



The Intergovernmental Cooperation Authority  
for Harrisburg  
922 N 3rd Street  
Harrisburg, PA 17102

**Annual Report**  
For Fiscal Year  
2024-2025

December 31, 2025

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## Summary

**The Intergovernmental Cooperation Authority for Harrisburg (ICA) was created by an act of the General Assembly of the Commonwealth of Pennsylvania. The Authority's general purpose is to assist the City of Harrisburg in achieving financial stability:**

The Intergovernmental Cooperation Authority for Harrisburg ("ICA") is a public authority and instrumentality of the Commonwealth of Pennsylvania. The ICA was created for the general purpose of fostering the fiscal integrity of the City of Harrisburg, pursuant to the Intergovernmental Cooperation Authorities Act for Cities of the Third Class (Act of October 24, 2018, P.L. 751, No. 124).

The ICA Board, composed of members experienced in finance and management, advises the City of Harrisburg, the General Assembly, and the Governor concerning solutions to fiscal problems the City of Harrisburg may face.

The Board is composed of five appointed members who exercise the powers and duties of the ICA. The members are to be residents of the City and/or have their primary place of business or employment in the city. In addition, there are two ex officio, non-voting members of the board representing the City and the Secretary of the Budget. The ICA Board currently has two vacancies following the resignation at the end of 2023 of Mr. Ralph Vartan, appointee of the House Majority Leader and early 2025 of Audry Carter, appointee of the Governor. The Board has reached out to the appointing authorities for new designees. The governing board of the ICA retains an Authority Manager and an Independent General Counsel to assist it in its mission.

## Timeline:

On August 26, 2013, the Harrisburg Strong Plan was filed with the Pennsylvania Department of Community and Economic Development. This strategic planning document, unlike the preliminary recovery plan that had been confirmed by the courts in March 2012, provided a comprehensive set of initiatives and funding to allow the City of Harrisburg to address the myriad of financial challenges that for many years plagued the City and impeded its growth.

In 2018, the City of Harrisburg requested additional taxing authority from the Commonwealth in order to address long-standing structural fiscal issues left over from the implementation of the Strong Plan. This negotiation resulted in the proposal to temporarily permit additional taxing authority to the City, but also create an oversight board. The proposal received the support of the Pennsylvania Local Government Commission. Governor Wolf signed Act 124 of 2018 on October 24, 2018, the Intergovernmental Cooperation Authorities Act for Cities of the Third Class. In addition to extending temporary additional taxing authority to the City of Harrisburg, the new law created the Intergovernmental Cooperation Authority (ICA) for Harrisburg.

The Intergovernmental Cooperation Authority Board met for their first meeting on February 26, 2019.

At the time of its formation, the Mayor of the City of Harrisburg was Eric R. Papenfuse.

In March 2019, the ICA Board appointed an Authority Manager and an Independent General Counsel.

In April 2019, the ICA Board entered into a Memorandum of Understanding (MOU) with the Pennsylvania Department of Community and Economic Development to secure funding for the ICA.

In November 2019, the ICA Board and the Pennsylvania Department of Community and Economic Development entered into an Amendment to the MOU to extend funding through Fiscal Year 2022-2023.

On November 25, 2020, Gov. Tom Wolf signed the fiscal code bill that was approved by the state legislature. Under legislation included therein, Harrisburg was able to keep both its current earned income tax (EIT) and local services tax (LST) at rates higher than typically allowed for third-class cities in Pennsylvania. Harrisburg can retain a 2% EIT indefinitely; double the typical statewide rate of 1%. In addition, the city can retain an LST of \$156 a year (\$3 per week), triple the normal, statewide rate of \$52 a year (\$1 per week), for 10 years. The City then can assess double the statewide rate (\$2 per week) for another five years, through 2035. The legislation did not otherwise modify Act 124 of 2018.

Act 124 provides that the ICA and the City shall enter into an intergovernmental cooperation agreement. An agreement will formalize key terms of the working relationship between the ICA and the City. Once approved by the ICA Board, the Mayor, ratified by City Council, and authorized by Commonwealth Court, an agreement would allow the distressed status of the City under the Municipalities Financial Recovery Act (“Act 47”) to terminate.

In 2021, the Mayor, City Council, and the ICA Board reached a significant milestone with the cooperative approval of a final intergovernmental cooperation agreement. The parties lent their approval but the document was not executed, awaiting court resolution of the incinerator litigation then before Commonwealth Court and still pending at the time of this report.

In September 2021, Commonwealth Court removed certain parties to the incinerator litigation. In a 95-page opinion by Judge Michael H. Wojcik, the court removed Gov. Tom Wolf, the State of Pennsylvania, the Department of Community and Economic Development and the City of Harrisburg as plaintiffs in the suit. The Act 47 Coordinator, remains the only litigants in the lawsuit.

The ICA is anxious to see the approved agreement become official and for the City to exit Act 47 status. To that end, the ICA Board has pledged to cooperate with the Pennsylvania Department of Community and Economic Development Act 47 Coordinator, the City of Harrisburg Solicitor, and other stakeholders in preparation of the execution of the approved intermunicipal cooperation agreement and the change in the City’s status.

As a result, the approved intermunicipal cooperation agreement has never been executed, as to do so would result in the immediate exit of the City of Harrisburg from Act 47 status, and the unintended consequence of the end of the incinerator litigation. Therefore, the City remains in Act 47 status. A draft of the approved agreement is available on the ICA’s website as it existed when approval was adopted by an act of City Council in 2021. The other result of this delay is the extension of the ICA and its mission.

## Annual Report Fiscal Year 2024-2025

In January 2022, Mayor Wanda R.D. Williams was sworn in as the new Mayor of the City of Harrisburg. With her came a series of changes in both personnel and policy for the City.

On August 1, 2023, the ICA entered into its sixth year of existence.

In January 2024, Chair Audry Carter stepped down as the chairperson of the ICA, and was replaced by Mr. Douglas Hill. Mr. Hill is only the third Chair in the existence of the ICA Board. She continued to serve on the Board for several more months, no longer as its Chair.

In June 2024, the ICA Board and the Pennsylvania Department of Community and Economic Development entered into an Amendment to the MOU to extend funding through Fiscal Year 2026-2027. As it is unclear when the role of the ICA will end, this agreement permits the ICA to continue to function as outlined in Act 124 of 2018.

On August 1, 2024, the ICA entered into its seventh year of existence.

On August 1, 2025, the ICA entered into its eighth year of existence. The ICA remains in existence until “December 31 of the fourth full calendar year following the year in which an intergovernmental cooperation agreement is entered into” with the City. The agreement, which is to contain “terms and conditions as will enable the assisted city to eliminate and avoid deficits, maintain sound budgetary practices and avoid interruption of municipal services,” was approved by the parties, but as previously explained, they have not yet executed it. Therefore, the termination date for the ICA has likewise not yet been established.

On November 4, 2025, Mayor Wanda R.D. Williams was reelected as Mayor for a second term of office.

Each year, by December 31<sup>st</sup>, this Annual Report, shall be submitted to Appropriation Committee leadership in the General Assembly, pursuant to the governing law.

As of today, the ICA and the ICA Board continue to function as advisors to the City of Harrisburg. Our goals remain the same, to fulfill the intent of the Harrisburg Strong Plan and the details of Act 124 of 2018.

## Organization

### **Governance During Fiscal Year 2024-2025:**

#### **Douglas Hill**

Chairperson

In January 2024, Douglas Hill became the third Chairperson in the history of the Board of the ICA. Mr. Hill is the retired executive director of the County Commissioners Association of Pennsylvania (CCAP), a post he held for nearly 36 years, from 1984 to the end of 2019. Prior to that he was director of research and later chief lobbyist for the Pennsylvania State Association of Boroughs. Originally appointed by former Senator Joe Scarnati, who at the time was the President Pro Tempore of the Pennsylvania Senate, as such, he is now serving on behalf of Senator Kim L. Ward, who is currently President Pro Tempore.

#### **Kathy Speaker MacNett**

Secretary/Treasurer

A Board Member since the formation of the ICA, Ms. MacNett is the former managing member of the Harrisburg law firm SkarlatosZonarichLLC. Following the merger of that firm with Mette, Evans & Woodside in late April 2024, Ms. MacNett became a shareholder with Mette. Ms. MacNett lives in the City of Harrisburg. Ms. MacNett was re-appointed by Representative Joanna McClinton in December 2022. In addition to her law degree, Ms. MacNett holds an M.A. in Governmental Administration and an M.A. in Industrial Relations. Ms. MacNett also serves on the Board of Directors of The James A. Finnegan Fellowship Foundation, which places college students in summer state government internships.

#### **Elaine Barber**

Authority Member (February 2022 to June 2025)

In February 2022, Ms. Elaine Barber, Staff Representative for the American Federation of State, County, and Municipal Employees (AFSCME) Council 13, was appointed to the ICA Board. Ms. Barber resigned from the ICA Board at the end of 2024, but continued to serve until a replacement was named to the governing board of the ICA by Senator Jay Costa, Democratic Leader of the Pennsylvania Senate.

#### **Kevin Hancock**

Authority Member (July 2025 to Present)

Appointed in 2025, Kevin Hancock is a Harrisburg-based health and human services leader and consultant who has been a resident of the City for 26 years and is deeply committed to Harrisburg's elevation and improvement through civic engagement and community partnership. He served the Commonwealth of Pennsylvania for nearly two decades, including as Deputy Secretary for the Department of Human Services' Office of Long-Term Living (2017–2020), where he oversaw programs with a \$12 billion budget affecting more than 450,000 lives and led implementation and operations of Pennsylvania's Community HealthChoices managed long-term services and supports program, including development of quality and monitoring frameworks and extensive stakeholder engagement. He later served as Special Advisor to the Pennsylvania Department of Aging (2023–2024), leading the Commonwealth's 10-year multisector planning effort—Aging Our Way, PA. Kevin currently leads Kevin Hancock Consulting, supporting clients with strategic planning, program evaluation, research, and operations improvement across healthcare, human services, and long-term services and supports while also pursuing doctoral studies in Administration and

Leadership Studies at Indiana University of Pennsylvania and contributing to the region through board and volunteer service with organizations such as the Harrisburg Green Alliance, Broad Street Market, Historic Harrisburg, and other community initiatives. He has been appointed to the governing board pursuant to the Authority of Sen. Jay Costa, Democratic Leader.

**Bryan McCutcheon**

Authority Member Ex-Officio

Appointee of the City of Harrisburg (January 2024 to Present)

Bryan McCutcheon came to the City of Harrisburg in November 2012 with 26 years of accounting background, including various professional accounting and auditing work services for a professional CPA firm and related experience with governmental municipal type entities and nonprofit organizations. He graduated from the University of Pittsburgh at Johnstown in April 1986 with a Bachelor of Arts degree in business economics including a concentration in accounting related courses. His roles at the City include specific detailed accounting tasks for both revenue and expenditures of all City Funds and some assistance with the annual budget preparation.

**As of today, the ICA Board of Directors is still short two (2) appointees:** A representative of Governor Josh Shapiro and House Republican Leader Jesse Topper have not been named to replace Audry Carter and H. Ralph Vartan. The ICA Board has been working with the Harrisburg legislative delegation to secure these two appointments, which is hoped will happen soon.

**Michael Wood**

Authority Member Ex-Officio

Appointee of the Budget Secretary

Governor's Budget Office

Commonwealth of Pennsylvania

In addition to his service to the Pennsylvania Office of the Budget, Mr. Wood is also the Director of the Bureau of Performance, Revenue, and Program Analysis.

**Appointment of Authority Manager and Independent Counsel:**

Michael Cassidy, Esq., of the firm Johnson Duffie was appointed independent Counsel by the ICA Board in May, 2022 and continues in that role. Mr. Cassidy represents the third official to hold this position. He serves as an independent contractor and not an employee. Mr. Cassidy is a seasoned attorney with broad experience helping large and small institutional entities navigate through complex legal challenges. He concentrates his practice in both the public and private sectors, having represented public school districts, municipalities, and municipal authorities as both solicitor and special counsel for over twenty years.

In March 2019, following a Request for Proposals, the ICA Board selected Jeffrey Stonehill of Chambersburg, Pennsylvania, as the first Executive Director and Authority Manager for the Intergovernmental Cooperation Authority (ICA) for Harrisburg. Mr. Stonehill represents the only official to hold this position. He serves as an independent contractor and not an employee.

Mr. Stonehill is currently the Borough Manager/Director of Utilities for the Borough of Chambersburg. As a result, the Chambersburg Town Council was required to adopt a resolution authorizing the lending of Mr. Stonehill's services to the ICA. In December 2022, the ICA Board renewed their contractual relationship with Mr. Stonehill.

Mr. Cassidy and Mr. Stonehill represent the only staff for the operation of the ICA.

## **Governance and Budget**

### **By-Laws of the Authority:**

The Authority formally adopted their by-laws on March 26, 2019, enclosed herein.

### **Adopted and Submitted Year Five Budget for the ICA:**

A Year Two budget was adopted at the May 22, 2019 meeting. On May 29, 2019, the Year Two budget was submitted to the General Assembly.

A Year Three budget was adopted at the June 24, 2020 meeting. On June 29, 2020, the Year Three budget was submitted to the General Assembly.

A Year Four budget was adopted at the July 28, 2021 meeting. This budget is retroactive to July 1, 2021, and covers the fourth year of operations through June 30, 2022.

A Year Five budget was adopted at the July 20, 2022 meeting. This budget is retroactive to July 1, 2022, and covers the fifth year of operations through June 30, 2023.

A Year Six budget was adopted at the October 25, 2023 meeting. This budget is retroactive to July 1, 2023, and covers the sixth year of operations through June 30, 2024.

A Year Seven budget was adopted at the August 28, 2024 meeting. This budget is retroactive to July 1, 2024, and covers the seventh year of operations through June 30, 2025.

A Year Eight budget was adopted at the June 25, 2025 meeting. This budget goes into effect on July 1, 2025, and covers the eighth year of operations through June 30, 2026.

A copy of the current budget is included on the following page for your information.

### **Governor's Center for Local Government Services (GCLGS):**

Since its inception, the ICA has enjoyed a cooperative relationship with the Pennsylvania Department of Community and Economic Development. The first liaison was Marita Kelley, who also served as the City of Harrisburg Act 47 Coordinator. Marita went on to retire from the Commonwealth joined the City of Harrisburg as Finance Director, a position which put her as an ex-officio member of the ICA Board. She has since retired from the City of Harrisburg.

The current liaison to the ICA from the GCLGS is Madra Clay.

The ICA Board regularly submits narrative to the quarterly reports prepared by the GCLGS to the Court, as required by the Harrisburg Strong Plan.

**2024-2025 Budget:**

INTERGOVERNMENTAL COOPERATION  
AUTHORITY FOR HARRISBURG  
2024-2025 BUDGET - FISCAL YEAR SEVEN  
(Approved August 28, 2024)  
(Effective July 1, 2024)

**REVENUE**

Appropriation by the General Assembly Act 124 of 2018	\$ 100,000
Interest earnings Est.	\$ 50
<b>TOTAL REVENUE</b>	<b>\$ 100,050</b>

**EXPENSES**

Authority Manager (Contract)	\$ 54,600
Legal Services	\$ 15,000
Insurance (Details Below):	
-General Liability Insurance	\$ 7,500
-Governing Board Public Officials Insurance	\$ 2,000
Legal Advertisement	\$ 3,500
Memberships/Subscriptions (PA Downtown Center)	\$ 2,000
Office Space Rental	\$ 2,000
Audit Services (Contract)	\$ 1,700
Information Technology Licensees	\$ 3,000
Information Technology Equipment	<u>\$ 4,000</u>
<b>TOTAL EXPENSES</b>	<b>\$ 98,300</b>

<b>SURPLUS/DEFICIT</b>	<b>\$ 6,720</b>
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<b>Fund Balance From Previous Year</b>	<b>\$ 107,940</b>
<b>Reserve for Future Year Spending</b>	<b>\$ 112,530</b>

**2025-2026 Budget:**

INTERGOVERNMENTAL COOPERATION  
AUTHORITY FOR HARRISBURG  
2025-2026 BUDGET - FISCAL YEAR EIGHT  
(Approved June 25, 2025)  
(Effective July 1, 2025)

**REVENUE**

Appropriation by the General Assembly Act 124 of 2018	\$100,000
Interest earnings Est.	\$50
<b>TOTAL REVENUE</b>	<b>\$100,050</b>

**EXPENSES**

Authority Manager (Contract)	\$54,600
Economic Development Project Grant (CREDC)	\$50,000
Legal Services	\$15,000
Insurance (Details Below):	
-General Liability Insurance	\$7,500
-Governing Board Public Officials Insurance	\$2,000
Legal Advertisement (PennLive)	\$3,500
Memberships/Subscriptions (PA Downtown Center)	\$2,000
Office Space Rental (Pursuit Co-Working)	\$2,000
Audit Services (ZA)	\$1,700
Information Technology Equipment	\$4,000
Information Technology/Software/Website Licensees	\$3,000
Tax (1099) Processing	\$250
<b>TOTAL EXPENSES</b>	<b>\$145,550</b>

<b>SURPLUS/DEFICIT</b>	<b>(\$45,450)</b>
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<b>Fund Balance From Previous Year</b>	<b>\$180,804</b>
<b>Reserve for Future Year Spending</b>	<b>\$135,354</b>

## Activities of the ICA Board

August 28, 2024

- In June 2024, the City's Finance Director discussed a preliminary attempt at drafting the City's 2025 Five-Year financial plan to the ICA Board. At that time, there had been a discussion regarding that draft. On August 8, 2024, the City submitted a second draft of the 2025 Five-Year financial plan update to the ICA Board. In the second edition delivered, almost all the issues noted in the draft were addressed. The ICA Board focused in this review on the following items:
  - The technology upgrades which are improving financial management at the City;
  - The continuing process to address the Neighborhood Services Fund;
  - Protecting the Fund Balance of the General Fund and the Neighborhood Services Fund;
  - The establishment of the OPEB Trust; and
  - The ongoing study to categorize and prioritize the capital improvement projects of the City.

The ICA Board approved at this meeting that a further revised Five-Year financial plan be approved subject to the changes agreed to by the City at this meeting.

- The City of Harrisburg, through the new Budget Director, presented to the ICA Board a review of the cash position of the City to where it was compared to the previous year.
- The ICA Board approved the 2024-2025 operating budget for the ICA.
- The ICA Board offered a grant opportunity to the City to become a member of the Pennsylvania Downtown Center.

September 25, 2024

- The City of Harrisburg, through the Accounting Manager, presented to the ICA Board regarding financial activities of the City and the ongoing use of the American Rescue Act Funding.
- Gloria Martin-Roberts, interim director of the Department of Building and Housing Development, and Jason Graves, Director of Business Development, appeared to discuss the ongoing process to develop a Comprehensive Economic Development Plan.
- The ICA Board approved a Board meeting schedule for 2025.

December 18, 2024

- The ICA Board reviewed the proposal for the City to adopt an extension of the LERTA district. It was noted that the Mayor established a committee to examine the LERTA rules and the ICA Board Chair, Doug Hill, will be on the committee. The committee hopes to deliver a recommendation by the end of 2025 to City Council.
- The City of Harrisburg, through the Accounting Manager, presented to the ICA Board the proposed Mayor's 2025 budget, and discussed how items have changed since approval of the 2025 Five-Year financial plan.
- The ICA Board discussed the City budget approval process. Proposed draft correspondence which would be shared with the Mayor and Council in advance of the final vote for the budget was discussed. Several items of concern were outlined by the ICA Board and were approved to be included in the final correspondence to the Mayor.

- The ICA Board received a financial review of all ICA activities by the firm Zelenkofske Axelrod.
- The ICA Board approved the transmittal of the 2023-2024 Section 207 Annual Report to the Governor and the appropriation committees of the General Assembly.

January 22, 2025

- The City of Harrisburg, through the Accounting Manager, presented to the ICA Board regarding financial activities of the City, final end-of-year cash balances, and significant encumbrances, which create a discrepancy between his report and that of the Harrisburg Controller's Office.
- It was announced that a final draft of the FY2022 City Audit was ready for approval and there was a hope that the FY2023 City Audit would be completed by the end of the year.
- Neil Grover, City Solicitor, appeared to discuss a variety of legal issues that impact the ongoing financial recovery of the City. He discussed, with the ICA Board:
  - The post-COVID impact of office tower uses and assessment and taxes;
  - The status of the Harrisburg Incinerator Litigation, which is the impediment to ending Act 47 status;
  - The City recovery and relationship to the Broad Street Market;
  - The obligation of the City relative to the FNB Stadium project;
  - Ongoing collections in the Neighborhood Services Fund, and a proposal to switch to a collection through property taxes;
  - Formation of the Other Post-Employment Benefits (OPEB) Trust;

Mr. Grover added that he will present his opinion of Act 124 to the court rather than the ICA Board.

April 23, 2025

- The City of Harrisburg, through the Accounting Manager, presented to the ICA Board regarding financial activities of the City, year-to-date cash balances (through March), and on adding the American Rescue Plan Act (ARPA) funding through the General Fund and how it impacts the revenue.
- The ICA Board approved the Annual Section 203 Report on the ongoing status of financial activities by the City of Harrisburg including the following issues:
  - The need for a truly comprehensive economic development plan is underscored by the continuing long-term impacts of COVID-19, specifically the effects of State and corporate workforce telework policies. The initial impact was a precipitous decline in parking revenues, but after five years the growing concern is the vitality of downtown Harrisburg and, based on reduced office occupancy, an accelerating series of real estate assessed value reductions.
  - The use of fund balance or cash-on-hand, which is also forecast for Year Five of the City's Plan, indicating a future fiscal issue which requires redress by the City. Its importance is emphasized by noting that at the time of the plan's submission the round of commercial property tax valuation appeals was just beginning and so its effects will also need to be considered.
  - The litigation involving the Harrisburg Incinerator Project is languishing in the courts, rendering the City unable to fully exit Act 47 Status, a short-term goal originally

scheduled for 2020. The inability to exit Act 47 leaves the City with little progress in re-establishing credit worthiness, with no credit rating, and with no ability to assume any new debt.

- Mayor Williams vetoed several last-minute line-item changes to the approved 2025 budget on December 30, 2024, highlighting the lack of a unified vision between the Administration and City Council on some budget specifics. The Authority has urged the City Council and the Mayor to avoid such disagreements going forward.
- The ICA Board is encouraging the City of Harrisburg to adopt and implement a wide-ranging economic development strategy. Such a plan would help significantly with growing the City's tax base and preventing future downturns in the local economy. In turn, that would help address the second concern, the lasting impact of the COVID pandemic on remote work, the State workforce, vacancy rates for commercial real estate, and the related impacts on parking revenue, real estate tax valuations, and income from state worker taxes.
- The ICA Board accepted the resignations of both Audry Carter, former Chair, and member Elaine Barber from the Board of Directors. Ms. Barber has agreed to postpone her resignation until a replacement is named by Pennsylvania Senator Jay Costa, whom she represents on the Board. Mr. Hill pointed out that he has spoken to all the representatives for replacements for all the vacancies on the Board. Ms. Carter explained that she has been in contact with Sen. Patty Kim who is helping the Governor, whom she represents, name her replacement.

June 25, 2025

- Chair Doug Hill informed the assembled that there has been a lot of activity since the last ICA Board meeting focusing on economic development for the City. In attendance is Gloria Martin Roberts from the City Housing Development and Economic Development Departments, and Ryan Unger - President & CEO of the Harrisburg Regional Chamber and Capital Region Economic Development Corporation (Chamber & CREDC). A significant new economic development effort for the City is being discussed.
- The City of Harrisburg, through the Accounting Manager, presented to the ICA Board regarding financial activities of the City, year-to-date cash balances (through May), the impact of the settlement of an eminent domain lawsuit involving the Neighborhood Services Fund, and an update on audit progress. He hopes to finish the 2023 and 2024 audits this year.
- Gloria Martin Roberts and Jason Graves, from the City Housing Development and Economic Development Departments, and Ryan Unger - President & CEO of the Harrisburg Regional Chamber and Capital Region Economic Development Corporation (Chamber & CREDC) attended the meeting. The ICA Board has focused on community and economic development and strategic planning since the inception of the ICA. Mr. Hill referenced a strategic plan for economic redevelopment that was developed in Pittsburgh by a consortium of stakeholders including the City, the County and the Allegheny Conference. Ryan Unger thanked Ms. Martin and Mr. Hill for their invitation to participate in the project and to come to the meeting. He noted the success of the downtown Pittsburgh stakeholder group. Together, the City, the ICA Board, and the Chamber & CREDC, will apply to the General Assembly for financial assistance to undertake a similar economic development

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planning initiative for the City of Harrisburg. A wide-ranging discussion on the steering committee for the project and the possibility of the ICA Board contributing bridge financing to the project occurred.

The ICA's fiscal year ended on June 30, 2025.

## Official Goals of the ICA Board

### **The Goals of the Board of the Intergovernmental Cooperation Authority for Harrisburg:**

*As adopted September 22, 2023*

1. Work cooperatively with the Mayor and administration to identify key aspects of economic development (i.e., housing, employment, tourism, small businesses, etc.), which will be the focus of the plan, and further to work to establish benchmarks, goals, and an implementation strategy to succeed on achieving those goals.
2. Continue efforts to quantify and address the outstanding receivables in the Neighborhood Services Fund, address collections, using both the American Rescue Plan Act funding as well as legal action to recover money owed, and to work cooperatively with the Treasurer and others to develop alternative ways to invoice for trash collection.
3. Schedule meetings with the various appointing officials; update them on “Board Talking Points.” Those points workshopped by the Board can include the delay in the execution of the approved Intergovernmental Cooperation Agreement, the potential need to extend the term of the ICA, and the benefits that can be afforded to the COH (such as entry back into the debt marketplace) because of ongoing cooperation and the resulting success.
4. Work cooperatively with the Mayor and administration to identify alternatives and remove obstacles to the final execution of the approved Intergovernmental Cooperation Agreement, and manage the implementation of the agreement, the end of Act 47 status, and ongoing projects with the ICA.
5. Continue work with the COH Audit Committee and administration to eliminate all remaining “material weaknesses” identified by the City’s auditor, and further to attain an unqualified opinion on the Single Audit.
6. Continue to work with the Mayor and administration on both the development of American Rescue Plan Act funding proposals to the City Council, and further the development and implementation of programs and measurement of benefits from implementation.
7. Seek details on COH efforts to prepare for the potential of reentry into municipal credit marketplace, and to participate in proposals to establish new credit rating, and the selected uses of newly available debt.
8. Arrange presentation on the COH’s MUNIS Software system to gain a thorough understanding of the implementation of and the breadth of advantages for the City and the Finance Office, specifically.
9. Continue to work with COH staff to complete the proper implementation of the OPEB Trust Fund and to discuss ongoing OPEB liability funding goals.

Subject to revision by the Board of the Intergovernmental Cooperation Authority from time-to-time.

**By-Laws of the Board of the Intergovernmental Cooperation Authority for Harrisburg**  
*As adopted September 22, 2023*

## **ARTICLE I**

### **GENERAL POWERS: INTERPRETATION OF BYLAWS**

1.01 **General Powers.** The general powers of the Intergovernmental Cooperation Authority for Harrisburg (the “Authority”) shall be as set forth in the Pennsylvania Intergovernmental Authority Act for Cities of the Third Class as set forth in House Bill No. 2557, Session of 2018.

1.02 **Interpretation of Bylaws.** All words, terms and provisions of these bylaws of the Authority (the “Bylaws”) shall be interpreted and defined by and in accordance with the Act, as amended from time-to-time hereafter. All references in these Bylaws to statutory provisions shall be deemed to incorporate amendments to such provisions and to corresponding provisions of any subsequent law.

## **ARTICLE II**

### **OFFICES**

2.01 **Principal Office.** The principal office of the Authority shall be located at such place as the governing board of the Authority (the “Board”) may designate. The Board may establish such other office or offices as may be necessary for the purpose of performing the Authority’s duties and functions.

2.02 **Books and Records.** Except as otherwise provided for by resolution or as the business of the Authority may require, the corporate seal and all books and records of the Authority shall be kept in the principal office designated in 2.01.

## **ARTICLE III**

### **GOVERNING BODY**

3.01 **Membership.** The powers of the Authority shall be exercised by the Board which shall be composed of five (5) appointed members, who shall not be elected public officials, and two (2) ex officio members. The members of the Board shall be as follows:

- (a) One member appointed by the Governor of the Commonwealth of Pennsylvania;
- (b) One member appointed by the President pro tempore of the Senate of the Commonwealth of Pennsylvania;
- (c) One member appointed by the Minority Leader of the Senate of the Commonwealth of Pennsylvania;
- (d) One member appointed by the Speaker of the House of Representatives of the Commonwealth of Pennsylvania;
- (e) One member appointed by the Minority Leader of the House of Representatives of the Commonwealth of Pennsylvania;
- (f) The Secretary of the Budget of the Commonwealth of Pennsylvania as an ex officio member; and
- (g) The Director of Finance of the City of Harrisburg as an ex officio member.

All members of the Board shall be residents of the Commonwealth of Pennsylvania and, except for the Secretary of the Budget, shall either be residents of Harrisburg or have their primary places of business or employment in Harrisburg.

3.02 **Terms.** The term of a Board member shall begin on the date of appointment for a period of five (5) years. A member’s term shall be coterminous with that of the appointing authority.

3.03 Vacancies. A vacancy shall occur upon the death, resignation, disqualification, removal or expiration of the term of a member. Whenever such vacancy occurs on the Board, whether prior to or on the expiration date of a term, the appointing authority designated in Section 3.01 which originally appointed the Board member whose seat has become vacant is required, pursuant to Section 2 of the Act, to appoint a successor member within thirty (30) days of the occurrence of the vacancy. A member appointed to fill a vacancy occurring prior to the expiration of a term shall serve the unexpired term.

3.04 Removal. A member shall serve at the pleasure of his or her appointing authority.

3.05 Ex Officio Members. The ex officio members of the Board may not vote and shall not be counted for purposes of establishing a quorum. The ex officio members may designate in writing a representative of their respective offices to attend meetings of the Board on their behalf and such representatives shall retain such authority until the authority is expressly revoked by the appropriate ex officio member.

3.06 Majority. A majority of the Board shall constitute a quorum for the purposes of conducting the business of the Board and for all other purposes.

3.07 Compensation. The members of the Board shall serve without compensation or remuneration for their services but shall be entitled to reimbursement of all reasonable and necessary actual expenses.

3.08 Liability. The rights of creditors of the Authority shall be solely against the Authority and no member of the Board shall be liable personally on any obligations of the Authority. Any and all rights granted pursuant to this Section 3.08 shall be in addition to any rights granted to members of the Board pursuant to the sovereign immunity provisions of Section 9.01.

3.09 Committees. The Board shall establish such Committees as it deems necessary. No committee is authorized to take any official action on behalf of the Board or the Authority.

## ARTICLE IV

### MEETINGS

4.01 Place of Meeting. The Board may hold its publicly advertised meetings at the principal office of the Authority or at such other place as may be determined by the Board, provided that all meetings shall be held at a location accessible by the public.

4.02 Regular Meetings. The Board shall meet as frequently as it deems appropriate, but at least once during each quarter of the Authority's fiscal year.

4.03 Annual Meeting. The annual meeting of the Authority shall be the first regular meeting of each fiscal year of the Authority.

4.04 Special Meetings. Special meetings of the Board shall be held if a request for such a meeting is submitted to the Chairperson by at least two (2) members of the Board. Such a request shall state the general nature of the business to be transacted at such special meeting.

4.05 Notice of Meeting. At its first regular meeting of each fiscal year, the Board shall establish a schedule of its remaining regular meetings for the fiscal year. No further notice of such regularly scheduled meetings need be given to any member of the Board, except that any member not in attendance of the meeting at which the schedule was adopted shall be notified in writing or by email of such schedule at least three (3) days prior to the next regular meeting. Written or emailed notice

of any special meeting shall be given to each member of the Board at least twenty-four (24) hours prior to the day named for the special meeting.

4.06 Participation in Meetings by Telephone. To the extent permitted by law, any member may participate in any meetings of the Board, may be counted for the purpose of determining a quorum thereof, and may exercise all rights and privileges to which he or she might be entitled were he or she personally in attendance (including the right to vote) by means of telephone or similar communication equipment by which all persons attending the meeting can hear each other.

4.07 Public Notice of Meeting. All meetings of the Board shall be open to the public. As soon as practical following the first regular meeting of each fiscal year, but in no event later than three (3) days prior to the next regularly scheduled meeting, the Secretary of the Board or designee shall give public notice, in the manner hereinafter provided, of the remaining regularly scheduled meetings of the Board for the fiscal year. The Secretary or designee shall also give public notice of each special meeting and rescheduled regular or special meeting at least twenty-four (24) hours prior to the time thereof, showing the date, time and place thereof. Public notice shall consist of the following: (a) publishing such notice in a newspaper of general circulation in the political subdivision where the meeting will be held, and (b) posting a copy of such notice prominently at the main municipal building and at the actual place of meeting (at the time of the meeting). The Secretary or designee shall provide a copy of all public notices to any newspaper, radio station and/or television station which may request the same. Nothing herein, however, shall prevent the Board from holding executive sessions to which the public is not admitted, but no official act shall be taken or official policy adopted at any such executive session, except as otherwise permitted by law.

4.08 Quorum. A majority of the Board shall constitute a quorum for the purpose of conducting business of the Board and for all other purposes. The ex officio members of the Board shall not be counted for purposes of establishing a quorum. All actions of the Board shall be taken by a majority of the Board.

4.09 Computing Time Periods. In computing the number of days during any period for purposes of these Bylaws, such period shall be computed so as to exclude the first and include the last day of such period. All days shall be counted including Saturday, Sunday, or any day made a legal holiday by the laws of the Commonwealth of Pennsylvania or of the United States (a "Holiday"); provided, however, that if the final day of any time period falls on a Saturday, Sunday or Holiday, then the final day shall be deemed to be the next day which is not a Saturday, Sunday or Holiday. In computing the number of days for the purpose of giving notice of any meeting, the date upon which the notice is given shall not be counted but the day set for the meeting shall be counted. Notice given twenty-four (24) hours before the time set for a meeting shall be deemed one day's notice.

## **ARTICLE V**

### **OFFICERS**

5.01 Officers. The Officers of the Authority shall be the Chairperson, the Vice Chairperson, the Secretary/Treasurer, and such other officers as the Board may determine. The members of the Board shall elect these Officers from among themselves. A majority of the Board shall appoint and may remove the Executive Director. The Board may elect or appoint such other officers, assistant officers, agents, and employees as the needs of the Authority may require, who need not be members of the Board. A member of the Board may hold more than one office of the Board at any time.

5.02 Tenure of Office. Except for the Executive Director, all officers who are members of the Board shall be elected to a (2) year term and until their respective successor shall have been duly elected or until they have ceased to be members of the Board. Members may be re-elected to a subsequent two-year term.

5.03 Chairperson. The Chairperson shall have a general management role over the affairs of the Authority, shall conduct all meetings of the Board, and shall, in general, perform all duties incident to the office of the Chairperson and such other duties as assigned by the Board.

5.04 Vice Chairperson. The Vice Chairperson shall have all powers and duties of the Chairperson in the absence of the Chairperson and shall perform such other duties as may be assigned by the Board. Should both the Chairperson and Vice Chairperson be absent from any meeting of the Board, the members present shall appoint a Chairperson pro tempore.

5.05 Secretary/Treasurer. The Secretary/Treasurer shall act as clerk of all meetings of the Board, shall record all the proceedings of such meetings in a book for that purpose, shall give such notice as may be required of all meetings, shall record all votes and have custody of all books and records including financial, provide for the custody of the funds of the Authority and shall perform all other duties incident to the office and such other duties as may be assigned by the Board.

5.06 Other Officers. In addition to the Chairperson and Vice Chairperson, the members shall elect other officers as they may determine.

5.07 Executive Director. The Executive Director, who shall be appointed by a majority of the Board, shall be the chief operating officer of the Authority and, subject to the supervision and control of the Board, shall have the general supervision and direction of the business affairs of the Authority. He or she may execute on behalf of the Authority contracts entered into in the ordinary course of business and any other duly authorized contracts, and shall have such other powers and perform such other duties as may be delegated to him or her by a majority of the Board.

5.08 Removal of Officers. Any officer of the Authority may be removed by a majority of the Board. If an officer who is a member of the Board loses his or her membership on the Board for any reason, such officer shall cease to hold his or her office; provided, however, that the Board shall not be precluded from reappointing such officer provided that the office held is not one for which membership on the Board is a prerequisite.

5.09 Vacancies. A vacancy in any office shall occur upon the death, resignation, disqualification, removal or expiration of the term of an officer. A majority of the Board shall have the power to fill any vacancies occurring for whatever reason in any office including the Executive Director. All vacancies shall be filled as soon as practicable.

## **ARTICLE VI** **EMPLOYEES**

6.01 Other Employees and Professional Services. The Board may employ such other agents, contractors, employees, technical experts, legal counsel and consultants as it may from time to time determine, to serve at the will of the Board and for such compensation as the Board may direct and as approved by a majority of the Board.

## **ARTICLE VII** **AUDITS, FISCAL YEAR, MONIES OF THE AUTHORITY**

7.01 Audit. The Authority shall file an annual report with the Chairperson and Minority Chairperson of the Appropriation Committee of the Senate of the Commonwealth of Pennsylvania and the Chairperson and Minority Chairperson the Appropriations Committee of the House of Representatives of the Commonwealth of Pennsylvania, in which annual report shall make provisions for the accounting of revenue and expenses of the Authority. The Authority shall have its books, accounts, and all records audited annually in accordance with generally accepted accounting standards by an independent auditor who shall be a certified public accountant, and a copy of the audit report shall be attached to and made a part of the Authority's annual report. A concise financial statement shall be published annually in the *Pennsylvania Bulletin*. The Chairperson and Minority Chairperson of the Appropriation Committee of the Senate of the Commonwealth of Pennsylvania and the Chairperson and Minority Chairperson of the Appropriation Committee of the House of Representatives of the Commonwealth of Pennsylvania shall have the right to examine, from time to time and at any time, the books, accounts and records of the Authority.

7.02 Fiscal Year. The fiscal year of the Authority shall end on June 30 of each year.

7.03 Monies of the Authority. All monies from the Authority, from whatever source derived, shall be paid to the Secretary/Treasurer of the Authority. The Board shall invest the funds of the Authority in a manner consistent with sound business practice, subject to the restrictions contained in the Act and any other applicable statute or regulation.

## **ARTICLE VIII** **CORPORATE SEAL**

8.01 Corporate Seal. A seal with the words "Intergovernmental Cooperation Authority for Harrisburg, Pennsylvania Corporate Seal – 2019" upon it shall be the common and corporate seal of the Authority. Such seal may be used by causing it to be impressed upon, affixed to, or reproduced in fact similarly or otherwise to any documents or other writing.

## **ARTICLE IX** **SOVEREIGN IMMUNITY: INDEMNIFICATION**

9.01 Sovereign Immunity. The Authority and its members, officers, officials, contractors and employees shall enjoy sovereign and official immunity, as provided in 1 Pa. Cons. Stat. Ann. §2310 (relating to sovereign immunity reaffirmed; specific waiver), and shall remain immune from suit except as provided by and subject to the provisions of 42 Pa. Cons. Stat. Ann. §8501 (relating to definitions) through §8528 (relating to limitations on damages). Notwithstanding the provisions of 42 Pa. Cons. Stat. Ann. §8525, the Authority, through its legal counsel, shall defend actions brought against the Authority or its members, officers, officials, contractors and employees when acting within the scope of their official duties.

9.02 Indemnity. The Authority shall indemnify any member or officer of the Authority who was or is an “Authorized Representative” of the Authority (which shall mean, for purposes of this Article IX, a member or officer of the Authority, including the Executive Director, or such person serving at the request of the Authority as a director, officer, partner, fiduciary or trustee of another corporation, partnership, joint venture, trust, employee benefit plan, or other enterprise) and who was or is a “party” (which shall include for purposes of this Article IX the giving of testimony or similar involvement) or is threatened to be made a party to an “proceeding” (which shall mean for purposes of this Article IX any threatened, pending or completed action, suit, appeal or other proceeding of any nature, whether civil, criminal, administrative or investigative, whether formal or informal, and whether brought by or in the right of the authority or otherwise) by reason of the fact that such person was or is an Authorized Representative of the Authority to the fullest extent permitted by Law, including without limitation indemnification against expenses (which shall include for purposes of this Article IX attorneys’ fees and disbursements), damages, punitive damages, judgments, penalties, fines and amounts paid in settlement actually and reasonably incurred by such person in connection with such proceeding, unless the act or failure to act giving rise to the claim is finally determined by a court to have constituted willful misconduct or recklessness. If an Authorized Representative is not entitled to indemnification in respect of a portion of any liabilities to which such person may be subject, the Authority shall nonetheless indemnify such person to the maximum extent permitted by law for the remaining portion of the liabilities.

9.03 Advancement of Expenses. The Authority shall pay the expenses (including attorneys’ fees and disbursements) actually and reasonably incurred in defending a proceeding on behalf of any person entitled to indemnification under Section 9.02 in advance of the final disposition of such proceeding upon receipt of an undertaking by or on behalf of such person to repay such amount if it shall ultimately be determined that such person is not entitled to be indemnified by the Authority as authorized in this Article IX. The financial ability of such Authorized Representative to make such repayment shall not be a prerequisite to the making of an advance.

9.04 Employee Benefit Plan. For purposes of this Article IX, the Authority shall be deemed to request a member or officer to serve as fiduciary with respect to an employee benefit plan where the performance by such person of duties to the Authority also imposes duties on, or otherwise involves services by, such person as a fiduciary with respect to the plan; excise taxes assessed on an Authorized Representative with respect to any transaction with an employee benefit plan shall be deemed “fines”; and action taken or omitted by such person with respect to an employee benefit plan in the performance of duties for a purpose reasonably believed to be in the interest of the participants and beneficiaries of the plan shall be deemed to be for a purpose which is not opposed to the best interests of Authority.

9.05 Security for Indemnification Obligations. To further effect, satisfy, or secure the indemnification obligations provided herein or otherwise, the Authority may maintain insurances, obtain a letter of credit, act as self-insurer, create a reserve, trust, escrow, cash collateral or other fund or account, enter into indemnification agreements, pledge or grant a security interest in any assets or properties of the Authority, or use any other mechanism or arrangement whatsoever in such amounts, at such costs, and upon such other terms and conditions as the Board shall deem appropriate.

9.06 Reliance Upon Provisions. Each person who shall act as an Authorized Representative of the Authority shall be deemed to be doing so in reliance upon the rights to indemnification provided in this Article IX.

9.07 Amendment or Repeal. All rights to indemnification under this Article IX shall be deemed a contract between the Authority and the person entitled to indemnification under this Article IX pursuant to which the Authority and each such person intend to be legally bound. Any repeal, amendment or modification hereof shall be prospective only and shall not limit, but may expand, any rights of obligation in respect of any proceeding whether commenced prior to or after such change to the extent such proceedings pertain to actions or failures to act occurring prior to such change.

9.08 Scope of Article. The indemnification, as authorized by this Article IX, shall not be deemed exclusive of any other rights to which those seeking indemnification or advancement of expenses may be entitled under any statute, agreement or otherwise, both as to action in any official capacity and as to action in any other capacity while holding such office. The indemnification and advancement of expense may be provided under any statute, agreement or otherwise, both as to action in an official capacity and as to action in any other capacity while holding office. The indemnification and advancement of expenses provided in, or granted pursuant to, this Article IX shall continue as to a person who has ceased to be a member or an officer in respect of proceedings pertaining to actions or failures to act occurring while such person was serving as a member or an officer, and shall inure to the benefit of such person's heirs, executors and administrators.

## **ARTICLE X**

### **CONFLICTS OF INTEREST**

10.01 Conflicts of Interest. All members, officers and employees of the Authority shall be subject to the provisions of the Act of October 4, 1978, P.L. 83, No. 170, referred to as the Public Official And Employee Ethics Law, 65 Pa. C.S. chapter 11 (relating to ethics and financial disclosure), and the Act of July 19, 1957, P.L. 1017, No. 451, known as the State Adverse Interest Act. For the purposes of application of such acts, employees of the Authority (including, but without limitation, the Executive Director) shall be regarded as public employees of the Commonwealth of Pennsylvania, and members and officers of the Authority shall be regarded as public officials of the Commonwealth of Pennsylvania, whether or not they receive compensation.

## **ARTICLE XI**

### **WAIVER OF NOTICE**

11.01 Waiver of Notice. Any notice required to be given under these Bylaws may be effectively waived by the person entitled to such notice by written waiver signed before or after the meeting to which such notice related or by attendance at such meeting otherwise than for the express purpose of objecting to the transaction of any business because the meeting was not lawfully called or convened.

## **ARTICLE XII**

### **AMENDMENTS OF BYLAWS**

12.01 Amendments. These Bylaws may be altered, amended, or repealed, and new Bylaws may be adopted by a Majority of the Board, at any meeting after fifteen (15) days' prior written notice of such an intention has been provided by the Secretary to each member of the Board; provided further, that no amendment may be made in contravention of the Act or any other applicable statute or regulation.

## The Authority's Ongoing Review of the City's Financial Activities

On April 30, 2025, the ICA submitted its Annual Report on Harrisburg City Financial Activities in FY2024. A copy of that report is available on the ICA website: [www.hbgica.org](http://www.hbgica.org)

The ICA Board members remained on task in service of Harrisburg and its citizens, but it is in a period of transition for the Authority. The members of the Board are appointed individually by the Governor, the Senate President Pro Tempore, the Senate Minority Leader, the Speaker of the House, and the House Minority Leader. In December 2023, the ICA Board accepted the resignation of H. Ralph Vartan, and at the April 23, 2025 meeting, the Authority accepted the resignations of Gubernatorial appointee Audry Carter and Senate Minority Leader appointee Elaine Barber. While Elaine Barber was replaced by Kevin Hancock, appointed by Sen. Jay Costa, to date, replacements have not been named for Mr. Vartan or Ms. Carter.

The most important observation to be shared relative to the City of Harrisburg is that the intended spirit of cooperation between the Mayor, her staff and the ICA Board remains in place. This year had a period of transition in top City staff, including the business manager and the finance director. The Mayor has made appointments to each post, and they have been responsive and participatory with the ICA Board. Several important initiatives are in progress and the Authority is hopeful for swift action in their conclusion:

- The City remains behind in its annual audits, but is working to catch up. The 2022 Audit was completed in January, 2024 and the City hopes to quickly conclude the 2023 audit. It is unlikely the 2024 audit will be completed by the due date, but if the calendar holds, the delay will not be as significant as prior years.
- Development of the City's Economic Development Plan, long a priority of the Authority, and vital to identifying ways to increase revenues to the City, is underway with staffing changes in that office coupled with the pending assembly of a stakeholder group of residents, developers, businesses, community groups and other interests.
- All of the City's American Rescue Plan Act funding has been allocated.

It is important to note that progress on signing the Agreement to get the City out of Act 47 continues to remain stalled and thus prevents the City from gaining access to credit markets. The agreement language is approved but execution is on hold pending resolution of continued incinerator litigation.

The Authority continues to focus on the need for sound financial management, robust community and economic development, and operational excellence to allow the City of Harrisburg to thrive.

**Submission of the Authority's Year Five Concise Financial Statement**

The accounting firm Zelenkofske Axelrod has prepared the attached financial statement summarizing Year-Five financial activities for the Authority, **as attached**.

**INTERGOVERNMENTAL COOPERATION AUTHORITY  
FOR HARRISBURG, PENNSYLVANIA**

**FINANCIAL STATEMENT**

**FOR THE YEAR ENDED JUNE 30, 2025**

INTERGOVERNMENTAL COOPERATION AUTHORITY  
FOR HARRISBURG, PENNSYLVANIA  
FOR THE YEAR ENDED JUNE 30, 2025

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# *Zelenkofske Axelrod LLC*

CERTIFIED PUBLIC ACCOUNTANTS

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## INDEPENDENT AUDITOR'S REPORT

Board of Directors  
Intergovernmental Cooperation Authority for Harrisburg, Pennsylvania  
Harrisburg, Pennsylvania

### **Report on the Audit of the Financial Statement**

#### ***Qualified Opinion on the Financial Statement***

We have audited the accompanying Statement of Cash Receipts, Cash Disbursements, and Cash Balances (the "financial statement") of the Intergovernmental Cooperation Authority for Harrisburg, Pennsylvania (the "Authority"), as of and for the year ended June 30, 2025.

In our opinion, except for the effects of the matter described in the Basis for Qualified Opinion paragraph on the Omission of the Notes to the Financial Statement, the financial statement referred to above presents fairly, in all material respects, the cash balance of the Authority, as of June 30, 2025, and the respective changes in the cash balances for the year ended June 30, 2025 in accordance with the cash basis of accounting.

#### ***Basis for Opinion***

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS). Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statement section of our report. We are required to be independent of the Authority and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

#### ***Basis for Qualified Opinion on the Omission of the Notes to the Financial Statement***

Management has not included notes to the financial statement. The Cash Basis of Accounting requires that notes to the financial statement be included. This departure does not impact the Statement of Cash Receipts, Cash Disbursements, and Cash Balances.

#### ***Emphasis of Matter - Basis of Accounting***

The Authority's financial statement has been prepared on the cash basis of accounting. This basis recognizes receipts and disbursements when they result from cash transactions. The cash basis of accounting is a basis of accounting other than accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

#### ***Responsibilities of Management for the Financial Statements***

The Authority's management is responsible for the preparation and fair presentation of the financial statement in accordance with the cash basis of accounting described in the Basis of Accounting paragraph above; this includes determining that the cash basis of accounting is an acceptable basis for the preparation of the financial statement in the circumstances. Management is also responsible for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statement that is free from material misstatement, whether due to fraud or error.

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## *Zelenkofske Axelrod LLC*

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### *Auditor's Responsibilities for the Audit of the Financial Statement*

Our objectives are to obtain reasonable assurance about whether the financial statement is free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statement.

In performing an audit in accordance with GAAS, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Authority's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statement.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Authority's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

*Zelenkofske Axelrod LLC*

ZELENKOFSTE AXELROD LLC

Harrisburg, Pennsylvania  
November 5, 2025

INTERGOVERNMENTAL COOPERATION AUTHORITY FOR HARRISBURG, PENNSYLVANIA PAGE 3  
 STATEMENT OF CASH RECEIPTS, CASH DISBURSEMENTS, AND CASH BALANCES  
 AS OF AND FOR THE YEAR ENDED JUNE 30, 2025

**Cash Receipts:**

Intergovernmental	\$ 100,000
Interest Income	<u>33</u>
	<u>100,033</u>

**Cash Disbursements:**

Authority Manager Services	64,050
Legal Advertisement	480
Legal Services	5,492
Insurance	6,212
Audit	1,700
Office Equipment	1,795
Remote Office Location	1,162
Tax Preparation	21
Web Services	<u>1,350</u>
	<u>82,262</u>

**Excess of Cash Receipts over Cash Disbursements**

17,771

**Cash - Beginning of Year**

164,413

**Cash - End of Year**

\$ 182,184

## Summary of Observations Regarding the City of Harrisburg as of Today

On December 18, 2025, the ICA submitted its annual correspondence on the City of Harrisburg proposed budget for FY2026. A copy of that budget is available on the ICA website: [www.hbgica.org](http://www.hbgica.org)

The following represents the observations of the ICA Board:

The Authority received and reviewed the proposed 2026 budget and additional information provided by the City for conformance with the criteria set forth in Act 124, as well as comportment with the adopted Five-Year financial plan. Additionally, the ICA Board has observed the City Council's budget hearings and workshops. Council has adopted the budget with amendments, and it was sent to the Mayor for consideration. The ICA Board has several observations that may apply to administration of the budget going forward:

- The City's 2026 budget includes no substantial changes beyond those provided in the City's Five-Year Financial Plan, as approved by the Authority on September 24, 2025. Please note that pursuant to Act 124, after the budget is finally adopted, the City may submit the enacted budget to the ICA Board as a proposed revision to the Plan.
- The City's 2026 budget makes no draw from the fund balance in either the General Fund or the Neighborhood Services Fund. Additionally, the ICA Board was pleased with the report of the Accounting Manager that the City is projected to finish FY 2025 with a positive fund balance of more than \$3 million, and should break even on the Neighborhood Services Fund. The General Fund's fund balance coming into 2026 would total approximately \$20.5 million. While the City is to be commended on these outcomes, as the ICA has noted in prior years and in the Five-Year financial plan, the City must remain vigilant that the cash balances in both funds remain sufficient to fund future obligations, particularly given the revenue projections the City faces.
- Specific concerns impacting future revenue for the City, including diminishing real estate tax revenue from reassessment of properties, the continuing lack of revenue from the parking scheme implemented by the Strong Plan, scheduled reductions in the Local Services Tax rates, and the precarious nature of the local economy in the City (and particularly the downtown), were acknowledged in the proposed budget and in Council's budget deliberations. The ICA Board emphasized that recognition of these pressures and a strategy to maintain both service levels and fiscal solvency needs to be part of upcoming Five-Year financial plan revisions and future budgets.
- With respect to the issue of the full or partial defunding of the positions of Business Manager, Director of Community Economic Development and Building and Housing, and Director of Economic and Business Development / LERTA Administrator, the ICA Board understands and respects the dynamic created by the City Charter's provisions regarding advice and consent by Council for the hires into the first two positions. At the same time, the ICA Board are informed by the City Solicitor's commentary that defunding the three positions does not simply remove the incumbent individuals from those positions; the lack of funding has the additional consequence of preventing the City from filling those positions. As such the City is failing to fund a statutorily-required position (Business Administrator) and strategically is failing to fund three positions critical to its present and future fiscal stability and economic growth. The ICA Board does not opine on the matters causing this disagreement between the administrative and legislative branches, but it is

strongly requested that a means be found to productively address the matter, and one which does not reflect badly on the City's commitment to responsible budgeting, sound administration of City government, and its economic development progress. In the interim, funding must be restored for 2026 for these positions, in part to meet statutory requirements and in part to affirm the City's commitment to sound administration, sound financial management, and sound planning for economic revitalization and growth.

As the partnership between the ICA and the City moves forward into 2026:

- The ICA Board remains alert to the City's maintenance of fund balance in both the General Fund and the Neighborhood Services fund, the former driven in particular by property assessment and parking revenue pressures. The ICA acknowledges that the City supports and maintains a Fund Balance Policy and the ICA urges the City to continue to take steps to maintain a structurally balanced budget across all funds, at all times, and to develop a strategic plan to address these pressures in future five-year plans and budgets.
- The ICA Board appreciates the work to improve collection rates for aged receivables in the Neighborhood Services fund. The goals remain of achieving a rate of collection on current receivables above 95% as soon as possible and a commitment to review and adjust fees as necessary for sufficiency to meet expenses and avoid drawing from reserves. Additionally, the ICA encourages an ongoing analysis of the balance by contract in a way that assures rates for our neighboring communities are sufficient to fund those services in their entirety, both individually and collectively.
- The ICA Board is encouraged by recent activity toward an economic development strategy, noting in particular our understanding that the Commonwealth is stepping up with funding for consulting assistance in downtown revitalization. While the community ultimately need a City-wide plan, the highly visible pressures on the downtown, including business relocations and retail and restaurant closures, make it a focal point and bellwether that demands first priority. The ICA is pleased with the cooperative work with the Capital Region Economic Development Corporation and the strategy of a broad-based, community-involved consultative approach comparable to the successful efforts in Pittsburgh that point to specific projects and results. Apart from its importance for the vitality and opportunity it affords the downtown and our neighborhoods, it is an integral tool for the City to build long-term economic growth in the face of future trends including concerns about the diminution of property tax revenue.
- The ICA Board notes with appreciation an additional one-year extension of the LERTA program, and looks forward to the final recommendations of the City-convened work group to further refine that redevelopment tool.
- The ICA Board remains interested in the formal adoption of an OPEB Trust Fund. While the ICA acknowledges the realities of the significant unfunded liability attached to the City's OPEB obligations, the Board think it worthwhile and necessary to create the trust to allocate the available funds toward that liability and to examine the City's strategy for dealing with its obligations going forward – an exercise important in its own right as well as necessary to satisfy the parallel requirements of Act 124 and the Strong Plan, and for the City's planned exit from Act 47.
- The ICA Board appreciates the work done by the finance staff to bring the City's audits up to date, while acknowledging that their initial calendar to do so was stretched based on staff commitments elsewhere. Continued progress toward currency in completion of audits is

necessary for the City to have knowledge of its financial position, to maintain its eligibility for state and federal funding, and to provide assurances to creditors as the City works to reenter the bond market.

- The ICA Board continues to recommend City development and implementation of uniform and meaningful performance metrics as a means to conduct statistical analysis and optimize service delivery. While some departments and bureaus have made progress in this respect, and some have begun to exploit the management tools available through the Munis software conversion, the ICA thinks this standard should be promoted and implemented more uniformly and more broadly.

As a whole, the City's 2026 budget meets the ICA Board's expectations for the proper financial management of the City of Harrisburg. The ICA Board appreciates the level of detail contained in the budget documents, and commend the finance and administrative staff for their responsiveness in their budget presentations to City Council and information furnished to the ICA.

Following the review of the 2026 budget by the ICA Board, the Harrisburg City Council amended the 2026 budget to remove funding for several key staff positions on December 15, 2025, during their budget approval vote. Harrisburg Mayor Wanda Williams vetoed amendments to the 2026 budget, specifically cuts to staff positions, around December 26, 2025, setting up an unfortunate conflict between the Mayor and City Council.

As a result, the Board of the Intergovernmental Cooperation Authority transmitted a message to City Council relative to defunding the positions of Business Manager, Director of Community Economic Development and Building and Housing, Director of Economic and Business Development / LERTA Administrator, and Director of Community Engagements and Relations. The ICA Board reaffirmed the viewpoint expressed in its required budget analysis, specifically that the Business Manager position and the positions providing economic development support should be funded.

The ICA Board appreciates the working relationship they have developed with City Council and with the Mayor, and her administration, and the Board are willing to provide continuing assistance in finding a productive solution to the issues that lie beneath this conflict.

## Conclusion

The ongoing work of the City of Harrisburg to correct its fiscal concerns is far from completed. In FY2026, the City and the ICA Board will together face considerable challenges. These challenges include a resolution to the Incinerator Litigation and orderly exit from Act 47 distress city status, the cooperative development of a comprehensive economic development strategy, and addressing long-term endemic fiscal issues such as the future of the downtown parking revenue, under-collection of trash fees, and the plummeting value of downtown real estate.

While we look forward to progress, a realistic need for vigilance and proactive action is required to achieve the long-term goal of correcting generational issues that impact Pennsylvania's capital city. We feel the ongoing role of the ICA is vital for any hope of success. Although we have now been in existence longer than originally intended, the needs and justification of the Authority's formation are still in existence and therefore we believe the ICA should continue on its mission and path forward.

As we enter the second term of Mayor Williams, it is with her cooperation and competent staff that we have reason to be optimistic. We very much appreciate the continuing support of the Governor and the General Assembly. As an independent Commonwealth Agency, we serve as the pleasure of the Commonwealth and we work towards a mutual goal of fiscal oversight and planning for the City of Harrisburg.

A copy of this report and other valuable information is available on the ICA website:  
[www.hbgica.org](http://www.hbgica.org)