did not receive an appropriation from the County’s operating budget, this review is not applicable. However, financial audits are conducted by an independent auditor for this agency on an annual basis.

**Recommendation: Continue**

# Residential Finance Authority



## **The Legal Mandate or Necessity for the Agency**

This Authority is included under the umbrella organization Finance and Development Commission. The Allegheny County Residential Finance Authority (ACRFA) was established pursuant to the laws of the Commonwealth of Pennsylvania, particularly Article XXII-A, Section 2201-A et seq. Of the Second Class County Code, Act of July 28, 1953, P.L. 723, No. 230, as amended (the RFA Act). ACRFA was approved by the Allegheny County Board of Commissioners on November 19, 1981 while its Articles of Incorporation were approved by the Commonwealth on December 4, 1981.

## **A Determination of Public Need for the Continued Existence of the Agency and its Services**

ACRFA has the ability to issue obligations for any eligible project within the Commonwealth, provided it receives by resolution, host approval from the highest elected official of the city or county in which the project is located. ACRFA issues obligations on behalf certain developers for the financing and/or refinancing of costs incurred for the acquisition, reconstruction, rehabilitation, renovation or improvement of a project. Eligible projects may include certain multifamily dwellings, including, but not limited to, nursing homes and personal care boarding homes. Certain tenant mix, use and income limit requirements, as prescribed in the Code and Regulations, must be met in order for the Authority to issue its obligations in assistance to the project. Prospective borrowers should consult their counsel at the time of application to determine the then current regulations which must be met.

**An Evaluation of Whether the Agency is the Most Effective Body  
to Implement the Agency's Programs**

Under the Second Class County Code, an Authority must be organized by a county, city, borough, or township of the Commonwealth.

**A Review of the Methods Used in the Implementation of each Agency's Functions and  
an Analysis of Alternative Methods that May be  
Employed to Achieve the Agency's Legal Mandates**

Borrowers could seek private or alternative public funding from other entities which might cause a significant increase in costs.

**An Evaluation of Whether the Absence or Reduction  
of the Agency or the Agency's Provision of Services Would  
Significantly Harm or Endanger the Public Health, Safety, or Welfare**

Since its inception, ACRFA has assisted developers with the financing of acquisition, reconstruction and rehabilitation at a lower than conventional rate. ACRFA also issues taxable or tax-exempt obligations for its first-time homebuyers program. The elimination of ACRFA could cause these developers to reduce or eliminate these improvements and also severely impact the first-time homebuyers program which would adversely affect the citizens of Allegheny County. Further, these developers could seek other Authorities to finance their improvements.

**The Efficiency with which Formal Public Complaints Filed  
with the Agency have been Processed**

All public complaints are made directly to the agency. Each agency has specific procedures to address complaints

**An Analysis Showing the Costs of Compliance for Individuals  
or Other Entities Regulated by the Agency**

As noted in the Departmental review, “Each Authority within ACED, which are treated as separate entities, has a process in place to review and study fees. Once it has been determined that it is appropriate to charge fees to the public, each agency adopts the fees in a public meeting. These fees are then reviewed during the annual budget process of each Authority. Any modification of the fees is proposed to the appropriate Authority Board of Directors for approval.”

**In the Case of an Agency that Has Received Appropriations from the County's Operating Budget  
in any of the Five Years Prior to the Sunset Review, a Financial Audit  
of the Agency Performed by an Entity Independent of the County.**

As this agency did not receive an appropriation from the County’s operating budget, this review is not applicable. However, financial audits are conducted by an independent auditor for this agency on an annual basis.

**Recommendation: Continue**

# Vacant Property Review Committee



## **The Legal Mandate or Necessity for the Agency**

The Allegheny Vacant Property Recovery Program is authorized under the Urban Redevelopment Law of Pennsylvania, Act 94 of 1978, as amended (35 P.S. Section 1712.1). The County's Vacant Property Review Program was first started in 1984. The Program is authorized under the Urban Redevelopment Authority Law of Pennsylvania, Act 94 of 1978, as amended (35 P.S. Section 1712.1). The Program is also locally authorized via Ordinance, dated September 23, 1993 of the Board of County Commissioners. The ordinance was amended on July 5, 2000, via Legislative Action of the County Council to reflect changes in membership. Section 1 of the ordinance now requires that the members of the County's Vacant Property Review Committee shall be appointed as follows: One (1) member appointed by the Allegheny County Executive; one (1) member of County Council appointed by said body; one (1) member of the Allegheny County Department of Economic Development's Housing Division, appointed by the Director of ACDOED; one (1) member of the Allegheny County Department of Economic Development's Planning Division appointed by the Director; one (1) member appointed by the Redevelopment Authority of Allegheny County Board; one (1) member appointed by the Pennsylvania Department of Community and Economic Development; and one (1) member appointed by the Allegheny County Health Department, through its Director.

## **A Determination of Public Need for the Continued Existence of the Agency and its Services**

The Vacant Property Review Committee has a fundamental function in the Allegheny Vacant Property Recovery Program process. The Committee meets on the third Tuesday of every month to review applications and determine blight designations for vacant and tax delinquent Allegheny County properties. The purpose of the Program is to take blighted and/or tax delinquent properties and resell them to an applicant to reuse as determined by their application. Through the Program, the Vacant Property Review Committee supports the

stabilization of neighborhoods, provision of viable reuses for abandoned properties, and returning of properties to a positive, tax-generating status.

### **An Evaluation of Whether the Agency is the Most Effective Body to Implement the Agency's Programs**

The Allegheny Vacant Property Recovery Program is authorized under the Urban Redevelopment Law of Pennsylvania, Act 94 of 1978, as amended (35 P.S. Section 1712.1), as well as by local ordinance of the Board of County Commissioners, as amended by the County Council.

### **A Review of the Methods Used in the Implementation of each Agency's Functions and an Analysis of Alternative Methods that May be Employed to Achieve the Agency's Legal Mandates**

The other methods of property acquisition include a sheriff sale or tax sale. However, the Allegheny Vacant Property Recovery Program is an increasingly streamlined process in comparison. A Sheriff sale and tax sale can take significantly longer, increase cost, and do not always produce a clean title to the property as the Vacant Property Recovery Program does.

**An Evaluation of Whether the Absence or Reduction  
of the Agency or the Agency's Provision of Services Would  
Significantly Harm or Endanger the Public Health, Safety, or Welfare**

If the Vacant Property Review Committee was eliminated, the participating municipalities in the Allegheny Vacant Property Recovery Program would lose a vital method for individuals/entities to acquire and develop abandoned properties. Through the Committee and the Program, municipalities receive positive income from properties being put back on the tax rolls and the maintenance cost to the municipality for these abandoned properties is eliminated. The Committee and Program increase community investment, which helps to further stabilize local communities. Without this Committee and Program, the municipalities and their residents would lose these benefits.

**The Efficiency with which Formal Public Complaints Filed  
with the Agency have been Processed**

All public complaints are made directly to the agency. Each agency has specific procedures to address complaints.

**An Analysis Showing the Costs of Compliance for Individuals or  
Other Entities Regulated by the Agency**

Each agency has a process in place to review and study fees. Once it has been determined that it is appropriate to charge fees to the public, each agency adopts the fees in a public meeting.

**In the Case of an Agency that Has Received Appropriations from the County's Operating Budget in any of the Five Years Prior to the Sunset Review, a Financial Audit of the Agency Performed by an Entity Independent of the County**

Financial audits were conducted by independent auditors for all agencies receiving appropriations from the County's operating budget. This agency did not receive an appropriation from the County's operating budget. However, financial audits are conducted by an independent auditor for this agency on an annual basis.

**Recommendation: Continue**

# Allegheny League of Municipalities



## **The Legal Mandate or Necessity for the Agency**

Although the Allegheny League of Municipalities was formed in response to an effort led by the Allegheny County Board of Commissioners in the 1960s, it is an independent 501(c)(3) organization. There is no legal mandate that applies to it, and no county necessity for the agency. The County does still have representation on the Board of the League. The County Executive has three appointments to the Board, but the appointments do not require confirmation by County Council.

## **A Determination of Public Need for the Continued Existence of the Agency and its Services**

As the County has no majority role in the continued existence of the agency, its services, or operations, it would be inappropriate for the County to make a determination as to its public need. While represented on the Board, the County does not have a majority representation (three members of 20) and is equivalent to the other founding organizations (City of Pittsburgh, Boroughs Association, Township Commissioners Association, Township Officials Association, City of McKeesport, Mt. Lebanon, Penn Hills, Municipal Authority of the Borough of West View, and the Allegheny County Sanitary Authority) in membership.

**A Review of the Methods Used in the Implementation of the Agency's  
Functions and an Analysis of Alternative Methods that may be  
Employed to Achieve the Agency's Legal Mandates**

Given that there is not a legal mandate for this agency, a review within that context is not applicable. However, the implementation of the agency's functions is done by a four-person staff which reports to and is governed by a 20-member board.

**An Evaluation of Whether the Agency is the Most Effective Body to  
Implement the Agency's Programs**

As the County has no majority role in the agency, its services, or operations, it would be inappropriate for the County to make this evaluation independently.

**An Evaluation of Whether the Absence or Reduction of the Agency  
or the Agency's Provision of Services Would  
Significantly Harm or Endanger the Public Health, Safety, or Welfare**

As the County has no majority role in the agency, its services, or operations, it would be inappropriate for the County to make this evaluation independently.

**An Analysis Showing the Costs of Compliance  
for Individuals or Other Entities Regulated by the Agency**

Due to the public nature of this agency, if it was determined that a fee would be appropriate, the agency would adopt the fee in a public meeting. Currently, Allegheny County does pay annual membership fees to this entity.

**The Efficiency with which Formal Public Complaints  
Filed with the Agency Have Been Processed**

All public complaints are made directly to the agency. Each agency has specific procedures to address complaints.

**In the Case of an Agency that Has Received Appropriations from the County's Operating Budget in Any of the Five (5) Years Prior to the Sunset Review, a Financial Audit of the Agency Performed by an Entity independent of the County.**

The League does receive appropriations from the County in the form of its membership dues. As such, an Independent Auditors' Report by Hileman and Associates, P.C. is available.

**Recommendation: Continue**

# Department of Minority, Women and Disadvantaged Business Enterprise (MWDDBE)



## **Vision:**

To make opportunity available to all business owners.

## **Mission:**

To build the capacity of MWDBE certified businesses, monitor contracts to ensure compliance with Allegheny County goals, and provide outreach and technical assistance to the business community.

## Overview of the Department

As a significant catalyst for business development, the Department of Minority, Women and Disadvantaged Business Enterprise (MWDBE) provides technical assistance, advocates for solutions to address MWDBE business concerns and promotes opportunities within Allegheny County. In partnership with all County departments and the community at large, the department ensures the successful integration of MWDBE firms within the business structure of the county. To facilitate the attainment of this process, the County has established goals for all contracts of 13% for MBEs and 2% for WBEs that remain in effect throughout the life of each contract.

From an operational perspective, the department has two primary areas of focus:

- **Contract Compliance:** Responsible for reviewing subcontracting plans to determine the level of inclusion, monitoring all contracts to determine level of achievement to established targets.
- **Certification:** Provides certification services under Code of Federal Regulations (CFR 49) Parts 23 (airport concessions) and 26 (all other business)
- **Outreach:** The MWDBE Department communicates with the public by hosting and participating in workshops, trainings, tradeshow and speaking engagements.

To accomplish these objectives, the department interfaces with the MWDBE Advisory Committee, NAACP Pittsburgh and suburban branches, Black Political Empowerment Project, African American Chamber of Commerce, Mon Yough Area Chamber of Commerce, Urban League of Pittsburgh, Pittsburgh Metropolitan Area Hispanic Chamber of Commerce, Eastern Minority Supplier Development Council, Diversity Business Resource Center, Women's Center for Entrepreneurship at Chatham, Small Business Development Centers of Duquesne University and University of Pittsburgh, various County departments and many more.

The Allegheny County MWDBE Contractor/Veterans Working Capital Loan Program (WCLP), established in 2004, is designed to provide accounts receivable financing for small contractors executing public agency contracts in Allegheny County. The WCLP provides market-rate gap financing to small contractors based on the WCLP applicant's need to finance working capital for their public agency contracts.

## Achievements of the Department of Minority, Women, and Disadvantaged Business Enterprise (MWDBE)

The Allegheny County Department of Minority, Women & Disadvantaged Business Enterprise (MWDBE) serves as a catalyst for business development and ensures the inclusion of minority, women and disadvantaged business enterprise firms in meaningful business opportunities throughout the County. As such, the following accomplishments were achieved from January 1, 2015 through December 31, 2018:

- **The MWDBE Department certified approximately 600 firms through the Pennsylvania Unified Certification Program (PA UCP).** The purpose of the PA UCP is to provide ‘one-stop-shopping’ for firms seeking certification as a Disadvantaged Business Enterprise (DBE).
- **The MWDBE Department participated in: 97 construction status meetings; 56 prebid meetings and bid openings and on 4 RFP selection committees.** Additionally, the MWDBE Department vetted 303 contracts for 228 specifications; conducted 825 certification counseling sessions; and monitored over 230 contracts.
- **In partnership with the community at large, the Department sponsored and/or participated in 228 outreach activities throughout the region.** Additionally, the MWDBE Department collaborated with the Allegheny County Department of Human Services (DHS) to increase MWDBE participation on DHS contracts.
- **The MWDBE Department increased the audience for certification counseling sessions by adding a fifth satellite location** at Penn State Greater Allegheny, while continuing to offer sessions at the North Side, Homewood, Hill District and East Liberty.
- **The MWDBE Department underwent a digital transformation with the addition of new compliance software, automating the monitoring of MWDBE participation on contracts.** Tablets are now available to on-site visitors applying for certification, and Skype video conferences have improved the reach of webinars and made counseling sessions more convenient.

## The Legal Mandate or Necessity for the Department

The Allegheny County Board of Commissioners created the MWDBE Program via ordinance on June 18, 1981 to ensure that minority and women entrepreneurs were given maximum opportunity to obtain and perform contracts. Authorization and ratification were codified in §435 of the Allegheny County Administrative Code of Ordinances. The department was continued through the transition to Home Rule in 2000 by Article XIII, Section 6 (d) of the Home Rule Charter of Allegheny County.

Allegheny County also receives funds as a Federal Highway Administration sub-recipient; therefore, under Code of Federal Regulations 49, Part 26 (CFR 49 Part 26) Allegheny County must have a department such as the MWDBE Department. Specifically, the regulations mandate referenced in Subpart B-Administrative Requirements for DBE Programs for Federally-Assisted Contracting (§ 26.21) that:

If you are in one of these categories and let Department of Transportation (DOT)-assisted contracts, you must have a DBE program meeting the requirements of this part:

- All FHWA recipients receiving funds authorized by a statute to which this part applies;
- A recipient receiving planning, capital and/or operating assistance who will award prime contracts (excluding transit vehicle purchases) exceeding \$250,000 in FTA funds in a Federal fiscal year;
- FAA recipients receiving grants for airport planning or development who will award prime contracts exceeding \$250,000 in FAA funds in a Federal fiscal year.

Additionally, section § 26.25 requires that the DBE liaison officer “shall have direct, independent access to the Chief Executive Officer concerning DBE program matters. The liaison officer shall be responsible for implementing all aspects of your DBE program.” It also mandates that to be in compliance, adequate staff is available to administer the program.

## **A Determination of Public Need for the Department's Services**

Recognizing that minority and women business enterprises had not participated in County contracts to the extent that is desirable, Allegheny County created the Minority Business Enterprise Program in 1981 as a mechanism to engage the community at large in the myriad of opportunities involved in contracting for public services. As such, this department ensures that Minority Business Enterprises (MBE), Women Business Enterprises (WBE) and Disadvantaged Business Enterprises (DBE) are given the maximum opportunity to obtain and perform on county contracts.

In order to accomplish and monitor this effort, The Department of Minority, Women and Disadvantaged Business Enterprise (MWDBE) works in partnership with all County departments and the community at large, to maximize the successful integration; and successful utilization of historically underutilized businesses within our community.

To provide for an appropriate response to public need, goals have been established for all contracts and other business activities entered into by Allegheny County. Particular focus is on the overarching goals of 13% for MBEs and 2% for WBEs.

## **A Review of the Methods used in the Implementation of Each Department's Programs and an Analysis of Alternative Methods That May be Employed to Achieve the Department's Legal Mandates**

Internally, the department, as a Certifying Participant of the Pennsylvania Unified Certification Program (PA UCP), performs certifications of minority, woman and disadvantaged business enterprises.

To ensure compliance with regulations promulgated by the Code of Federal Regulations 49, Parts 23 & 26 guidelines (CFR 49), eligibility standards for certification were developed and delineated in the Allegheny County Administrative Code (Section §435-6)

From an external perspective, the department monitors the compliance of contracts utilizing a proprietary software package to track MWDBE progress on contracts and generates reports related to the contracting process for the community. Additionally, the department regularly interfaces with the community throughout the year to share information on various business opportunities and provide educational technical business assistance.

Given these unique internal and external processes, there is not currently another entity that could be employed to achieve these mandates.

## **An Evaluation of Whether County Government is the Most Effective Body to Implement the Department's Programs**

Recognizing the changing dynamics and interrelationships of various governmental entities, it would be counterproductive to transfer the overall responsibilities to private entities that would serve as consultants to the County. As the primary vehicle for fulfillment of administrative functions, the County can more easily respond to the needs of the various constituencies in a coordinated and efficient fashion.

However, it is recognized that some aspects of the process such as technical assistance could be done by a consultant under contract with the County.

Since the Commonwealth of Pennsylvania has not administered an MWBE certification program since 2012, the role of the County continues to be enhanced and clearly demonstrates the role of the county in this process.

## **An Evaluation of Whether the Absence or Reduction of the Department or the Department's Provision of Services Would Significantly Harm or Endanger the Public Health, Safety or Welfare**

The absence or reduction of this department would diminish the County's goal of broadening economic opportunities for minority, women and disadvantaged business enterprises. Although this department design does not have a direct relationship on issues of public health and/or safety, there does exist a direct relationship on the issue of public welfare. Specifically, the welfare of the community is best served in an environment in which all members of the community have access to the economic opportunities of the majority.

## **An Analysis Showing the Costs of Compliance for Individuals or Other Entities Regulated by the Department**

The costs of compliance for this Department are referenced in the Resolutions (Operating Budget # 16-18-RE 10838-18 and the Special Revenues/Grants Budget # 18-18-RE 10840-18) signed by the County Executive on December 4, 2018. Additionally, the costs of compliance for the approved budget listed above are delineated within the 2018 Adopted Budgets which can be referenced at <https://www.alleghenycounty.us/budget-finance/county-budgets.aspx>

## **The Efficiency with which Formal Public Complaints Filed with the Department Have Been Processed**

Given that this process is under the jurisdiction of the Federal government, the process for filing a complaint is delineated in the Code of Federal Regulations (CFR 49). As such, the appeal process requires that an appeal be filed with the PA UCP Appeals Committee at the state level. If the decision is unsatisfactory to the appellant, an additional appeal can be submitted to the Federal Department of Transportation's Office of Civil Rights. However, all businesses do have the option of going directly to the Federal level rather than the Commonwealth's appellate process. Additionally, the County Information Center directs complaints it cannot resolve to the relevant employee within the department. Any issues are forwarded for analysis and resolution. Documentation of these issues are retained by the County Information Center.

### **Recommendation:**

Acknowledging the critical service as a catalyst for business development and the successful integration of MWDBE firms within the business structure of the county, the continuation of the Department of Minority, Women and Disadvantaged Business Enterprises is imperative as it provides an essential function.

# Department of Health (ACHD)



## **Vision:**

Healthy people living in a healthy county.

## **Mission:**

The mission of the Allegheny County Health Department (ACHD) is to protect, promote, and preserve the health and well-being of all Allegheny County residents, particularly the most vulnerable.

## Overview of the Department

The Allegheny County Health Department (ACHD) is responsible for protecting the health of citizens of Allegheny County by carrying out actions designed to prevent ill health. These actions include:

- Surveillance for and controlling communicable diseases,
- Public health education and health promotion,
- Enforcement of public health and environmental regulations,
- Compilation of public health statistics,
- Other actions as either required by law or as deemed necessary by the Director.

To accomplish these objectives, the Department under the jurisdiction of the County Board of Health retains five (5) primary bureaus:

- Community Health Promotion & Disease Prevention
- Environmental Health
- Assessment, Statistics, and Epidemiology
- Public Policy and Community Relations
- Administration and other Support Services

## **Bureau of Community Health Promotion & Disease Prevention:**

- **Chronic Disease Prevention:** Promotes awareness and provides assistance with an array of chronic health conditions.
- **HIV/AIDS:** Provides a voluntary testing program involving pre-test and post test counseling.
- **Home Visiting Network:** In collaboration with other home visiting agencies, provides an efficient health care and social support delivery system to families by coordinating resources of existing maternal and child health programs.
- **Infectious Disease:** Monitors and tracks the incidence of reportable diseases and conditions; assists in outbreak investigations; provides vaccinations, including travel vaccines; investigates animal bites and exposures to prevent transmission of diseases to humans, such as rabies, Lyme disease and West Nile virus; provides screening, evaluation, and treatment to persons with latent and active tuberculosis.
- **Maternal and Child Health:** Works to maximize the quality of life and health of mothers, infants, and children and their families in Allegheny County. Public health nurses provide prenatal, post-partum and pediatric home visits to assess and assure families receive appropriate medical services and anticipatory guidance to improve their health.
- **Pediatric Dentistry:** Provides preventive and corrective dental treatment of children.
- **Sexually Transmitted Disease:** Provides control of sexually transmitted diseases (STD) via free, convenient and confidential services.
- **Women, Infant and Children (WIC):** Serves income-eligible and medically and nutritionally at-risk pregnant women, breastfeeding mothers, infants and children under five years of age via this federally-funded program
- **Injury Prevention:** Promotes the safe use of motor vehicles and firearms and offers guidance for home safety to reduce the incidence of injuries caused by the improper use of equipment.

## **Bureau of Environmental Health:**

- **Air Quality:** Has primary responsibility of implementing the Federal Clean Air Act in Allegheny County. Monitors the county's air quality; permits and inspects industrial and institutional sources of air pollution; and develops, implements, and enforces air pollution regulations to ensure that the region's air quality meets all federal, state, and local standards.
- **Healthy Homes/Lead Poisoning:** Provides healthy home inspections to identify hazards including mold and moisture, ventilation, pests, radon, fall hazards and other safety issues.
- **Housing and Community Environment:** Inspects and permits food safety facilities and general environment at schools, residential facilities and other institutions. Investigates citizen housing complaints. Monitors and treats mosquito-breeding sites and removes nuisance animals. Inspects and regulates public swimming pools, parks and other facilities.
- **Food Safety:** Inspects and permits retail food safety facilities, including restaurants, groceries and others. Monitors and investigates complaints for food facilities and has the primary responsibility for regulation of food facilities.
- **Public Drinking Water:** Inspects and provides oversight of 78 public water systems, which serve 99% of County residents.
- **Recycling:** Oversees plans to make municipal recycling programs sustainable. Conducts special event for hard-to-dispose items.
- **Solid Waste Management:** Inspects and provides oversight of 40 facilities which include operating and closed landfills, waste processing facilities, material recovery facilities and leaf/yard composting sites.
- **Water Pollution Control:** Inspects and has oversight of all sewage treatment plants and sewage collection and conveyance systems in the County.

### **Bureau of Assessment, Statistics, and Epidemiology**

- **Surveillance:** Monitors the health status of county residents.
- **Investigation:** Conducts outbreak investigations.
- **Reporting:** Provides data to program within the Health Department and for external review.
- **Evaluation:** Evaluates program effectiveness.
- **Vital statistics:** Maintains birth and death data for Allegheny County.

### **Bureau of Public Policy and Community Relations**

- **Emergency Preparedness and Response:** Plans and evaluates response functions for public health emergencies. Provides preparedness training for employees.
- **Public Information:** Manages media communications and the Telephone Center which processes citizen's complaints and providing answers to questions from consumers and businesses about the Department's functions.
- **Legal:** Provides counsel and professional legal services for the health department.
- **Policy:** Analyzes and recommends policy actions.

### **Bureau of Administration and Other Support Services:**

- **Budget, Accounting and Payroll:** Performs all administrative functions related to financial transactions of the County.
- **Facility Management:** Maintains operations, facility improvements, and safety protocols for all facilities occupied by ACHD.
- **Fee and Permit:** Collects fees and issues licenses to facilities regulated by ACHD.
- **Human Resources:** Administers the ACHD's merit system, which is used for the recruitment, testing, selection and advancement of employees.
- **Information Technology:** Maintains computer systems that support all ACHD functions.
- **Pittsburgh Health Corps:** Places members in host sites throughout the county to connect populations at need with health education and services, while developing tomorrow's compassionate health leaders.
- **Public Health Laboratory:** Conducts laboratory testing for sexually-transmitted infections, rabies, and other infectious diseases. Maintains capacity to test emergency specimens.

## Achievements of the Department of Health

Recognizing that the Department's mission is to protect, promote, and preserve the health and well-being of all Allegheny County residents, particularly the most vulnerable, the following achievements were realized over the time period from July 1, 2015 through December 31, 2018:

- **Achieved Accreditation from the Public Health Accreditation Board (PHAB) in 2017 capping** a three-year effort with over 1,000 documents submitted as part of the application process.
- **Completed the “Plan for a Healthier Allegheny” as a five-year roadmap to improve our County’s health focusing on five priority areas** including; Access to Care, Chronic Disease Health Risk Behaviors, Environment, Maternal and Child Health, and Mental Health and Substance Abuse Disorders.
- **Instituted unprecedented enforcement actions against US Steel associated with compliance violations at its Clairton Coke Works facility.** In addition to a fine of over \$1-million dollars for more than 6 months of violations, the company is required to demonstrate improvement at their coke batteries over the first two quarters of 2019.
- **Completed installation of the EPIC Medical Records system for all three clinics in the Department in 2018, eliminating a paper-based process.** This state-of-the-art tool will enhance productivity, analysis and reporting in all clinical areas of the Department.
- **Provided over 8,000 doses of naloxone to 121 organizations and trained 2,972 persons in overdose detection and naloxone rescue.**
- **Published critical public health reports** including: natality report, 5-year mortality rates for leading causes of death by municipality, school immunization, animal bites, reportable diseases, Lyme disease and hepatitis C.

- **Adjudicated or settled over 60 administrative hearings in 2018 related to regulatory activities of the Department, an increase of over 100% from the prior year.**
- **Created the Office of Violence Prevention and awarded \$329,900 in contracts to community partners to implement violence prevention efforts in targeted neighborhoods** including, street outreach, trauma response, and micro-grants.
- **Revamped the Human Resources Department to increase operational efficiency.** Efforts included hiring a Human Resource Manager, automating the application process, implementing active recruitment strategies and developing key performance indicators for the department.
- **Recognizing the need to communicate across the diverse populations in the region, ACHD translated Department materials for at least 6 programs for the first time into Spanish, French, Nepali – key languages spoken throughout Allegheny County.**
- **Hosted first-ever Full-Scale Emergency Preparedness Exercise with Points of Dispensing at 3 Allegheny County schools.**
- **Completed the first annual Workforce Development Plan with 10 separate training initiatives focused on Dignity & Respect, HIPAA and Microsoft Office Suite.**

## The Legal Mandate or Necessity for the Department

Under mandate of the Commonwealth, all counties in Pennsylvania must have access to core public health services. As such, Allegheny County opted in 1957 to maintain a County Health department rather than having the services provided by the Commonwealth.

The Allegheny County Health Department (ACHD) is currently mandated by the Local Health Administrative Law, 16 P.S. §12001, et seq. Minimum Program Standards are promulgated under Title 28, PA Code. Certain authorities and duties under the PA Disease Prevention and Control Act, 35 P.S. §521, are also placed on the Health Department. The Local Health Administration Law provides for the dissolution of a county health department only via voter referendum, 16 P.S. §12005.

Continuation of the department is authorized by Article XIII, Section 6(d) of the Home Rule Charter of Allegheny County.

## A Determination of Public Need for the Department's Services

The core function of the ACHD is to provide year-round services to promote individual and community wellness; prevent injury, illness, disability and premature death; and protect the public from the harmful effects of chemical, biological and physical hazards in the environment.

With respect to specific functions of ACHD, the following public needs are addressed:

- Emergency response to assure the delivery of essential public health services during disease outbreaks, natural and man-made disasters, hazardous materials incidents, civil disturbances and acts of terrorism;
- Infectious disease programs, including sexually transmitted disease prevention and control, immunizations, infectious disease reporting and investigation, and the tuberculosis control program;
- Chronic disease and injury prevention programs to educate and promote actions that prevent, detect and manage heart disease, high blood pressure, lung disease, diabetes and cancer;
- Pediatric dental program serves economically disadvantaged children;
- Lead poisoning prevention services to children from birth to 6 years of age, including blood lead screening, medical case management, environmental inspections and management and informational and educational services;
- Maternal and child health programs, including breastfeeding promotion, early home visiting programs that provide healthy foundations for high risk families;

- Women, infants and children (WIC) program to provide nutritional support to income-eligible and medically or nutritionally at-risk pregnant women, breast-feeding mothers and children under age 5;
- Air quality programs to issue permits for stationary air pollution sources; inspect sources for compliance with air pollution regulations; monitor air quality; regulate open burning, asbestos removal and abrasive blasting; investigate citizen complaints about air pollution; and promote pollution prevention activities;
- Food inspection program which issues permits and inspects food establishments – restaurants, caterers, institutions, retail markets, wholesalers, distributors, processors, warehouses, mobile vendors, temporary and seasonal food facilities;
- Public drinking water and waste management program, which permits drinking water suppliers, regulates solid waste disposal, and regulates recycling;
- Plumbing inspection for new or modified residential and commercial plumbing installations to assure compliance with the plumbing code;
- Housing and community environment program, which conducts both food safety and environmental permitting of schools and other residential settings, regulates pools and parks for safety, and investigates complaints from landlords and tenants about unsafe or unsanitary housing conditions;
- Public health laboratory services which performs microbiological and viral laboratory tests in support of surveillance actions for various diseases

- Epidemiology and Biostatistics which provides monitoring and surveillance of public health and emerging issue

## **A Review of the Methods Used in the Implementation of Each Department's Programs and an Analysis of Alternative Methods that May be Employed to Achieve the Department's Legal Mandates**

Although Allegheny County opted in 1957 to maintain its own County Health department, the counties surrounding Allegheny County have services provided by the Commonwealth of Pennsylvania through its Departments of Health, Environmental Protection and Agriculture. These services are, in many instances, provided on a smaller scale than those provided by ACHD.

An alternative organization would be to create a multi-county health department, which is allowable under the Local Health Administrative Law, and could be modeled after the Region 13 emergency response network. This would require considerable intergovernmental cooperation between the governments of the various counties and would likely result in loss in the degree of county control over the nature and type of services provided.

The other alternative is to cease having a county health department and to revert all functions to the Commonwealth. This would result in a significant reduction in the type and scope of services and a loss of county control of these services.

## **An Evaluation of Whether County Government is the Most Effective Body to Implement the Department's Programs**

ACHD provides services which would otherwise be outside county control, as they would be provided directly by the Commonwealth if ACHD did not exist.

Given the charge of ACHD, it is appropriate to retain this critical function at the County, due to its effectiveness with the following:

ACHD is responsible for protecting the health of citizens of Allegheny County by carrying out actions designed to prevent ill health. These actions include: surveillance for and controlling communicable diseases, public health education and health promotion, enforcement of public health and environmental regulations, compilation of public health statistics, and other actions as either required by law or as deemed necessary by the Director. Funding for the department comes from several sources: direct County appropriations, a per capita matching reimbursement from the state, state and federal project grants and fees charged for permits, inspections, etc.

Pennsylvania State Law governs the operations and scope of services of ACHD. Human Health Programs, including sexually transmitted disease prevention and control, tuberculosis control, immunizations and infectious disease reporting are regulated by law and are headed by section chiefs with experience and training in those areas. As required by law, the department provides diagnostic and treatment services for STDs and tuberculosis without charge. The department provides childhood immunizations without charge; travel immunizations are provided with fees charged as determined by regulation.

Maternal and Child Health Programs and Dental Programs are mandated by law and are partially subsidized by grants and direct charges for pediatric dental services. The Women, Infants and Children (WIC) Program is 100% grant funded. The Healthy Homes/lead prevention program is also funded by grants, with some County/State operating money. Additional programs include the Chronic Disease Program, which is required by regulation, and the Injury Prevention and Traffic Safety programs which is grant funded.

Environmental Programs mandated by law include a program in Housing and Community Environment which regulates both food service and general environment in nursing homes, schools, boarding homes, day care centers. It also regulates bathing places, including swimming pools, and investigates housing complaints including rodents, mold and other hazards. Food safety is provided through the Food Protection Program. Both are funded by State/County operations and fees generated from permits are used to offset the County match required by law. Plumbing activities are self-supporting by fees charged and are an essential operation; although not mandated by law or regulation to be located within the health department, they are essential services and are linked to ACHD's actions related to safe drinking water and liquid waste handling. The Air Quality Program, which has responsibilities delegated by the Environmental Protection Agency, is 100% funded by grants and generated fees.

Additionally, there are general actions required by law/regulation for administration, including epidemiology and vital statistics. These actions conduct analyses of vital statistics and communicable disease data, provide data for identifying public health problems and focus public health actions to address them.

**An Evaluation of Whether the Absence or Reduction of the Department or the  
Department's Provision of Services  
Would Significantly Harm or Endanger the  
Public Health, Safety or Welfare**

ACHD protects the health of the public, through the various programs it offers. Disease surveillance, prevention, and treatment are critical to maintaining the public health of County residents. Its programs are essential to maintaining the public health and protecting County residents. If these services were not located in ACHD, there would be less accountability and responsiveness to county public health concerns.

The absence or reduction of critical health services would significantly harm and/or endanger the public health safety and welfare of the residents of the county. Specifically, the adverse effects would include, but not limited to the following:

- During times of disease outbreaks, terrorism, civil disturbances and disasters (natural and biological) the lack of accurate public health information and response capacity would significantly compromise the public's need to take appropriate action and preventive measures.
- The incidence of chronic diseases that is prevalent in the community would increase without the availability of appropriate disease and injury prevention programs.
- Economically disadvantaged children would lack access to dental programs that are critical to proper nutrition and health

- The prevalence of lead poisoning would increase which compromises neurological processes.
- Families designated as high risk to develop complications related to maternal and child would experience compromising health conditions that would lead to further health issues and decreased educational achievements.
- The incidence of health-related issues resulting from air pollution would increase life-threatening health conditions and increase health care costs especially in acute care services.
- The incidence of food related illness resulting from a lack of proper inspection of all food-related entities would increase and could increase mortality.
- Health conditions related to the need for safe drinking water, appropriate plumbing design and appropriate waste disposal would provide environments that would foster acquisition of disease generally not experienced within our communities.
- The safety of residents with respect to public space and housing conditions that are safe and sanitary would be significantly affected.
- Diseases of microbiological or a viral nature not screened appropriately by a public health laboratory would seriously harm the public welfare and safety.

## **An Analysis Showing the Costs of Compliance for Individuals or Other Entities Regulated by the Department**

The costs of compliance for this Department are referenced in the Resolutions (Operating Budget # 16-18-RE 10838-18 and the Special Revenues/Grants Budget # 18-18-RE 10840-18) signed by the County Executive on December 4, 2018. Additionally, the costs of compliance for the approved budget listed above are delineated within the 2018 Adopted Budgets which can be referenced at <https://www.alleghenycounty.us/budget-finance/county-budgets.aspx>

## **The Efficiency with which Formal Public Complaints Filed with the Department have been Processed**

The County Information Center directs complaints it cannot resolve to the relevant employee within the department. Additionally, the ACHD operates a year-round, 24-hour call system which handles complaints and responds to emergent public health situations.

### **Recommendation:**

Recognizing that the Allegheny County Health Department embodies the charge of the Home Rule Charter to “foster a higher quality of life”, the continuation of the Allegheny County Health Department is essential to ensuring that human health and the environmental health needs of county residents remain a priority.

# Air Pollution Control Advisory Committee



## **The Legal Mandate or Necessity for the Agency**

The Air Pollution Control Advisory Committee was established July 5, 1960 under Article XIII of the Allegheny County Health Department's (ACHD) Rules and Regulations for Air Pollution Control. The Committee currently operates under Section 2101.07 of Article XXI of the ACHD. The Committee consists of nineteen (19) individuals, no more than five (5) of which shall represent industry. Members are appointed by the County Executive for a one-year term or until the next appointment. Each member may identify an alternate in writing to vote in his/her stead.

## **A Determination of Public Need for the Agency and its Services**

Given that the committee recommends to the Board of Health additions and changes to the rules and regulations and advises ACHD and the Board of Health on matters relative to the control of air quality in Allegheny County, it can be concluded that the public's need for appropriate air quality regulations is addressed.

## **A Review of the Methods Used in the Implementation of each Agency's Functions and an Analysis of Alternative Methods that may be Employed to Achieve the Agency's Legal Mandates**

Due to the advisory nature of this entity, this issue is not applicable.

## **An Evaluation of Whether the Agency is the Most Effective Body to Implement the Agency's Programs**

Under Article XXI of the Department of Health's Air Quality regulations and Federal Law, an Air Pollution Control Advisory Committee is required. As such, this Agency is the appropriate and most effective agency to implement this function.

## **An Evaluation of Whether the Absence or Reduction of the Agency or the Agency's Provision of Services Would Significantly Harm or Endanger the Public Health, Safety, or Welfare**

Without the services of this Advisory group, input would not be provided from industry and environmental groups on revisions to air pollution regulations which are critical when crafting public policy related to public health.

## **An Analysis Showing the Costs of Compliance for Individuals or Other Entities Regulated by the Agency**

Due to the public nature of this agency, if it was determined that a fee would be appropriate, the agency would adopt the fee in a public meeting

**The Efficiency with which Formal Public  
Complaints Filed with the Agency have been  
Processed**

All public complaints are made directly to the agency. Each agency has specific procedures to address complaints.

**In the Case of an Agency that Has Received Appropriations from the County's Operating  
Budget in any of the Five Years Prior to the Sunset Review,  
a Financial Audit of the Agency Performed by an Entity Independent of the  
County**

This agency did not receive an appropriation from the County's operating budget. As such, an audit is not required.

**Recommendation: Continue**

# Plumbing Advisory Board



## The Legal Mandate or Necessity for the Agency

The Plumbing Advisory Board is established by Article XV, Plumbing Rules and Regulations of the Allegheny County Health Department.

The Board consists of ten members. Two members serve a one-year year, two members serve two-year terms and the remaining six members serve three-year terms.

The qualifications of Advisory Board members include:

- Licensed Journeyman Plumber
- Professional Engineer
- Home Builders Association Representative
- Building Industry Representative
- Member of the Allegheny League of Municipalities
- Licensed Architect
- Plumbing Design Engineer
- Director of the Allegheny County Health Department (ex officio)
- Allegheny County Chief Plumbing Inspector. (ex officio)

## **A Determination of Public Need for the Continued Existence of the Agency and its Services**

This Board functions to prevent public health hazards through improper plumbing installations and promote sound plumbing practices. A key function of the Advisory Board is to review and make recommendations on the use of plumbing practices and fixtures that have not yet been addressed by regulation. These recommendations form the basis for changes in the plumbing code and for the application of the plumbing code to specific local conditions.

These functions are necessary to keep plumbing practice current and protective of public health.

## **A Review of the Methods Used in the Implementation of each Agency's Functions and an Analysis of Alternative Methods that may be Employed to Achieve the Agency's Legal Mandates**

The functions of the Plumbing Advisory Board, like those of the Plumbing Licensing and Permitting Section, are necessary and appropriate. Only the location of these functions within government has potential alternatives. One alternative would be to place the plumbing functions within another government entity. While some municipalities in Allegheny County have building inspector functions, others do not. In order to assure that these functions are available throughout the County and to assure protection of public health for all County residents, the Advisory Board must be in a county agency that serves to protect public health. Since ACHD is the only agency that meets these criteria, continuation of the Plumbing Advisory Board within ACHD is recommended.

## **An Evaluation of Whether the Agency is the Most Effective Body to Implement the Agency's Programs**

Allegheny County Plumbing regulations (Article XV) require a Plumbing Advisory Board. The Advisory Board's key function is to review and make recommendations on the use of plumbing practices and fixtures that have not yet been addressed by regulation. These recommendations form the basis for assuring that regulations meet the needs of both county residents and the plumbing industry. It also recommends changes in the plumbing code and for the application of the plumbing code to specific local conditions.

The location of the Plumbing Advisory within the Allegheny County Health Department assures that the goal of protecting the public from water-borne disease continues to be the criterion by which changes in plumbing practice are measured. This will in turn protect the public's health.

## **An Evaluation of Whether the Absence or Reduction of the Agency or the Agency's Provision of Services Would Significantly Harm or Endanger the Public Health, Safety, or Welfare**

The County and the public in general would not receive recommendations from plumbers and industry professionals on revisions to plumbing regulations.

## **An Analysis Showing the Costs of Compliance for Individuals or Other Entities Regulated by the Agency**

No remuneration is provided for Advisory Board members. Fees are established by the Board of Health. Each agency has a process in place to review and study fees. Once it has been determined that it is appropriate to charge fees to the public, each agency adopts the fees in a public meeting.

There are no additional fees by ACHD to persons or other entities regulated by ACHD due to the existence of the Plumbing Advisory Board.

## **The Efficiency with which Formal Public Complaints Filed with the Agency have been Processed**

All public complaints are made directly to the agency. Each agency has specific procedures to address complaints.

## **In the Case of an Agency that Has Received Appropriations from the County's Operating Budget in any of the Five Years Prior to the Sunset Review, a Financial Audit of the Agency Performed by an Entity Independent of the County.**

This agency did not receive an appropriation from the County's operating budget and therefore no audit is required.

**Recommendation: Continue**

# Department of Human Services (DHS)



### **Vision:**

To create an accessible, culturally competent, integrated and comprehensive human services system that ensures individually tailored, seamless and holistic services to Allegheny county residents, in particular, the county's vulnerable populations.

### **Mission:**

The Department of Human Services (DHS) is committed to the highest level of excellence in publicly funded human services to Allegheny County residents.

## Overview of the Department

As the primary agent for the delivery of human services in the County, the Department of Human Services (DHS) serves 200,000 individuals (approximately 1 in 6 county residents) annually through an array of 890 distinct services. More than one fifth of Allegheny County's \$784 million annual operating budget (\$199.6 million) is dedicated to the delivery of human services.

To facilitate the delivery of services, DHS encompasses the following five (5) program offices:

- Area Agency on Aging
- Office of Children, Youth and Families (CYF)
- Office of Behavioral Health (OBH)
- Office of Community Services (OCS)
- Office of Intellectual Disability (OID)

Administrative support to these five offices is provided by:

- Administration (formerly Administrative and Information Management Services)
- Analytics, Technology and Planning (formerly Data Analysis, Research and Evaluation)
- Community Relations

### **Area Agency on Aging (AAA):**

- Provides services for adults, primarily 60 years of age and older, designed to help older adults live independent lives, including assisting them to remain living in their own homes as long as they are able and choose to do so. AAA provides services through programs based at its Southside office, a network of community-based providers and some local municipal governments throughout the county. AAA services range from those for active, independent older adults to those for persons who are more frail and vulnerable.

### **Office of Children, Youth and Families (CYF):**

- As mandated by state and federal law to protect children from abuse and neglect, CYF provides a wide range of child protective and supportive services to children and families in Allegheny County through a network of community-based providers. CYF works with its families, the courts, other public agencies, and contractors to provide services as needed and in ways that appropriately engage each family member, promote behavioral changes in the family, enable the family to use services in the community, and empower the family.

### **Office of Behavioral Health (OBH):**

- Provides residents with a coordinated, community-focused system of high-quality and cost-effective mental health and substance abuse services including prevention, crisis intervention, treatment, case management and community services through a network of community-based providers.

### **Office of Community Services (OCS):**

- Provides residents with a coordinated community-focused system of high-quality and cost-effective services, programs and opportunities that enable low-income and vulnerable individuals and families to build on their strengths and to become more self-sufficient. Through a network of community-based providers, OCS provides contracted services designed to meet the immediate needs of individuals and families. OCS also provides direct-service activities.

### **Office of Intellectual Disability (OID):**

- Equips residents with a coordinated, community-focused system of high-quality and cost-effective services, programs and opportunities that enable those with a diagnosis of an intellectual disability or autism to live according to the principles of self-determination. OID is supervised through a series of Operational Grant Agreements by the Pennsylvania Department of Human Services, Office of Developmental Programs (ODP).

### **Office of Administration:**

- Provides administrative support including Financial Management, Budgets and Reports, Contracts and Compliance, Human Resources/Training and Payroll.

### **Analytics, Technology and Planning:**

- Supports policy development, quality improvement, and internal/external planning and decision-making through research and evaluation, data analysis, client engagement, program design, procurement activities, and technology and information systems management.

### **Community Relations:**

- Optimizes communications between DHS and the public through strategic internal and external communications and public relations. OCR is also responsible for implementing human services educational and awareness efforts, coordinating DHS-initiated events and appearances at community events, organizing and coordinating fundraising efforts to supplement government funding for children and youth served, troubleshooting concerns and/or complaints about DHS and its programs and services, and responding to open records requests.

## Achievements of the Department of Human Services

The Allegheny County Department of Human Services (DHS) is committed to providing the highest level of excellence in publicly funded human services to county residents. As such, the following accomplishments were achieved by DHS between July 1, 2015 and December 31, 2018:

- **From 2015 through 2018, Allegheny County received a total of \$74,214,403 in annual Continuum of Care funding from the U.S. Department of Housing & Urban Development.** The annual funding is awarded through competitive grants and helps fund a multitude of programs and services aimed at reducing homelessness.
- **The 412 Youth Zone, a one-stop resource and drop-in center for current and former foster youth and youth who are homeless, celebrated a grand opening in 2016.** The center is operated by Auberle under a \$2 million contract from DHS and served 893 individual youth in the first year.
- **The Substance Abuse and Mental Health Administration (SAMHSA) awarded \$800,000 per year for three years to increase mental health and substance abuse supports for individuals and families experiencing homelessness in Allegheny County.** The money will help fund the Healthy Housing Outreach (H2O) project, expanding services for chronically homeless individuals, families, veterans and youth. The goals of H2O are to increase access to behavioral health supports for those with substance use disorders, serious mental illness, serious emotional disturbance, or co-occurring mental and substance use disorders and improve their ability to find and maintain permanent housing.
- **The Area Agency on Aging (AAA) received full accreditation for case management for long term services and supports from the National Committee on Quality Assurance (NCQA).** Previously reserved for health organizations, this is the first time that this accreditation has been awarded for case management services. The honor awarded to AAA is for a three-year accreditation, the maximum achievable time frame. The accreditation is bestowed on an organization that implements best practices for person-centered care planning and effective care transitions.

- **The Stand Together project was honored with a 2017 "Best in Category" Achievement Award in Human Services from the National Association of Counties (NACo).** The honor also granted Stand Together inclusion in NACo's list of "100 Brilliant Ideas," recognizing innovations from around the country. Created in 2013, Stand Together is an educational initiative designed to reduce the stigma of mental illness. The initiative trains, inspires and equips middle and high school youth to act against stigma in their schools toward peers with mental or substance use disorders.
- **DHS's innovative data solutions were featured in several national publications and media outlets,** including "Can an innovative Pittsburgh program help repair the broken lives of foster kids?", PBS NewsHour; "Using Data to Dramatically Enhance County Services, Accountability", Government Technology; "Schools Can Be First Defense Against Addiction", US News & World Report; "Can an Algorithm Tell When Kids are in Danger?", The New York Times Magazine; and "Bias Detectives: the Researchers Striving to Make Algorithms Fair", Nature.
- **DHS received a \$968,750 grant from Youth Villages to assist youth who have been in foster care and are transitioning to adulthood.** Youth Villages is a national non-profit committed to assisting emotionally and behaviorally troubled children and their families. The funding is being used to implement a new program, YVLifeSet, targeting youth who have been in foster care and are eligible for the department's Independent Living (IL) services.
- **SAMHSA awarded \$933,000 to expand behavioral health services in the county for children and adolescents 5 to 18 years old with serious emotional disturbance (SED) and their families.** Funding provided by the award will help establish a system of care within a Community of Practice, i.e., a group of providers sharing a commitment to better serve children and families involved in the child welfare system, focusing on children diagnosed with a serious emotional, behavioral or mental disorder.
- **To better serve consumers and families in need of direct care supports that enable a senior to remain living at home** (usually following some type of event or crisis for the elder or the inability of family members to sustain the amount of assistance needed), **DHS improved the rate of response from the initial phone call received by the Area Agency on Aging (AAA).** Now, in 75% of situations, the family or consumer is met within three days of the call and a lottery-funded Options plan of care is begun within five days, at a rate of 98%. This far outstrips the state's expectation to accomplish this within 10 business days.

- **The Medical Assistance Transportation Program (MATP) launched a four-month rideshare pilot program in September 2017** to explore how Transportation Network Companies such as Uber, Lyft and zTrip may complement existing MATP services for persons unable to use mass transit due to the location of origin or destination. A review of the pilot conducted by DHS found that clients were very supportive of the program, registering 1,245 trips for a cost savings of nearly \$10,000.
- **The Severe Weather Emergency Shelter, renamed the Winter Shelter, expanded its schedule**, and is now open every night from November 15 to March 15 for people who would otherwise sleep on the streets. This increases opportunities to engage the chronically homeless and to connect them to permanent supportive housing.
- **Allegheny County has been granted Unified Funding Agency status by the U.S. Department of Housing and Urban Development (HUD) to aid in the county's efforts to reduce homelessness.** The designation allows the County to have control over how it spends the funding provided through the annual Continuum of Care grant so that money can be regularly reallocated among programs, rather than awarded to each program in one lump sum.
- **Actionable Intelligence for Social Policy (AISP) awarded Marc Cherna, director of DHS, and Erin Dalton, deputy director in the Office of Analytics, Technology and Planning, the Pete Bailey Award for Achievement in Public Systems Integration.** This award recognizes the department's use of the data warehouse as well as the Allegheny Family Screening Tool to create better outcomes.
- **The Bureau of Drug & Alcohol Programs was awarded a Department of Corrections grant to implement a medication-assisted treatment (Vivitrol) pilot program in the Allegheny County jail.** The purpose of this program is to provide medication-assisted treatment to male and female inmates who have alcohol and/or opiate use disorders. Interested persons must volunteer to take Vivitrol and must commit to remaining drug-free and participate in community-based treatment services while taking Vivitrol.
- **A specialized Long-Term Structured Residence opened for individuals with forensic history, with serious mental illness and with/without history of a substance use disorder.** Eligible individuals may also have co-occurring intellectual disability. The residence accommodates up to eight individuals who have been discharged or released from acute inpatient, state hospital or criminal justice facilities and whose forensic history may include sexually offending behaviors. The goal of this specialized residential program is

to provide a locked yet lesser restrictive, comprehensive, community-based treatment program supporting behavioral and psychiatric stabilization for this priority population.

- **DHS began contracting with Holy Family to provide in-home drug and alcohol treatment for those who have difficulty leaving their homes (for example, parents with young children).** DHS is replicating a successful model to provide quality treatment to people in their homes.
- **Allegheny County DHS was selected as one of two pilot sites for the Foster America fellowship program, which leverages the diverse skills of talented professionals to address pressing issues in child welfare.** The national program provided for three Foster America Fellows at DHS.
- **The John D. and Catherine T. MacArthur Foundation awarded Allegheny County a \$2 million grant to continue building on efforts to reform the local criminal justice system and safely reduce the county jail population.** The grant is part of the Safety and Justice Challenge, a \$148 million national initiative to reduce over-incarceration by changing the way America thinks about and uses jail.

## The Legal Mandate or Necessity for the Department

The overall authority for DHS is authorized under Article XIII (General Provisions), Section 6 (Continuity) of the Home Rule Charter. With respect to specific functions and divisions within the department, the following legislative mandates are also fulfilled:

- **Area Agency on Aging:** Created pursuant to state law, 71 P.S. §581-1 et seq. and the Federal Older Americans Act of 1965, 42 U.S.C. §3001 et seq. The duties of Area Agencies on Aging are set out in the Older Adults Protective Services Act 35 P.S. §10225.301.
- **Children, Youth and Families (CYF):** Created pursuant to the following federal and Commonwealth of Pennsylvania mandates:
  - Domestic Relations (Title 23): Adoption Act 23 Pa C.S. §2101-2910 and the Child Protective Services Law (CPSL) 23 Pa C.S. §6301 et seq.; and
  - Judiciary and Judicial Procedure (Title 42): Juvenile Act 42 Pa C.S. §6301 et seq. Federal mandates:
    - The Child Abuse Prevention and Treatment Act (CAPTA), as amended by the CAPTA Reauthorization Act of 2010 (Public Law 111-320)
    - Titles IV-B, IV-E and Related Sections of the Social Security Act, as amended, including: The Child and Family Services Improvement and Innovation Act (Public Law 112-34); the Patient Protection and Affordable Care Act (Public Law 111-148); and Fostering Connections to Success and Increasing Adoptions Act of 2008 (Public Law 110-351).

- **Office of Behavioral Health (OBH):** The Mental Health and Retardation Act of 1966, 50 P.S. §4101 et seq. requires that counties have programs for individuals with mental illness and persons diagnosed with an intellectual disability. OBH is an essential component in the County's effort to fulfill this requirement. In addition, the OBH is also subject to the PA Drug & Alcohol Abuse Act of 1972 and 55 Pa. Code §4200.1 et seq, and supports drug and alcohol prevention, intervention, treatment and related services for Allegheny County.
- **Office of Community Services (OCS):** Although not a mandated office, OCS provides the opportunity for the County's more vulnerable populations to access critical prevention services, supports, and programs. This office serves eligible low-income populations, collaborates and coordinates services with other DHS program offices and community-based agencies.
- **Office of Intellectual Disability (OID):** Created by the Mental Health and Mental Retardation Act of 1966, 50 P.S. §4101 et seq. requiring that counties have programs for individuals with a diagnosis of an intellectual disability or autism and for individuals with mental illness. OID is an essential component of the County's effort to fulfill this federal mandate. The office is also subject to several regulations that can be found in the PA Drug & Alcohol Abuse Act of 1972 and at 55 Pa. Code §4200.1 et seq.

## A Determination of Public Need for the Department's Services

The multifaceted Department fulfills the broad spectrum of human service needs via the following offices:

- **Aging (AAA):** Embracing the philosophy of “aging in place”, the AAA serves older adults, primarily 60 years of age and over, via programs, contracts and agreements with one hundred (100) community-based providers. Programs range from those designed largely for independent older adults to those for frail, vulnerable populations. The current focus is on the public needs for:
  - Addressing the information and assistance needs of older adults
  - Helping older adults to live independently and delay the need for long-term care
  - Tailoring services to meet the individual needs of its service population
  - Supporting and balancing the respective needs of caregivers and care receivers
  - Re-engineering DHS/AAA staff, services and resources to maximize and measure their outcomes and benefits to participants, and better inform decision and policy making
  
- **Children, Youth and Families (CYF):** Serves as the designated agency to protect children from abuse, neglect and maltreatment, to preserve families and provide permanent stable homes for children. To accomplish this, CYF provides child welfare and child protective services including:
  - Assessment of potential abuse
  - Referral and information resources for families and the community at large
  - Foster parenting
  - Adoption resources
  - Family strengthening and child supportive services

- **Office of Behavioral Health (OBH):** Responsible for supporting services related to mental health and substance use disorders including prevention, intervention, treatment, service coordination, and recovery related to the public needs of community members. The OBH supports mental health and drug and alcohol services that:
  - Conduct outreach and education to professionals and community members
  - Plan, contract for and evaluate recovery-oriented prevention, treatment, intervention, rehabilitation, service coordination (case management), and other support services
  - Process civil involuntary commitments
  - Administer the HealthChoices program that ensures state-mandated behavioral health services are available to Medicaid recipients
  
- **The Office of Community Services (OCS):** Provides contracted services designed to meet the immediate needs of low-income and vulnerable individuals and families and, utilizing the strengths of individuals and families, empowers them to become more self-sufficient. To respond to the public need, services include:
  - One-stop eligibility screening, counseling and referral system
  - Homeless services
  - Housing navigation and eviction prevention assistance
  - Early childhood education, family support centers and home visiting programs
  - After-school and summer enrichment programs
  - Resources and support for young people transitioning out of the foster care system or are experiencing unstable housing
  - Self-sufficiency and community-based programs to help individuals and families transition out of poverty

- The **Office of Intellectual Disability (OID)**: Provides administrative and management oversight of services delivered to individuals with a diagnosis of an intellectual disability or autism. In this capacity, the office provides the following services:
  - Determination of individual eligibility for support services
  - Processing and approval of provider applications
  - Development and authorization of Individual Support Plans
  - Support coordination review (SCR) – individual monitoring
  - Oversight of the Prioritization of Needed Services (PUNS) processes
  - Quality control and management (IM4Q, HRP, incident management, etc.)
  - Ultimate implementation of consumer choice
  - Coordination of provider monitoring
  - Review of provider billing and approval of provider payment

All support services are provided through contracts with community entities including:

- Home and community services
- Adult training facilities
- Vocational facilities
- Specialized services (i.e., physical, occupational, speech and behavioral therapies)
- Transportation services
- Environmental and equipment modifications/adaptations services

## **A Review of the Methods used in the Implementation of Each Department's Programs and an Analysis of Alternative Methods that May be Employed to Achieve the Department's Legal Mandates**

Recognizing that the vision of the Department is to create an “accessible, culturally competent, integrated and comprehensive human services system that ensures individually tailored, seamless and holistic services to Allegheny County residents, in particular, the county’s vulnerable populations”, services for responding to the public need are integrated within the DHS.

Absent this vision, alternative methods of delivery could be employed. For instance, within the Commonwealth of Pennsylvania, 10 of 52 AAAs are multi-county jointures and 19 of 52 are private non-profits operating outside of county government. While these designs could be embraced, Allegheny County’s Area Agency on Aging functions within a multi-disciplinary human services framework would be compromised. However, in the current configuration, a means of collaboration across program lines serving individuals and/or family is maximized.

Currently, the County contracts for most services related to community services and intellectual disability. In lieu of contracting for services, the County could directly provide services for Community and/or Intellectual Disability services. However, this design would be enormously cost prohibitive and inflexible.

Services related to Children, Youth and Families and the Office of Behavioral Health are subject to legal constraints governed by state and federal laws and therefore alternative organizational designs are not appropriate.

## **An Evaluation of Whether County Government is the Most Effective Body to Implement the Department's Programs**

With respect to Children, Youth and Families and Intellectual Disability state and federal law mandates that the County implement these functions. Additionally, for the Office of Intellectual Disability, the Pennsylvania Department of Human Services Office of Developmental Programs (DHS/ODP) submits a state plan amendment to the Center for Medicaid and Medicare that identifies the County as the preferred entity to serve as the Administrative Entity for the State. The County is also required to enter into a contract with DPW/ODP which outlines the requirements and functions of the Administrative Entity.

With respect to Behavioral Health, regulatory requirements make it essential that the County support the implementation of these programs which are primarily provided under contract with community agencies/ service providers.

In regards to Aging and Community Services, coordination of services to older adults and low-income individuals is maximized using an integrated delivery system for these distinct populations, leveraging all resources within DHS. It should be noted that "Area Agency on Aging" is a designation of the U.S. Administration on Aging (AoA) and the Commonwealth of Pennsylvania's Department of Aging (PDA) to indicate one of the 52 organizations that provide services for older adults (60 years of age and older) in a designated county or multi-county areas of Pennsylvania.

Given these mandates and commitment to an integrated system for services to diverse members of our community most of whom need multiple services, it can be concluded that the County is the most effective agent for the delivery of services to our residents.

## **An Evaluation of Whether the Absence or Reduction of the Department or the Department's Provision of Services Would Significantly Harm or Endanger the Public Health, Safety or Welfare**

The absence or reduction of critical human services would significantly harm and/or endanger the public health safety and welfare of the residents of the county. Specifically, the adverse effects would include, but not limited to the following:

- The absence of the Area Agency on Aging would result in the elimination of critical support and in-home services for 6,000± older consumers that enable dependent elders to remain in their home; 15,000 seniors would no longer have access to socialization, education, entitlement information and assistance, etc.; and 2,000 frail elders would be without nutritional sustenance via home-delivered meals.
- As the central agency responsible for protecting children by investigating cases of neglect and abuse and providing support services to children and families, Children, Youth and Families is responsible for some of the most vulnerable members of our community. If services were to be eliminated, the capacity to address issues of child neglect and abuse would be drastically reduced, and children's welfare would be directly and adversely impacted.
- Given that the Office of Behavioral Health (OBH) ensures the delivery of publicly funded mental health and drug and alcohol prevention, intervention, treatment, support and recovery-oriented services, the individuals who use these services would be negatively impacted by the elimination of the OBH. Persons with addictive disorders and/or mental illness are at highest risk of severe public health related issues (including suicide ideation and substance overdose) homelessness, victimization, incarceration, unemployment, etc. It is expected the number of those in these conditions would significantly increase without access to needed services.

- Recognizing that the Office of Community Services (OCS) provides essential services ranging from basic shelter and homeless programs, as well as early childhood services for low-income children and after-school and summer enrichment programs, the absence or reduction of service would compromise basic health and public welfare. Without this support, individuals and communities would lose essential services that help them meet their basic needs for housing and assistance to transition out of poverty.
- Given the complexity of needs experienced by individuals with intellectual disabilities, the Office of Intellectual Disability provides a critical need for administering and coordinating countywide services. A reduction or elimination of services would seriously compromise the acquisition of services for individuals and negatively impact a family's ability to sustain a quality of life.

### **An Analysis Showing the Costs of Compliance for Individuals or Other Entities Regulated by the Department**

The costs of compliance for this Department are referenced in the Resolutions (Operating Budget # 16-18-RE 10838-18 and the Special Revenues/Grants Budget # 18-18-RE 10840-18) signed by the County Executive on December 4, 2018. Additionally, the costs of compliance for the approved budget listed above are delineated within the 2018 Adopted Budgets which can be referenced at <https://www.alleghenycounty.us/budget-finance/county-budgets.aspx>

## The Efficiency with which Formal Public Complaints Filed with the Department Have Been Processed

Anyone having a complaint about the services of DHS, its staff or provider agencies can initiate the resolution process in multiple ways. Options are:

- Contact Allegheny County Executive Offices or DHS directly through assistance lines, social media, or in-person.
- Contact the Director's Action Line
- Contact the relevant Pennsylvania Departments of Public Welfare and/or Aging

Most public concerns are directed to the Director's Action Line, a resource line with a staff of 10 that had 17,128 case calls and contacts in 2018.

### Recommendation:

Through its vast array of services and commitment to an accessible culturally competent, integrated and comprehensive human service system, the Department of Human Services fulfills the charge of the Home Rule Charter "to foster a quality of life for all county residents". As such, it is critical to retain the Department of Human Services.

# Allegheny County Health Choices, Inc.



## The Legal Mandate or Necessity for the Agency

Allegheny HealthChoices, Inc. (AHCI) is a private, 501(c)(3) non-profit corporation. AHCI was incorporated in 1998 to provide monitoring and oversight of the County's behavioral health managed care program, also known as HealthChoices. The majority of AHCI's funding is provided by its oversight contract with Allegheny County. These funds are a portion of the Medical Assistance capitation revenue that the County receives from the Commonwealth of Pennsylvania.

AHCI is governed by Corporate members as well as a Board of Directors. The Corporate members include the County Chief Executive; the President of County Council; and one person to be appointed by the County Executive with the consent of County Council, whose term as a member shall be co-terminus with the term of the County Executive.

The members of the Corporation appoint the Directors of the Corporation, also known as the Board of Directors. The business and affairs of the Corporation are managed by the Board of Directors. The AHCI Board of Directors includes the following: the AHCI CEO; the Director of the Allegheny County Department of Health; the Director of the Allegheny County Department of Human Services; and seventeen (17) Allegheny County residents drawn from the following groups in the following numbers and reflecting the cultural, gender and economic diversity of the population served by the HealthChoices program:

- Three people who have used behavioral health services;
- Two family members of people with behavioral health illness
- Two people in business and/or financial management
- Two providers of behavioral health services (non-voting Directors)
- Four from the behavioral health clinical field; and
- Four from the community at large

Board members serve three-year terms, and no Board member may serve more than two consecutive three year terms.

## **A Determination of Public Need for the Continued Existence of the Agency and its Services**

The County's HealthChoices behavioral health managed care contract with the PA Department of Human Services (DHS) requires monitoring and oversight of this contract. AHCI provides these essential functions for Allegheny County. AHCI works to ensure that County residents have access to behavioral health services administered by Community Care Behavioral Health Organization (Community Care), a behavioral health managed care organization. This is operationalized through ongoing monitoring of Community Care's business practices in the County.

AHCI provides fiscal oversight and monitoring, participates in HealthChoices contract and rate negotiations, oversees clinical activities through quality improvement activities, acts as the County's agent in complaint and grievance hearings, provides training and technical assistance for providers, and administers the contractually required HealthChoices behavioral health ombudsman function.

AHCI also has built and maintains a comprehensive data warehouse that holds both Medical Assistance and County-funded behavioral health data, provides analysis, evaluation and reporting related to this data, and develops web-based applications. AHCI is a resource to the County and the behavioral health service system by disseminating information and analysis so that system stakeholders can make data-informed decisions.

**A Review of the Methods Used in the Implementation of the Agency's  
Functions and an Analysis of Alternative Methods  
that may be Employed to Achieve the Agency's Legal Mandates**

The County's HealthChoices behavioral health managed care contract with the PA Department of Human Services (DHS) contractually requires AHCI to perform certain functions. It is possible that the DHS could approve, and another entity could be tasked to provide, AHCI's functions. However, the historical perspective that AHCI offers, as well as the extensive level of specialized staff expertise, make AHCI a valuable partner in the HealthChoices behavioral health managed care program.

**An Evaluation of Whether the Agency is the  
Most Effective Body to Implement the Agency's Programs**

The staff at AHCI are highly skilled professionals with specific and specialized levels of expertise in the field of behavioral health. Because of the many subject matter experts, it would be very difficult to find a comparable entity to perform at the same level of proficiency. In addition, the staff culture is one which maintains an extremely high level of responsiveness, dexterity, and an understanding of the local community behavioral health system.

**An Evaluation of Whether the Absence or Reduction of the Agency or the Agency's Provision of  
Services Would Significantly Harm or Endanger the Public Health, Safety, or Welfare**

In addition to oversight and monitoring activities, one of AHCI's overarching roles is to protect the County from financial and clinical risk associated with the HealthChoices program. This protection is one way that the public is served by this contractual relationship.

**An Analysis Showing the Costs of Compliance  
for Individuals or Other Entities Regulated by the Agency**

Due to the public nature of this agency, if it was determined that a fee would be appropriate, the agency would adopt the fee in a public meeting.

**The Efficiency with which Formal Public Complaints  
Filed with the Agency Have Been Processed**

AHCI has not received any formal public complaints about the organization or operation since its inception in 1998.

**In the Case of an Agency that Has Received Appropriations from the County's Operating Budget in Any  
of the Five (5) Years Prior to the Sunset Review,  
a Financial Audit of the Agency Performed by an Entity independent of the County.**

Due to the public nature of this entity, a financial audit is available. However, since this agency did not receive any appropriation from the County's operating budget, this review is not required.

**Recommendation: Continue**

# Area Agency on Aging (AAA) Advisory Council



## **The Legal Mandate or Necessity for the Agency**

The Allegheny County Department of Human Services (DHS) Area Agency on Aging (AAA) Advisory Council fulfills a state mandate for the creation of Advisory Councils to Area Agencies on Aging as noted in the PA Code: Annex A, Title 6: Department of Aging Chapter 35, Area Agency on Aging Advisory Councils. The Allegheny County Council serves as the appointing authority and appoints members from recommended names submitted by the Chief Executive of Allegheny County.

## **A Determination of Public Need for the Continued Existence of the Agency and its Service**

The Advisory Council serves as an advisor to the AAA on its mandated responsibilities to review and comment on all community policies, programs and actions affecting older adults. The Advisory Council advises the DHS/AAA on the development and implementation of the multi-year plan and annual block grant application. The Advisory Council also serves as an advocate for older adult residents of the county by informing and educating the general public on the needs of older adults and ensuring that the AAA's appeal procedures for service applicants are available and used when necessary.

The Advisory Council consists of no less than 15 members who are county residents with an interest in older adults. At least 50% of the members are older adult residents with representation from among AAA service participants, as well as members of low-income and minority groups. Other members are to include representatives of older adults, local elected officials and the general public. Members are appointed to a first term of four (4) years and may serve a second term of three (3) years if recommended by the Nominating Committee,

Members may not serve for more than two consecutive terms. The length of term is three (3) years (staggered). The Advisory Council is required to hold regular meetings, attended by a quorum of eight Advisory Council members and the administrator of AAA, at least once per quarter. Any member may place an item on the agenda of regularly scheduled meetings by contacting the Chair two weeks in advance. Special meetings may be held at the request of either the Council Chair or one-third of the membership, at least 10 days prior to the meeting.

**A Review of the Methods Used in the Implementation of each Agency's Functions and an Analysis of Alternative Methods that may be Employed to Achieve the Agency's Legal Mandates**

Due to the structure of the Advisory Council, this process is not applicable.

**An Evaluation of Whether the Agency is the Most Effective Body to Implement the Agency's Programs**

The Advisory Council provides an objective forum to help identify, plan and advocate to meet the needs of county residents who are older adults. As such, it is the most appropriate entity to provide this service.

**An Evaluation of Whether the Absence or Reduction of the Agency or the Agency's Provision of Services Would Significantly Harm or Endanger the Public Health, Safety, or Welfare**

The needs of older adult residents may not be fully identified and represented without the input of the Advisory Council. The public would be missing an informed and credible voice for advocacy.

**An Analysis Showing the Costs of Compliance  
for Individuals or Other Entities Regulated by the Agency**

Due to the public nature of this agency, if it was determined that a fee would be appropriate, the agency would adopt the fee in a public meeting.

**The Efficiency with which Formal Public  
Complaints Filed with the Agency have been  
Processed**

Persons with complaints about DHS services, staff or provider agencies may contact the Allegheny County Information Line or the DHS Director's Action Line (DAL). Complaints and appeals may also be registered with the PA Department of Aging.

**In the Case of an Agency that Has Received Appropriations from the County's  
Operating Budget in any of the Five Years Prior to the Sunset Review,  
a Financial Audit of the Agency Performed by an Entity Independent of the  
County**

This agency did not receive an appropriation from the County's operating budget. As such, this issue is not applicable.

**Recommendation: Continue**

# Community Services Advisory Council (CSAC)



## **The Legal Mandate or Necessity for the Agency**

The Allegheny County Department of Human Services (DHS) Office of Community Services' Community Services Advisory Council (CSAC) was established by the Board of Commissioners by Resolution dated 1966 and 1977 to advise allocation of resources, determine priorities, goals, plans, means for supporting local community action committees and other such organizations with shared and common goals. Members consist of not less than 15 and no more than 51 individuals. One third of the Council is appointed by the County Executive; one third is appointed by the Advisory Council as Service to the Poor Representatives; one third is appointed by the Advisory Council as Community Representatives of the Poor. Members serve until removed. County appointed members' terms follow that of the County Executive.

### **A Determination of Public Need for the Continued Existence of the Agency and its Services**

CSAC was established for the purpose of implementing Public Law 88-452, as passed by the 88th Congress of the United States. This Law is also known as the Economic Opportunity Act of 1964 as amended, the Community Services Block Grant (CSBG) Act of 1981, and the Pennsylvania Community Act (P.L. 1263, Act 116).

The federally-mandated CSAC serves in an advisory capacity to the Community Services Block Grant (CSBG) grantee, which in Allegheny County, outside the city of Pittsburgh, is the DHS/Office of Community Services.

The composition of the CSAC is mandated by federal law divided equally between three groups: public officials or appointees of public officials; representatives of the poor; and providers of service to the poor. The CSAC meets quarterly: the second Monday of March, June, September and December. The CSAC reviews program activities funded by the CSBG funds and other related services assisting low and moderate income families and individuals. The Advisory Council members serve as extensions into the community for the identification of gaps in services, etc. The Advisory Council is kept abreast of activities of the DHS/ OCS.

**A Review of the Methods Used in the Implementation of each Agency's Functions and an Analysis of Alternative Methods that May be Employed to Achieve the Agency's Legal Mandates**

Given the nature of this Advisory Council, this review is not applicable.

**An Evaluation of Whether the Agency is the Most Effective Body to Implement the Agency's Programs**

The Council is required by laws referenced above due to the County being a CSBG grantee. Therefore, this is the most appropriate entity to fulfill this charge.

**An Evaluation of Whether the Absence or Reduction of the Agency or the Agency's Provision of Services Would Significantly Harm or Endanger the Public Health, Safety, or Welfare**

If CSAC were eliminated, the County would not be in compliance with the applicable laws and the County would be in jeopardy of losing the CSBG formula grant.

**An Analysis Showing the Costs of Compliance  
for Individuals or Other Entities Regulated by the Agency**

Due to the public nature of this agency, if it was determined that a fee would be appropriate, the agency would adopt the fee in a public meeting

**The Efficiency with which Formal Public  
Complaints Filed with the Agency have been  
Processed**

All public complaints are made directly to the agency. Each agency has specific procedures to address complaints.

**In the Case of an Agency that Has Received Appropriations from the County's Operating  
Budget in any of the Five Years Prior to the Sunset Review,  
a Financial Audit of the Agency Performed by an Entity Independent of the County.**

As this entity did not receive an appropriation from the County's operating budget, this review is not applicable.

**Recommendation: Continue**

# Kane Community Living Centers



## Vision:

We, the dedicated employees of Kane, will lead the future of short and long-term care.

## Mission:

The mission of the Kane Community Living Centers is to provide quality nursing and rehabilitation services through shared values to enhance the lives of our residents, families and community.

## Values:

Honesty

Compassion

Respect

Quality

Teamwork

Accountability

## Overview of the Department

Caring for the elderly and disabled of Allegheny County has been the responsibility of the Kane Community Living Centers for over 60 years. Kane's experience in this mission has led to constant improvements in providing care that respects the dignity and enhances the lives of all Kane residents.

Kane is one of the largest providers of skilled nursing and rehabilitation services in Allegheny County, with four regional centers located in Glen Hazel, Ross Township, Scott Township and McKeesport. Together, these centers offer the following services:

- Skilled Nursing Care
- Short Term Rehabilitation
- Alzheimer's Care
- Dementia and Memory Care
- Behavioral Care Service
- Substance Use Disorder Care
- Hospice Care
- Social Services
- Recreation Care
- Pastoral Care
- Adult Education

In support of "aging in place" concepts, Kane Glen Hazel offers 12 independent living units adjacent to the skilled nursing center while Kane Ross Township offers 97 independent living units, including 37 units within the Ross center.

The Kane Scott campus features a Transitional Care Unit that provides high intensity physical, occupational and speech therapies designed for short term care before the resident returns home. There are 45 beds at Kane Glen Hazel and 45 beds at Kane Scott Township that deliver services for residents with memory care issues. Additionally, there are 90 beds at Kane Glen Hazel that are devoted to behavioral issues.

The dementia and behavioral beds at Kane Glen Hazel and Kane Scott Township operate in conjunction with UPMC Western Psychiatric Institute and Clinic. At Kane McKeesport, a 40 bed Substance Use Disorder unit was recently opened in October 2018 in partnership with Highmark Health, Gateway Health and the Allegheny Health Network.

## Achievements of the Kane Community Living Centers

The Kane Community Living Centers are committed to providing quality nursing and rehabilitation services to enhance the lives of residents, families and community. As such, the following accomplishments were achieved by the Kane Centers between July 1, 2015 – December 31, 2018:

- **In 2015 the Kane Community Living Centers were selected to participate in the 2<sup>nd</sup> phase of the RAVEN (Reduce AVOIDable hospitalizations using Evidence-based interventions for Nursing facilities in Western Pennsylvania) project.** This initiative is supported by a \$20 million grant to UPMC from the Centers for Medicare and Medicaid Services (CMS) and focuses on three goals: improve nursing facility resident outcomes; improve transitions between hospitals and nursing homes; and reduce overall spending while ensuring access to care and choice of providers. Initial results of the RAVEN project showed a reduction in avoidable re-admissions to a hospital and a reduction in potentially avoidable emergency department visits.
- **A generous grant provided by the Highmark Foundation enabled 16 multidisciplinary staff at the Kane Community Living Centers to receive Positive Approach Care (PAC) training.** PAC methods are nationally recognized to help improve the quality of life for individuals living with dementia. Using a ‘train the trainer’ framework, the selected staff have helped to educate 900 employees throughout the Kane Centers on the PAC method. Notably, the Kane Community Living Centers earned national recognition from McKnight’s Senior Living for their work with Positive Approach, Jewish Healthcare Foundation and Highmark.
- **In 2016, the Kane Community Living Centers were able to achieve a 9% decrease in 30-day readmissions from 83 in 2015 down to 69 in 2016.** For context, 30-day readmissions are an important measure of skilled nursing facility quality and a focus of national attention. All four Kane Centers were able to reduce readmissions by heightening awareness, identifying residents at high risk, ensuring a smooth care transition, and more effectively collaborating with area hospitals.

- **In partnership with UPMC Western Psychiatric Institute and Clinic, Kane Glen Hazel opened a new long-term behavioral health unit in October 2017.** The 45-bed unit provides specialized treatment for residents suffering from varying degrees of Alzheimer's Disease, dementia and behavioral problems resulting from neurological conditions or damage.
- **In response to the regional impact of the opiate epidemic, the Kane McKeesport Substance Use Disorder Unit opened in October 2018.** In partnership with the Allegheny Health Network, Highmark Health and Gateway Health, this specialized 40-bed unit is the first of its kind in Allegheny County to provide both skilled nursing and treatment for secondary drug or alcohol misuse disorder.
- **All four of Kane's Community Living Centers received quality of care ratings above the national average of 3.35 stars in 2018.** The Centers for Medicare and Medicaid Services (CMS) created the 5-Star Quality Rating System to provide vital information about nursing facilities to consumers, regulators, provider networks, families and caregivers. Equipped with this information, individuals can compare nursing homes with ease and make informed decisions about patient care. Notably, the Kane Scott Township campus achieved a 5-star rating.
- **In 2018, the Kane Regional Centers were formally rebranded as the Kane Community Living Centers.** The name change signifies the broad spectrum and depth of services that Kane provides in a homelike environment to meet the healthcare needs of the community – oftentimes in places where private organizations are unable to meet these demands.

## The Legal Mandate or Necessity for the Department

The Kane Community Living Centers are authorized by the continuity provision of the Home Rule Charter of Allegheny County, Article XIII, Section 6 (d).

Though not mandated by state or federal law to establish nursing homes, the County operates these facilities and is therefore subject to regulations promulgated by the Pennsylvania Department of Health and found in the Health Care Facilities Act, 35 P.S. §§448.101 – 448.904 b.

## **A Review of the Methods Used in the Implementation of each Department's Programs and an Analysis of Alternative Methods that May be Employed to Achieve the Department's Legal Mandates**

All four Kane Community Living Centers provide comprehensive inpatient health care services primarily for the Medicaid eligible residents of Allegheny County.

The core functions of the Kane Community Living Centers include:

- Nursing care
- Housekeeping
- Dietary and food services
- Community Services
- Admissions
- Social Services

Currently, Kane is certified to serve up to 1,166 residents. Specifically, the capacity for each Center is Glen Hazel – 255 residents, McKeesport – 360 residents, Ross – 240 residents, and Scott – 311 residents.

Additionally, independent residential housing for seniors is available on two of the Kane campuses. At the Ross Regional Center, ninety-seven (97) independent housing apartments are available for rent including thirty-seven (37) apartments on the fourth floor of the Kane Regional Center building. At the Glen Hazel Regional Center, twelve independent living apartments for seniors are available.

## A Determination of Public Need for the Department's Services

Long term care services such as nursing home care, including specialty care for rehabilitation services, dementia care services and behavioral care are provided at Kane, and are a recognized segment of the continuum of care.

Notably, Kane provided 1,209,013 days of care between July 1, 2015 and December 31, 2018.

As indicated in the Allegheny County Department of Human Services Area Agency on Aging's Four-Year Plan for October 1, 2016 – September 30, 2020, there is the potential for increased need and demand for services in the future due to the following demographic changes:

- “The 2010 census reported 204,803 people 65 years or older in Allegheny County accounting for 16.8% of the population. This compares nationally with 13% of the 65 years or older age cohort.
- The same census reported 35,229 people among the oldest old age cohort of 85 years and older in the County, accounting for 2.9% of the population, compared to 1.8% nationally in this age cohort.”

The Four-Year Plan also notes that, “In both the U.S. and Allegheny County, the need for caregivers will increase with the aging of the baby boomers, but the available number of caregivers will decline”.

Given these factors, Kane provides a critical public need for Allegheny County residents.

## An Evaluation of Whether County Government is the Most Effective Body to Implement the Department's Programs

Historically, the Kane Community Living Centers have provided services to Allegheny County residents who lack resources to access private healthcare, particularly nursing home care. In fact, of the 950 residents in the system, 86% are Medicaid recipients which means that residents in this category have less than \$8000 in assets.

The housing, income and poverty statistics outlined in the County's Four Year Aging Plan for October 1, 2016 – September 30, 2020 shed light on the critical challenges facing the aging population in Allegheny County. Key findings from the report indicate the following:

- “7.8% of adults 65 and older in Allegheny County classified as living below the poverty level
- Poverty rates among African Americans are significantly higher than among Caucasians
- There is a substantial gender gap in poverty rates for those ages 75 and over
- As the health of older adults decline and the levels of disability increase with age, housing conditions may no longer be appropriate (e.g. multi-story dwellings, greater opportunities for falls).”

While other long-term care entities are available within the county, the fact that the Kanes serve a high incidence of the poor as deemed Medicaid eligible, is clear confirmation that the County is an appropriate vehicle for addressing this critical public need. In fact, some long-term care facilities do not participate in the Medicaid program and therefore our underserved residents have less options than afforded by others.

**An Evaluation of Whether the Absence or Reduction of the Department or  
the Department's Provision of Services would  
Significantly Harm or Endanger the  
Public Health, Safety or Welfare**

The Kane Community Living Centers has been recognized as a “safety net” for individuals who might not otherwise be able to access quality nursing home care due to lack of resources or other factors which might hinder access to such needed health care.

Given the level of care and complexity of the residents both medically and cognitively, it can easily be argued that the lack of placement would seriously compromise the public health, safety, and welfare of the residents.

More importantly, due to evolving demographic shifts – particularly among baby boomers – the demand for Kanes services will likely increase. Therefore, the continuation of this service is imperative.

## **An Analysis Showing the Costs of Compliance for Individuals or Other Entities Regulated by the Department**

The costs of compliance for this Department are referenced in the Resolutions (Operating Budget # 16-18-RE 10838-18 and the Special Revenues/Grants Budget # 18-18-RE 10840-18) signed by the County Executive on December 4, 2018. Additionally, the costs of compliance for the approved budget listed above are delineated within the 2018 Adopted Budgets which can be referenced at <https://www.alleghenycounty.us/budget-finance/county-budgets.aspx>

## **The Efficiency with which Formal Public Complaints Filed with the Department have been Processed**

All public complaints are reviewed at the level of the administrative office of the Kane Community Living Center involved in the subject matter of the complaint. A response is provided for all complaints and often a complaint will result in a telephone conference or face-to-face meeting with the individual lodging the complaint.

As this service delivery is under the jurisdiction of the Commonwealth's Department of Health, complaints can be filed with that entity directly. Additionally, a resident has the option of filing with the Allegheny County Department of Human Services Area Agency on Aging (AAA) Ombudsman Program, which upholds the rights of residents to receive quality care in long-term facilities, including personal care and nursing facilities, and for individuals receiving care in their own homes.

### **Recommendation:**

With the expected growth of elders requiring Medicaid services, it is critical that this vital service of long term and rehabilitative care provided by the Kane Community Living Centers be retained.

# Kane Foundation Board



## **The Legal Mandate or Necessity for the Agency**

The Kane Foundation was created in 1981 as a separate 501(c)(3) tax exempt, non-profit corporation to support the fundraising efforts of the Kane Community Living Centers. Although a legal mandate for the Foundation does not exist, it fulfills a critical fundraising role by enhancing the quality of life of residents and their families at the Kane Community Living Centers.

The Board of Trustees is comprised of a minimum of 9 and no more than 15 members with four designated members being the County Executive of Allegheny County, the President of County Council, the County Solicitor and the Executive Director of the Kane Community Living Centers. Non-designated Trustees serve four (4) year staggered terms.

## **A Determination of Public Need for the Continued Existence of the Agency and its Services**

The purpose of the Foundation is to receive and maintain gifts of money and property and to distribute money and property to the Kane Community Living Centers or for charitable, scientific and educational activities. Examples of the activities and events that are made possible by the Kane Foundation are adult education classes, cultural and sporting events, holiday parties and events, museums and shows, the Santa Angel Fund and pet therapy.

All donations to the Foundation are used to benefit the residents and families of the Kane Community Living Centers. Personalized gifts are also welcome, as are donations of property or personal belongings. All gifts are tax-deductible to the extent allowable by law.

**A Review of the Methods Used in the Implementation of each Agency's Functions and an Analysis of Alternative Methods that May be Employed to Achieve the Agency's Legal Mandates**

As the role for this entity is for charitable, scientific and educational activities from Foundation fundraising, activities would have to be eliminated or paid for through the County budget. Such an action is counterproductive.

**An Evaluation of Whether the Agency is the Most Effective Body to Implement the Agency's Programs**

Given that the Foundation supplements the County owned and operated Kane Community Living Centers, it is the most effective and appropriate body to provide this service.

**An Evaluation of Whether the Absence or Reduction of the Agency or the Agency's Provision of Services Would Significantly Harm or Endanger the Public Health, Safety, or Welfare**

Without the support of the Foundation, the activities supported by the Foundation would require additional support from the County budget or would have to be eliminated. Given the nature of these activities as enhancing the quality of life of the residents, the absence or reduction would adversely affect the public welfare.

**An Analysis Showing the Costs of Compliance  
for Individuals or Other Entities Regulated by the Agency**

Due to the public nature of this agency, if it was determined that a fee would be appropriate, the agency would adopt the fee in a public meeting.

**The Efficiency with which Formal Public  
Complaints Filed with the Agency Have Been  
Processed**

As there have not been any public complaints filed with the agency in 2018, this review is not applicable.

**In the Case of an Agency that Has Received  
Appropriations from the County's Operating Budget in  
Any of the Five (5) Years Prior to the Sunset Review, a  
Financial Audit of the Agency Performed by an Entity  
independent of the County.**

This agency did not receive an appropriation from the County's Operating Budget. Therefore, this review is not applicable.

**Recommendation: Continue**

# Appendix A: Sunset Review Staggered Process



## APPENDIX A

### Staggered Schedule for Future Sunset Reviews

As adopted in 2014 and recommended by the Government Review Commission of 2016, a four year staggered process will be implemented for Departments and related agencies, commissions and/or boards and authorities, as follows:

	2003	201	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Administrative Services	x					x		x				x				x
Budget	x					x				x				x		
Court Records *	N/A					x				x				x		
Economic Development	x					x	x				x				x	
Emergency Services	x					x			x				x			
Facilities**	N/A	N/				x		x				x				x
Health	x					x	x				x				x	
Human Resources	x					x				x				x		
Human Services	x					x	x				x				x	
Jail/Bureau of Corrections	x					x			x				x			
Kane Regional Centers	x					x	x				x				x	
Law	x					x				x				x		
Medical Examiner*	N/A					x			x				x			
Minority, Women, Disadvantaged Business Enterprise (MWDDBE)	x					x	x				x				x	
Parks	x					x		x				x				x
Police	x					x			x				x			
Public Defender	x					x				x				x		
Public Works	x					x		x				x				x
Real Estate***	N/A					x										
Shuman Juvenile Detention Center	x					x			x				x			
Total						20	5	4	5	5	5	4	5	5	5	5

\* Exists as 2008

\*\*Exists as of 2013

\*\*\*Merged with Administrative Services