

Millcreek Township Council–Manager Transition

Overview, deliverables, and starting points for the committee — what changed, what we must build, and in what order.

PREPARED BY

Tom Laird
Committee Member

DATE

June 1, 2026

EFFECTIVE

January 3, 2028

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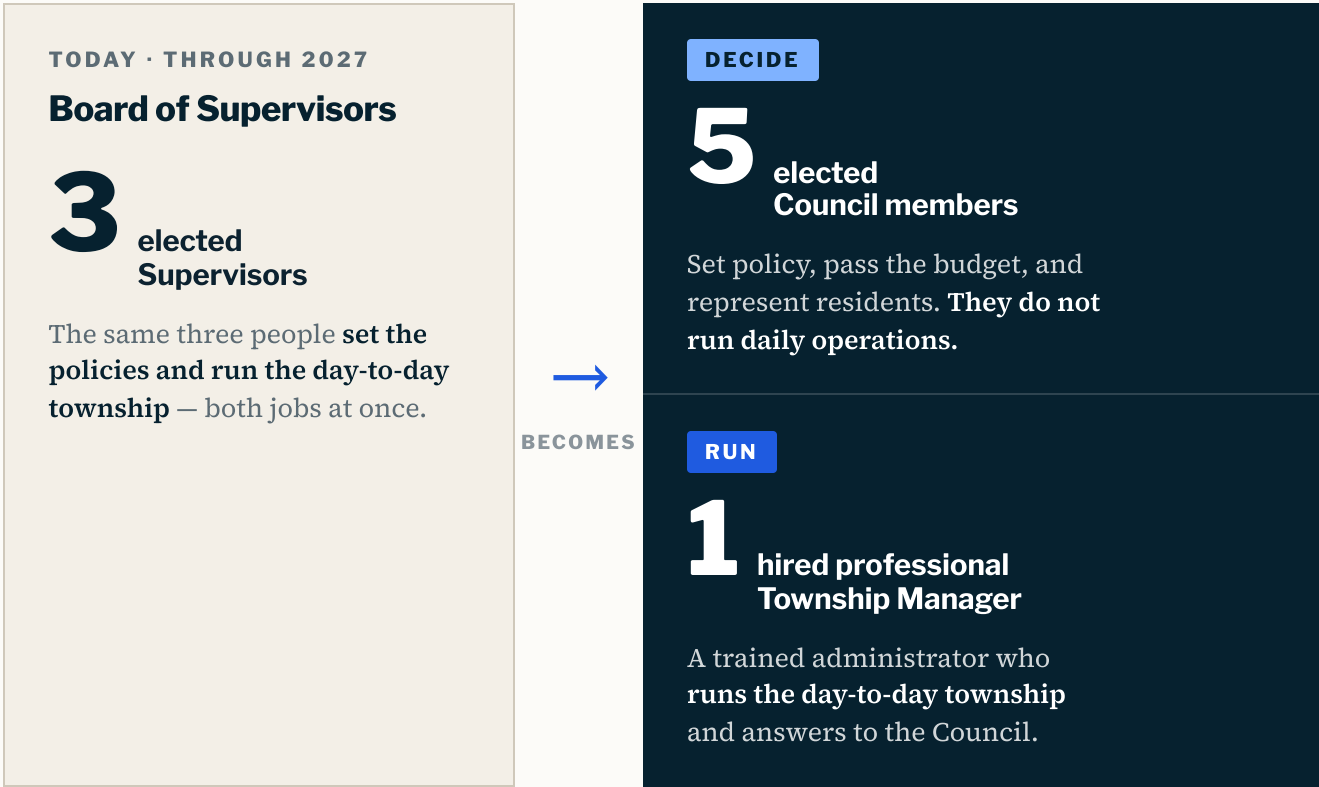
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THE WHOLE IDEA IN ONE PAGE

What Is Actually Changing

Strip away the legal language and the change is simple: today, a few elected officials both **decide** policy and **run** the township. Starting in 2028, those two jobs are split apart.



THE POINT

The number of people isn't what matters. The change is **splitting one job into two**: elected members decide *what* the township should do; a hired professional handles *how* it gets done — the same way most large townships, school districts, and companies are run.

STILL THE SAME Millcreek stays a Second Class Township — this is not home rule.	STILL THE SAME Residents still elect the five Council members. Those members — not voters — then hire the Manager.	STILL THE SAME Voters already approved this on Nov. 4, 2025. It is happening.
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— A WAY TO OPERATE — OFFERED FOR DISCUSSION

How We Might Work Together

This document is a starting point, not a plan to ratify. The research, the working models, and the deadlines are gathered here so the committee can spend its time **deliberating rather than researching** — but every recommendation in it belongs to the committee as a whole.

THE WHOLE WORKING PRINCIPLE

The deadline is the boss in this room — *not any one member*. Our work runs on a fixed legal date: *January 3, 2028*. Everything in this document points back to that calendar — and every recommendation in it is the committee's to make, together.

On every fork in this document, the options and the trade-offs are laid out — not a verdict. Every member has **one vote of seven**. This briefing does the legwork — it gathers the research, lays out each choice with its trade-offs, and tracks the work back from January 3, 2028 — but it decides nothing. The recommendations are the committee's to make, together, so we can spend our time deliberating rather than researching.

— WHAT CHANGED · WHAT WE BUILD · IN WHAT ORDER

Executive Overview

A starting point, not a finished plan — meant to orient the committee and frame the decisions ahead. Every figure here is verified against the live Township Code; everything else is a proposal to discuss, change, and refine.

On November 4, 2025, Millcreek voters approved a change from a three-member Board of Supervisors to a **Council-Manager form of government**. Beginning January 3, 2028, a five-member elected Township Council will set policy and a professionally appointed Township Manager will run day-to-day operations — roughly 19 months from now.

Millcreek made this change by adopting the Council-Manager Plan, a standardized Optional Plan under Pennsylvania’s Optional Plans Law **53 Pa.C.S. Ch. 30, Subch. D**. This is **not home rule**. Millcreek remains a Second Class Township; the Second Class Township Code keeps governing except where the Optional Plan supersedes it.

EXHIBIT 1

A proven path — the two townships this report models on

TOWNSHIP	COUNTY	WHAT IT SHOWS
College Twp.	Centre	Adopted the Council-Manager plan in 1976, renamed its governing body the “Council,” and has run on it ever since — about 50 years of proof the model holds. Its Chapter 5 administrative code is reproduced in full in the appendix.
Indiana Twp.	Allegheny	Adopted the identical Council-Manager Optional Plan but kept the familiar name “Board of Supervisors” — proof the new structure works under either name. Its administration code is reproduced in the appendix.

Both are Second Class Townships on the same Council-Manager Optional Plan — not home rule — and both are reproduced word-for-word in this report’s appendix. Others on the identical plan include Washington Township in our own Erie County, Lower Saucon Township (Northampton), and, beyond townships, the boroughs of Quakertown and Weatherly and the City of DuBois — evidence the plan works across townships, boroughs, and cities alike.

— THE TRANSITION, QUANTIFIED

By the Numbers

Every figure is an exact-phrase search of the codified Millcreek Township Code, verified June 1, 2026.

EXHIBIT 2

The scale of the work, in seven figures

19_{mo} Until the new government takes effect — January 3, 2028. Every ordinance change and the new Administrative Code must be ready before then.	5₊₁ Five elected Council members set policy; one appointed Manager runs operations. Today, three elected Supervisors do both jobs.	325 Live “Board of Supervisors” references in the codified ordinances, across 23 chapters. Each must be reassigned — a blind find-and-replace would be dangerous.
0 References to a “Township Manager” in the code today. The office does not yet exist and must be created from scratch — the single largest drafting gap.	83 References in the single heaviest chapter — Ch. 125, Subdivision & Land Development — the largest block of edits.	6 Major deliverables the committee must produce before the new government takes office.
\$67.5K+ Outside professional help, as a planning estimate — codification firm (~\$35K), study-commission advisory team (~\$10K), and an executive search firm (~\$22.5K, benchmarked to a comparable PA township; Millcreek must still solicit its own quotes).		

Sources: exact-phrase searches of the codified Millcreek Township Code on eCode360, verified June 1, 2026. Counts reflect codified text through November 12, 2024 and exclude seven uncodedified “New Laws.”

— WORKING BACKWARD FROM 2028

The Timeline

The transition runs on a clock that starts well before the new government does. The drafting work has a firm **2026 deadline** — so the new structure is settled and public before voters choose the first Council.

EXHIBIT 3 Four milestones to the handover

May 2026
Done

**Transition Committee appointed**

The Board of Supervisors appointed the committee in May 2026, following the November 2025 adoption.

Dec 31, 2026
~7 months out

**Drafting concluded & forwarded to the Board**

The Administrative Code, the revised personnel rules, and any other documents the Optional Plans Law requires. **This is the real near-term deadline.**

May & Nov 2027
Elections

**Primary & general — voters choose the first Council**

Because the package is finished in 2026, candidates and voters know the structure they are choosing.

Jan 3, 2028
Takes effect

**New five-member Council takes office**

It adopts the Administrative Code and conforming ordinances. State law [§ 3165\(b\)](#) lets the new government operate on temporary resolutions for up to 60 days while it adopts them — so the committee's job is to deliver them ready to adopt, not to adopt them itself.

WHY THE 2026 DEADLINE MATTERS

Finishing the package before the 2027 primary is what lets candidates and voters understand the government they are choosing — not discover it afterward.

— THE WHOLE TRANSITION, IN ONE SENTENCE

The single idea to hold onto

IF YOU REMEMBER ONE THING

This is not a change from three Supervisors to five Council members — it is a change from *elected administrators* to *professional administration*. The danger to guard against is accidentally handing five Council members the operational powers the three Supervisors used to hold.

What's inside this document

- 1 What We Need to Do — the Deliverables**
The six things the committee must build before 2028
- 2 The Ordinances That Must Change**
A one-page summary of the 325 references and how each is reassigned
- 3 The Administrative Code — What It Needs to Be**
The most important document, and what state law requires
- 4 Examples From Comparable Municipalities**
Proven word-for-word language from other PA manager-run municipalities
- 5 Professional Help and Budget**
A codification firm, an advisory team, and an executive search firm

03

THE WORK

What we need to do, and where every reference lands

Everything in this transition reduces to six deliverables and 325 references that must each find their right home. None of it exists today — this is what the committee builds.

— WHAT WE NEED TO DO

The Six Deliverables

Everything reduces to six deliverables. The first two are ordinance work; the last four keep the Township running through the handover. None of them exists today.

EXHIBIT 4 Six deliverables, with their deadlines

1 The Administrative Code

The new governance charter — defines the Manager’s authority, the limits on individual Council members, the department structure, and financial controls. Required by [53 Pa.C.S. § 3146](#).

READY BEFORE
JAN 3, 2028

2 Conforming Ordinance Amendments

Reassign the 325 “Board of Supervisors” references so each power lands with Council, the Manager, or a named officer.

READY BEFORE
JAN 3, 2028

3 Revised Personnel Rules & Regulations

Reporting now runs to the Manager; “supervisor-as-employer” language and department-head job descriptions must be rewritten.

READY BEFORE
JAN 3, 2028

4 Manager Recruitment Framework

Job description, compensation analysis, search-firm selection, and evaluation criteria — built and ready for the new Council to hire.

READY WHEN
COUNCIL TAKES
OFFICE

5 Institutional Knowledge Archive

Capture vendor, contract, project, and relationship knowledge before the Supervisors’ administrative role ends.

START NOW

6 Board & Commission Continuity Resolution

A 60-day holdover so appointed boards keep functioning past Jan 3, 2028 with no gap in operations.

NEW COUNCIL
ADOPTS · §
3165(B)

— THE DELIVERABLES, IN DETAIL

What each one demands

A · The Administrative Code

The cornerstone of the entire transition and the single most important document the committee will produce. The Optional Plans Law requires the new Council to adopt an administrative ordinance defining the responsibilities of municipal departments and agencies. It is where the Manager's office is created and empowered, where the limits on individual Council members are set, and where the department structure, financial controls, and personnel administration are established. The current code refers to a "Township Manager" **zero times** — this office must be built here.

B · Conforming Ordinance Amendments

An exactPhrase search returns **325 references** to the "Board of Supervisors" across 23 chapters. Each must be reassigned to the correct authority — Council for policy and legislative acts, the Manager for administration, named officers for technical duties. A blind find-and-replace would be dangerous.

C · Revised Personnel Rules and Regulations

Every reference to the Supervisors as the employer needs to change. The reporting structure must point to the Manager, and department-head job descriptions must reflect the new chain of command — department heads answer to the Manager, not to individual elected officials.

D · Manager Recruitment Framework

The committee won't make the final hire — the new Council does. But the committee builds everything else: the job description, compensation analysis, search-firm selection, and evaluation criteria. The search itself should be run by a professional firm conducting a national search to deliver the best three finalists to Council.

E · Institutional Knowledge Archive

Three Supervisors serve as the full-time administrators of a \$20+

— NOTHING THE VOTERS APPROVED GETS LEFT UNDONE

Tracing the Plan to the Work

Every recommendation the Government Study Commission put to the voters, matched to where it gets done and its current status.

EXHIBIT 5 Twelve recommendations, accounted for

STUDY COMMISSION RECOMMENDATION	WHERE IT GETS DONE	STATUS
1. Adopt the Council-Manager form of government	The whole transition	Approved 11/4/25
2. A five-member Council not employed by the Township	State law	Name TBD
3. Council compensation, beginning on the effective date (Jan 3, 2028), set by ordinance	A compensation ordinance	Set by formula
4. Continue to engage a CPA for the annual audit	Admin Code or an ordinance	Committee recommends
5. No more elected three-member board of auditors	Nothing to draft — ends under state law	Automatic
6. Council elects one member to preside over its meetings	The Administrative Code	In Admin Code
7. Four-year terms for Council members	State law	Automatic
8. No elective or appointive office of controller	Nothing to draft — ends under state law	Automatic
9. Council elected at large (current practice)	State law	Automatic
10. A Manager formally appointed by Council as chief administrative officer	The recruitment framework	Committee builds
11. Treasurer selected by the Manager, appointed by Council	The Administrative Code	In Admin Code
12. Submit the recommendations to the voters	On the ballot	Done 11/4/25

“Where it gets done” shows the home for each item: the new **Administrative Code**, a **separate ordinance**, the **Manager recruitment framework**, or **state law** (handled automatically — nothing for the committee to draft). Governing statute sections (53 Pa.C.S. Ch. 30–31) and the model-code references are listed in the detailed audit binder. Keyed to the Final Report, Section 2 — Summary of the Study Commission’s Recommendations (pp. 5–6), July 21, 2025; wording condensed, the Final Report controls.

— 325 REFERENCES · 23 CHAPTERS

The Ordinances That Must Change

Those 325 “Board of Supervisors” references can no longer all mean the same thing — and the renaming reaches **every substantive chapter of the Code**. What differs is how many references each carries, and which authority each lands with.

EXHIBIT 6 All 23 affected chapters, ranked by references

CH.	TITLE	REFS	CH.	TITLE	REFS
125	Subdivision & Land Development	83	21	Business Regulations	8
145	Zoning	30	40	Conduct	8
29	Code Enforcement	24	55	Fire Protection & EMS	8
91	Petition Procedures	22	137	Vehicles & Traffic	8
70	Land, Misc. Activities & Regs.	19	1	General Provisions	6
116	Stormwater Management	18	48	Enforcement & Collection	6
129	Taxation	16	124	Official Map	6
102	Sewers & Water	14	14	Authorities, Municipal	5
121	Streets & Sidewalks	11	87	Pensions	2
63	Intergov. Cooperation	10	8	Animals	1
110	Solid Waste & Recycling	10	A160	Intergov. Coop. Agreements	1
36	Commissions	9			

Total — “Board of Supervisors” references in the Code

325

eCode360 exact-phrase results, verified June 1, 2026; they sum to 325. The only part of the Code with no reference is the Disposition List (the ordinance-history index). **A reference count is not an edit count** — only references that assign a power need rerouting; many are incidental mentions, which the codification firm will confirm. The heaviest lifting is concentrated up top: Ch. 125 alone holds 83 (about a quarter of the job), and the top four chapters together hold over half.

— THE FULL GOVERNANCE-TERM FOOTPRINT

It's Not Just “Board of Supervisors”

A live sweep of the Code turns up other names for the body and a layer of appointed-officer references — grouped here by **what happens to each**.

EXHIBIT 7 The real review universe is 400+ references, not 325

① The governing body — rename and re-route its powers

“Board of Supervisors”	325	Becomes Council (or chosen name); each power routed to Council, the Manager, or an officer.
“Supervisors” (standalone)	342*	Same treatment; ~17 uses beyond the “Board of” phrasing. *Includes the 325 above.
“Supervisor” (singular)	7	Individual-member references.
“governing body”	4	Generic references to the body.
“Chairman” / “Chairperson”	7 / 2	Presiding-officer references in the existing Code (some are commission chairs).

② Appointed officers — keep the office, move the reporting line to the Manager

“Township Engineer”	75	Largest officer category; reporting line runs through the Manager.
“Township Treasurer”	32	Manager selects, Council appoints (Rec #11).
“Township Solicitor”	21	Appointed by Council; broad “Solicitor” = 39, incl. peddler references.
“Township Secretary”	12	Manager-appointed, or the Manager serves as Secretary (committee’s choice).
“Tax Collector”	9	Retained and still elected — largely unchanged.
“Roadmaster”	1	Folds under Public Works / the Manager.

③ Eliminated or absent — nothing to edit (handled by law)

“Auditors” / “Board of Auditors”	0 / 0	Elected auditors end by operation of law (§ 3162); no code edits needed.
“Controller”	0	No controller, elective or appointive (Rec #8).

④ Net-new — must be created from scratch

“Township Manager”	0	Office exists nowhere today; created and empowered in the Administrative Code.
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These counts overlap and are not additive — one section may use several terms. The point is scope: beyond the 325 “Board of Supervisors” references there are roughly 150 more appointed-officer references and several other names for the body, so the real review universe is **400+ references**. The codification firm resolves the exact unique total. (“Board” alone was not counted — it would also match the Zoning Hearing Board and Planning Commission.) Live eCode360 exact-phrase sweep, verified June 3, 2026.

WHERE EACH REFERENCE GOES

Four homes for one phrase

Today the code says “Board of Supervisors” for everything. Almost every reference lands in one of four places.

The Council

The big decisions the elected body votes on — passing ordinances, approving the budget, setting taxes and fees, and holding required public hearings.

The Manager

The day-to-day running of the Township — assigning staff, approving routine paperwork and extensions, purchases under a set limit, and managing contracts.

A named officer or board

Technical work already handled by someone specific — the Engineer, the Zoning/Code Officer, the Planning Commission. Only who they report to (now the Manager) changes.

The Attorney, first

Anything legally tricky to sort out before it can move — boards shared with other municipalities, state-required offices, and agreements between governments.

The full chapter-by-chapter list of all 325 references — and the recommended new authority for each — is in the detailed audit binder.

— THE NEW OPERATING CHARTER

The Administrative Code — What It Needs to Be

The document that translates “Council-Manager government” from a ballot question into a working structure. State law does not write it for us; it requires the new Council to adopt it.

WHAT THE LAW REQUIRES

The Optional Plans Law § 3146 requires the new Council to adopt this administrative ordinance — the Administrative Code — defining the responsibilities of every department and agency. And § 3058(f) makes the **anti-interference rule binding law, not a drafting choice**: Council acts only as a body and deals with the administrative service **solely through the Manager** — no individual member may direct staff (Section 3 below).

EXHIBIT 8 The Administrative Code, section by section (1–8)

1 Office of the Township Manager

REQUIRED • Creation of the office — qualifications, appointment by Council, indefinite term, compensation; optional Deputy Manager. (*0 references today.*)

3 Limits on Council — anti-interference

REQUIRED • Council acts only as a body and deals with staff solely through the Manager; no member directs employees or heads a department.

5 Department structure

REQUIRED • Departments and their functions; heads appointed by the Manager; Council may create, reorganize or abolish them and establish advisory boards.

7 Financial controls

REQUIRED • Budget preparation and administration, purchasing authority and limits, contract execution, and the Treasurer’s oversight role.

2 Powers & duties of the Manager

REQUIRED • Chief administrative officer: hires, supervises and removes staff; runs all departments; prepares and administers the budget; executes Council policy.

4 Manager removal procedure

REQUIRED • Removal by majority vote, with written notice of the reasons and the opportunity for a public hearing.

6 Key appointed officers

REQUIRED • Appointment, qualifications and duties of the Attorney, Clerk and Secretary (the Clerk/Secretary role may be held by the Manager).

8 Personnel administration

REQUIRED • Authority to adopt and maintain personnel rules, including the chain of command under the Manager.

— WHAT THE CODE MUST CONTAIN — CONTINUED

Sections 9 Through 16

EXHIBIT 9 The Administrative Code, section by section (continued)

9 Council organization & procedures

REQUIRED • Rules for meetings, quorum, voting, agenda preparation, minutes, and public participation.

11 Filling Council vacancies

REQUIRED • Procedures for filling vacancies on Council in accordance with applicable law.

13 Boards & commissions

RECOMMENDED • Creation, appointment, terms, powers and operations — including transition on the effective date of the new form.

15 Acting or Interim Manager

RECOMMENDED • Coverage during temporary absence, disability, or a vacancy in the Manager position.

10 Ethics & conflicts of interest

RECOMMENDED • Standards of conduct for members and appointed officials, including adverse interest in contracts.

12 Ordinance & resolution process

REQUIRED • Introduction, consideration, adoption, publication, and effective date of ordinances and resolutions.

14 Investigations

RECOMMENDED • Council's authority to investigate the affairs of any department, office or agency of the Township.

16 Transition provisions

REQUIRED • Continuity of employees, contracts, permits, pending litigation and enforcement actions; orderly transition of boards and commissions.

REQUIRED = mandated by the Optional Plans Law or essential to the form; **RECOMMENDED** = best practice. The Attorney confirms the final split.

THE CORNERSTONE — 53 PA.C.S. § 3058(F)

Of all sixteen, one is the keystone: the Council acts only as a body and deals with the administrative service *solely through the Manager* — never giving orders to staff. That single rule makes the Manager *a professional administrator, not a clerk for five politicians*.

07

MODELS & RESOURCES

Proven language, and the help to adapt it

Two Pennsylvania townships took the exact legal path Millcreek is taking. Their administrative code is reproduced word for word as the closest thing to a working template — followed by the outside help the committee needs to adapt it.

TWO SAME-PLAN TOWNSHIPS, WORD FOR WORD

The Model to Follow

Both adopted the standardized Council-Manager Optional Plan under the Optional Plans Law (Act 62 of 1972). College Township renamed its body the “Council”; Indiana Township kept “Board of Supervisors” but runs the identical structure.

Model A · College Township

Centre County. The optional-plan model in its purest form — renamed its body the “Council.” Adopted 2-17-1976; amended 12-18-2014.

Model B · Indiana Township

Allegheny County. Adopted the same plan but *kept* the name “Board of Supervisors” — proof a township can run the new structure under the familiar name.

HOW TO USE THESE — AND HOW NOT TO

These are other townships’ enacted ordinances, shown for language and structure only — not a legal template for Millcreek. The Manager’s core powers, appointment, and removal come from the Optional Plans statute §§ 3051–3064, not any local charter. Every borrowed provision must be **adapted by the Attorney** to Millcreek’s plan — never copied verbatim into our Code.

Model A — College Township (Centre County)

Administrative Code, Chapter 5 — Administration of Government

Reproduced verbatim from the Code of the Township of College, Chapter 5 (ecode360.com).

Adopted 2-17-1976 by Ord. No. 53; amended in its entirety 12-18-2014 by Ord. No. O-14-02.

College adopted the optional plan under Act 62 of 1972 and named its governing body the "Council." Section titles and editor's notes appear as published.

§ 5-1 Legislative findings.

There is established by this chapter and any amendments thereto a code for the government of the Township of College, a political subdivision of the Commonwealth of Pennsylvania, pursuant to the optional plan approved as provided by Act 62 of 1972, which code shall be known and referred to as the "Administrative Code" of the Township of College.

[Editor's Note: See now 53 Pa.C.S.A. §§ 2901 and 2902.]

§ 5-2 Definitions and word usage.

A. The following words, when used in this chapter, shall, unless the context clearly indicates otherwise, have the meanings and significance herein indicated:

CODE — The Administrative Code of the Township of College as enacted by this chapter and any and all amendments thereto, unless some other code is indicated.

COMMONWEALTH — The Commonwealth of Pennsylvania.

COUNCIL — The Council of the Township of College.

TOWNSHIP — The Township of College.

B. General terminology. The singular shall include the plural, and the plural the singular; the word "shall" is mandatory and the word "may" is permissive; words used in the masculine gender shall include the feminine and the neuter in this chapter or any other laws pertaining to townships of the second class; words used in the past or present tense shall include the future; and any word not specifically defined shall be construed according to its common usage.

ARTICLE II — COUNCIL

§ 5-3 Powers and duties.

All powers and duties as set forth by laws applicable to townships of the second class and not superseded by this Administrative Code shall be vested in the Township Council.

§ 5-4 Composition, terms and residency.

A. The Council shall consist of five members, elected at large by the voters of the Township at the regular municipal election. The terms of office of the members of Council shall begin on the first Monday of January next following their election, and with the exception of the municipal election of November 1975, all Council members shall be elected for a term of four years and until their successors qualify.

B. Council members shall reside in the Township throughout their terms of service.

§ 5-5 Organization; Chair and Solicitor.

A. On the first Monday of January following a regular municipal election, the members of Council shall meet in the Township Municipal Building, organize and elect one of the members as Chair and one of the members as Vice Chair. The Solicitor shall also be appointed at the organizational meeting to serve for a term of one year. The Chair shall preside at all meetings of Council and shall have a voice and a vote in its proceedings.

B. In the event of illness or absence of the Chair for two or more consecutive meetings, the Council may by majority vote elect to declare the position open, and the Vice Chair shall be declared Chair, and a new Vice Chair shall be elected as specified above.

§ 5-6 Meetings.

Regular meetings of Council shall be held at least once a month in the Township Municipal Building at such times as are fixed by resolution of Council. Special meetings may be called by the Chair or a majority of the members of Council. All meetings of Council shall be conducted in conformance with the Open Meetings Law, 65 P.S. § 261 et seq. Public notice shall be given at least three days before regularly scheduled meetings and at least 24 hours before special or rescheduled meetings. The minutes and records of all proceedings shall be maintained by the Secretary.

[Editor's Note: The Open Meetings Law was repealed in 1986. See now 65 Pa.C.S.A. § 701 et seq. (the Sunshine Act).]

§ 5-7 Rules of procedure.

Council shall determine its own rules of procedure, which are consistent with existing laws. Three members shall constitute a quorum, but no ordinance shall be adopted without the affirmative vote of at least three members.

ARTICLE III — MANAGER

§ 5-8 Appointment and qualifications.

The Manager shall be chosen by the Council on the basis of the individual's executive and administrative qualifications. At the time of appointment, the Manager need not be a resident of the municipality or state. However, after appointment as Manager, an individual will be expected to live within reasonable proximity of the Township. The Manager shall not hold any elective governmental office.

§ 5-9 Term; removal.

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

§ 5-10 Absence or disability.

The Council may appoint an officer of the municipality to perform the duties of the Manager during absence or disability. Compensation during absence or disability shall be in accordance with the Township personnel rules and regulations.

§ 5-11 Powers and duties.

The Manager shall:

- A. Be the chief administrative official and the Secretary of the municipality;
- B. Execute all laws and ordinances of the municipality;
- C. Appoint and have power to remove a Deputy Manager, if one is authorized, and appoint subordinate officers and employees under procedures established in Section 1222 of the Home Rule Charter and Optional Plans Law, Act 62 of 1972, and any amendments thereto. Any such appointment may be terminated by Council for cause deemed appropriate;
- D. Appoint and have power to remove department heads, subject to confirmation of Council;
- E. Negotiate contracts for the municipality, subject to the approval of the Council; make recommendations concerning the nature and location of municipal improvements; and execute municipal improvements as determined by the Council;
- F. Assure that all terms and conditions imposed in favor of the municipality or its inhabitants in any statute, public utility franchise, or other contract are faithfully kept and performed, and upon knowledge of any violation, call the same to the attention of the Council;
- G. Prepare an agenda for and attend all meetings of the Council with the right to take part in the discussions, but without the right to vote;
- H. Make such recommendations to the Council concerning policy formulation as he or she deems desirable, and keep the Council and the public informed as to the conduct of municipal affairs;
- I. Prepare and submit the annual budget to the Council, together with such explanatory comment as the Manager may deem desirable, and administer the Council-approved budget;
- J. Be responsible to the Council for carrying out all policies established by it and for the proper administration of all affairs of the municipality within the jurisdiction of the Council;
- K. Approve invoices before payment;
- L. Draft and periodically update job descriptions; and
- M. Perform such other duties as may be required of the Manager by ordinance or resolution of the Council.

ARTICLE IV — DEPARTMENTS**§ 5-12 Creation and supervision.**

A. The Manager shall serve as head of all departments, unless and until the Council authorizes appointment of separate department heads, except for the Department of Finance, which shall be headed by the Treasurer, reporting to the Manager.

B. The Council may create, abolish, or consolidate departments through amendment of this Code.

§ 5-13 Department of Administration.

The Department of Administration, which shall be headed by the Manager, is responsible for the general administration of Township government and the maintenance of an office for the conduct of Township business. Specifically, this Department shall:

- A. Maintain proper records and files of Township employees, contracts, purchases, property and equipment, budgets and other administrative matters, including zoning and subdivision matters;
- B. Record, file and index all proceedings of Council;
- C. Publish ordinances and resolutions of Council and all legal notices required by law;
- D. Maintain for public use and distribution copies of this Code and of other laws and codes governing the Township and copies of other documents needed by Township residents in order to comply with Township laws and regulations and the responsibilities of citizenship;
- E. Demand and receive grants from federal and state agencies and other moneys properly due the Township; and
- F. Carry out other administrative functions assigned to it by the Manager.

§ 5-14 Department of Finance.

The Department of Finance shall be headed by the Treasurer, under the supervision of the Manager. This Department is responsible for collecting, safekeeping and maintaining an accurate account of Township moneys. Specifically, this Department shall:

- A. Maintain an accurate, up-to-date record of Township taxpayers and residents; maintain the confidentiality of all Township tax records;

- B. Collect all taxes in the manner authorized and required by law;
- C. Keep in clear and readable form a full and accurate account of all moneys received and disbursed;
- D. Pay Township employees upon receipt of proper payroll lists from the Manager and/or department heads;
- E. Deposit Township funds in the depositories designated by Council; and
- F. Assist the Manager in the preparation of the annual budget of the Township.

ARTICLE V — PERSONNEL RULES AND REGULATIONS

§ 5-15 Employee Handbook.

This article has been repealed and replaced by provisions contained within the Township Employee Handbook, as may be amended from time to time.

ARTICLE VI — SEVERABILITY

§ 5-16 Severability.

If any sentence or clause, section or part of this chapter is found to be unconstitutional, illegal or invalid, such findings shall not affect or impair the remaining parts of chapter. It is hereby declared to be the intent that this chapter would have been adopted had such part not been included.

Model B — Indiana Township (Allegheny County)

Administration Code — Chapters 210, 220 & 222

Reproduced verbatim from the Codified Ordinances of the Township of Indiana (Justinian Publishing Co.). Indiana adopted the Council-Manager Optional Plan (Act 62 of 1972) but kept the public name “Board of Supervisors.” Chapter 220 is reproduced as an excerpt — the administrative-organization section.

CHAPTER 210 — BOARD OF SUPERVISORS (TITLE FOUR: LEGISLATION)

§ 210.01 Composition and election.

The Board of Supervisors shall consist of five members designated as Supervisors, elected by the qualified voters of the Township on a district basis at the regular Municipal elections.

§ 210.02 Terms.

The terms of office of Supervisors shall begin on the first Monday of January next following their election. All Supervisors shall be elected for a term of four years and until their successors qualify, except that a Supervisor appointed to fill a vacancy shall serve only for the balance of the unexpired term.

§ 210.03 Qualifications of Supervisors.

Any registered voter in the Township shall be eligible for the office of Supervisor, provided that such individual has been a resident of the Township for at least one year immediately preceding the date of the primary election preceding the Municipal election at which he is elected, and that he shall reside in the Township throughout the term of office.

§ 210.04 General powers and duties.

(a) All powers and duties of Township government as provided by laws applicable to townships of the second class and not superseded by this Part Two - Administration Code shall be vested in and exercised by the Board of Supervisors. The Board shall be charged with executing ordinances and resolutions, approving the budget, setting tax rates, appointing the Township Manager, Treasurer, Secretary, Solicitor and Engineer, advising and consenting to the appointment of other Municipal officials, and exercising such other legislative functions as provided by general law.

(b) The Board shall, by ordinance, continue or create, and determine and define, the powers and duties of such executive and administrative departments, boards and offices, in addition to those provided for in these Codified Ordinances, as it deems necessary for the proper and efficient conduct of the affairs of the Township. Any department, board or office so continued or created may, at any time, be abolished by ordinance.

(c) The Board may, by resolution, make or cause to be made inquiries, investigations or studies of the affairs of the Township and the conduct of any Township department, office or agency.

§ 210.05 Prohibited acts.

(a) No member of the Board of Supervisors shall head an administrative department nor intrude himself in the conduct of its routine affairs. No member shall seek individually to influence the official acts of the Municipal Manager, or any other officer or employee. The Board shall act in all matters as a body, and the Board and its members shall deal with the administrative service solely through the Manager.

(b) No Supervisor shall serve on any other Municipal board or commission or hold any other appointed Municipal office while holding the office of Supervisor.

§ 210.06 Organization and presiding officer.

(a) On the first Monday of January following a regular Municipal election, the Board of Supervisors shall meet in the Municipal Building, organize and elect one of its members as Mayor and one as Deputy Mayor. Until such election is accomplished, the eldest member of the Board present shall preside.

(b) The Mayor shall preside at all meetings of the Board and shall have a voice and a vote in its proceedings. The Deputy Mayor shall preside in the absence of the Mayor.

(c) In the event of illness or absence of the Mayor for three or more consecutive meetings, the Supervisors may by majority vote elect to declare the position open and the Deputy Mayor shall be declared Mayor and a new Deputy Mayor shall be elected as specified in subsection (a) hereof.

§ 210.07 Meetings.

(a) Regular meetings of the Board of Supervisors shall be held at least once a month in the Municipal Building at such times as are set by the Board at the annual reorganization meeting.

(b) Special meetings may be called by the Mayor or upon request of a majority of the Supervisors.

(c) Emergency meetings may be called by the Manager, provided that a quorum is present and that a majority of the Board determines that the holding of such meeting and the taking of any emergency action at that time is necessary to protect or promote the public health and safety of the Township.

(d) The Board may hold executive or work sessions as permitted by law. No official action may be taken on any matter during a work session.

(e) Public notice shall be given at least three days before regularly scheduled meetings and at least twenty-four hours before special or rescheduled meetings. Such notice shall show the date, time and place such meeting shall be held.

§ 210.08 Agenda.

(a) The proposed agenda for any regular meeting of the Board of Supervisors and any pertinent facts thereto shall be forwarded to all members of the Board not later than three days before such meeting. Copies of the agenda shall also be forwarded to other Township officials as deemed necessary by the Manager and shall be forwarded to the local newspapers. The agenda shall also be posted at the Municipal Building.

(b) The title of any ordinance or resolution to be considered shall be listed as part of the agenda.

§ 210.09 Rules of procedure.

(a) The Presiding Officer shall be responsible for the orderly conduct of business at each Board of Supervisors meeting and shall preserve order and decorum at such meetings.

(b) The Presiding Officer shall announce all decisions of the Board and shall decide all questions of order without debate, subject, however, to an appeal by any Board member. Any ruling by the Presiding Officer may be overruled by a majority of the members present.

(c) Every member of the Board shall be given an opportunity to speak on any issue before the Board if he so desires. Every member desiring to speak shall address the Chair and, upon recognition by the Presiding Officer, shall confine his remarks to the question under debate, avoiding all indecorous language or reference to personalities. A member of the Board, once recognized, shall not be interrupted when speaking unless it is for the purpose of calling such person to order. If a member of the Board is called to order while speaking, that person shall cease speaking until the question of order is determined. When two or more members request the floor at the same time, the Presiding Officer shall decide which one is entitled to the floor.

(d) On all roll call votes the Presiding Officer shall vote last.

(e) The Board may from time to time, by resolution, adopt additional rules governing its procedures.

§ 210.10 Public participation.

(a) All official meetings of the Board of Supervisors shall be open for public attendance.

(b) Residents desiring to address the Board on matters of general or special concern at its stated meetings may be placed on the agenda by providing written notice to the Township Secretary (on subject matter to be discussed) at least seven days prior to the day of the meeting.

(c) A resident desiring to address the Board on any agenda item shall be limited to five minutes after being recognized by the Presiding Officer.

(d) When a group of persons wishes to address the Supervisors on the same subject matter, it shall be proper for the Presiding Officer to request that a spokesperson be chosen by the group to address the Board and to limit the number of persons addressing the Board on the same matter so as to avoid unnecessary repetition.

(e) The Board may provide reasonable opportunity for interested citizens to address the Board on nonagenda items as time permits.

(f) Any person making offensive, insulting, threatening, insolent, slanderous or obscene remarks or who becomes boisterous or who makes threats against any person shall be forthwith barred by the Presiding Officer from further audience at the meeting, unless permission to continue is granted by the majority vote of members of the Board.

§ 210.11 Compensation.

(a) Each member of the Board of Supervisors shall be paid twenty-five dollars (\$25.00) for each Board meeting attended.

(b) Each member shall be paid for each semiannual road inspection attended at the rate set by the Board of Auditors.

(c) Supervisors shall receive no other compensation, direct or indirect, for the performance of their duties, except reimbursement for actual travel expenses incurred.

§ 210.99 Penalty.

(EDITOR'S NOTE: See Section 202.99 for general Code penalty if no specific penalty is provided.)

CHAPTER 220 — ADMINISTRATION GENERALLY (EXCERPT: THE ADMINISTRATIVE ORGANIZATION)

CHAPTER 220'S CROSS-REFERENCES STATE OUTRIGHT: “COUNCIL-MANAGER FORM OF GOVERNMENT — SEE OPTIONAL

Plans Law Secs. 801 et seq.” The administrative-organization section shows the whole township placed under the Manager:

§ 220.02 Administrative organization.

The administrative service of the Township shall be under the Township Manager and shall be comprised of the following departments and heads thereof: Administration and Finance — Township Manager Police — Chief of Police Public Works — Superintendent of Public Works Planning and Code Enforcement — Building Official and such other departments and heads as may be created by ordinance of the Board of Supervisors.

CHAPTER 222 — MANAGER (TITLE SIX: ADMINISTRATION)

§ 222.01 Appointment; qualifications; term.

The Board of Supervisors shall appoint a Township Manager on the basis of the individual's executive and administrative qualifications. The Manager shall be appointed for an indefinite term and may be removed by a majority vote of the Supervisors, and may be removed as provided in this chapter. At the time of appointment, the Manager need not be a resident of the Municipality or Commonwealth. However, after appointment, the Manager will be expected to live within reasonable proximity of the Township. The Manager shall not hold any elective governmental office.

§ 222.02 Powers and duties.

The Manager shall be the chief executive and administrative official of the Township. He shall supervise and be responsible for the activities of all Township departments. He may serve as Township Secretary and may hold other Municipal offices or head one or more of the Municipal departments at the direction of the Board of Supervisors. The Manager shall:

- (a) Execute all laws, ordinances and resolutions of the Township and all general laws applicable thereto;
- (b) Appoint and have power to remove department heads, subject to confirmation by the Board; he shall appoint, promote, suspend or remove subordinate officers and employees on the basis of a personnel system pursuant to Section 1222 of the Home Rule Charter and Optional Plans Law, being Act No. 62 of 1972, as amended. Appointments and promotions shall be governed by personnel rules, which shall be prepared by the Manager and submitted to the Board which shall adopt them with or without amendments unless otherwise provided for or arrived at by collective bargaining;
- (c) Appoint the members of boards, commissions and authorities with the advice and consent of a majority of Supervisors;
- (d) Negotiate contracts for the Township, in accordance with law, subject to the approval of the Board, and supervise the performance and faithful execution of the same, make recommendations concerning the nature and location of Township improvements and execute Township improvements as determined by the Board;

- (e) Assure that all terms and conditions imposed in favor of the Township or its residents in any statute, public utility franchise or other contract are faithfully kept and performed, and upon knowledge of any violation make prompt report of the same to the Board;
- (f) Prepare a detailed agenda and attend all meetings of the Board with the right to take part in discussions but without the right to vote;
- (g) Make such recommendations to the Supervisors concerning policy formulation as he deems desirable and keep the Board and the public informed as to the conduct of Township affairs; he shall be available to the residents of the Township for discussion of Township affairs;
- (h) Prepare and submit the annual budget to the Board, together with such explanatory comment as he deems desirable, and administer the approved budget;
- (i) Represent the Township in deliberation with other governmental bodies; he shall have the authority, subject to the final ratification of the Supervisors, to negotiate intergovernmental cooperation agreements pursuant to Section 5 of Article 5 of Article IX of the Constitution of the Commonwealth of Pennsylvania;
- (j) Provide prompt dissemination of all rules, regulations, resolutions and ordinances adopted by the Board;
- (k) Prepare and submit annually to the Supervisors, and make available to the public, a report on the finances and administrative activities of the Township; he shall prepare and submit such other reports as may be required of the Township by Federal, State and County agencies;
- (l) Perform such other duties and have such other functions as may be required of the Manager by ordinance or resolution of the Supervisors; he may employ, with the advice and consent of the Supervisors, experts, professionals and consultants to perform work and to advise in connection with any of the functions of the Township;
- (m) Be the Administrative Official of the Township Municipal Authority; and
- (n) Be responsible to the Board for carrying out all policies established by it and for the proper administration of all affairs of the Township within the jurisdiction of the Board.

§ 222.03 Compensation.

The Manager shall receive a salary commensurate with his experience and abilities, which shall be established from time to time by the Board of Supervisors. The Manager shall receive no other compensation, direct or indirect, for the performance of his duties, except reimbursement for actual travel expenses incurred.

§ 222.04 Removal.

(a) The Manager may be removed by a majority vote of the Board of Supervisors. At least thirty days before the effective date of such removal, the Board shall notify the Manager, in writing, of its intention to remove him from office and the reasons for his removal. The Manager may reply in writing and may request a public or private hearing, which shall be held not earlier than twenty days nor later than thirty days after the filing of such request. After such public or private hearing, if one is requested, and after full consideration, the Board by majority vote may adopt a final resolution of removal.

(b) Severance pay up to but not exceeding three months salary from the effective date of termination may be authorized by the Board.

§ 222.05 Acting Township Manager.

- (a) If the Manager is temporarily absent or unable to perform his duties due to disability or illness, he may designate in writing one qualified administrative employee of the Township to perform his duties during his temporary absence or disability. In the event of his failure to make such designation or if the absence or disability continues more than thirty days, the Board of Supervisors may appoint one qualified administrative employee of the Township to perform the duties of the Manager until he returns or his disability ceases.
- (b) When a vacancy occurs in the office of Manager, the Board shall take immediate steps to fill the position on a permanent basis, but may appoint an Acting Manager to perform the duties of the Manager on a temporary basis.

HOW TO READ THESE TWO SIDE BY SIDE

College § 5-3 to § 5-7 and Indiana § 210.01 to § 210.11 are the legislative-body provisions (use whichever name Millcreek prefers). College § 5-8 to § 5-11 and Indiana § 222.01 to § 222.05 are the Manager provisions — appointment, powers, removal. Both reserve the anti-interference rule (College § 5-11; Indiana § 210.05) and both build the Manager's appointment power on Section 1222 of Act 62 of 1972. This is the spine of Millcreek's Administrative Code.

— OUTSIDE HELP — NONE OF IT OPTIONAL

Professional Help and Budget

Three resources, each filling a gap the committee and Township staff cannot fill on their own.

EXHIBIT 10 A ~\$67,500 planning estimate, in three lines

Codification · \$35K		Search · \$22.5K	Advisory
RESOURCE	ROLE	EST. BUDGET	
1 · Municipal Codification Firm	Draft the Administrative Code and review every existing ordinance for compatibility (Deliverables A & B).	~\$35,000	
2 · ALOM / Public Partners Advisory Team	Limited PA-specific advisory support (Andree & Foreman) through December 2026.	~\$10,000	
3 · Executive Search Firm	Run the national search and deliver the top three Manager candidates to Council (supports Deliverable D).	~\$22,500*	
Planning estimate — all three resources			~\$67,500+*

* Executive-search benchmark, not a Millcreek quote. Ferguson Township, PA approved a contract of up to \$22,500 with GovHR to recruit a new township manager (reported by StateCollege.com). The committee must still solicit its own quotes through the RFQ.

Resource 1 · A Municipal Codification Firm

This firm drafts the Administrative Code and reviews every existing ordinance for compatibility with the new structure — specialized work requiring knowledge of the Second Class Township Code, the Optional Plans Law, and the practical realities of council-manager government. Engage a specialized firm rather than relying on the Attorney (who should review the final product). **Select by RFQ** to at least three firms; the PA State Association of Township Supervisors and the Governor's Center for Local Government Services maintain lists of qualified providers.

THE REMAINING TWO RESOURCES

Advisory & Search

WHY CODIFICATION IS WORTH THE MONEY

Ferguson Township's codification work produced 33 ordinances and 5 resolutions ready for adoption. Mt. Lebanon skipped a comprehensive review and spent the next 20 years patching problems — including \$18,000 per year in unnecessary newspaper-notice costs. The investment pays for itself within the first year.

Resource 2 · The ALOM / Public Partners Advisory Team

Jerry Andree and Michael Foreman guided the study commission through its seven-month process. Andree is retired from Cranberry Township with 45 years in PA local government; Foreman is a Local Government Policy Specialist with PA DCED. They have already studied Millcreek's operations and compared it to dozens of comparable municipalities. Retaining them on a limited advisory basis — monthly check-ins, document review, and availability at decision points — preserves institutional knowledge that would otherwise be lost when the commission disbanded. **Budget:** ~\$10,000 through December 2026.

Resource 3 · An Executive Search Firm

The committee builds the recruitment framework (Deliverable D), but the search itself should be run by a professional firm conducting a national search — casting a wide net, vetting applicants, and delivering the best three finalists for the new Council to interview. A national search signals Millcreek intends to hire the most qualified manager available, not the most familiar local name. Select by RFQ to firms specializing in local-government executive recruitment (ICMA maintains a roster). **Budget:** ~\$22,500 as a planning benchmark; by law, the Council — not the committee — makes the final hire.

NAMING RISKS NOW KEEPS THEM FROM BECOMING
SURPRISES

Risks & How We Prevent Them

EXHIBIT 11 Five risks, each with a prevention

RISK	EARLY WARNING SIGN	HOW WE PREVENT IT
No Manager in place at transition	Recruitment framework or search not started by mid-2027.	Build the framework now; engage a search firm so vetted finalists are ready before January 2028.
Admin Code not ready to adopt	Codification firm not engaged during 2026; key decisions open.	Engage the firm early. The § 3165(b) bridge lasts only 60 days — the Code must be ready on day one.
A key recommendation stalls	Open questions left unresolved late in 2027.	Settle the open questions early so the firm can finalize drafting.
Outside help not funded in time	No RFQs issued; no budget set.	Ask the Board to authorize the RFQs and ~\$67,500 at the outset.
Errors reassigning the 325 references	A blind find-and-replace is used; no Attorney review.	The codification firm drafts and the Attorney reviews; the three definition chapters get special care.

What the committee takes up first

- 1 Confirm the scope and approach in this document as the working starting point**
Nothing here is final
- 2 Authorize the outside professional help**
Issue RFQs for codification & search, retain the advisory team, budget ~\$67,500
- 3 Engage the codification firm, starting with the Admin Code & Chapter 125**
With the Attorney reviewing the final product
- 4 Set the meeting cadence and target dates, working backward from Jan 3, 2028**
Assign an owner to each of the six deliverables