DRAFT

# Map 4: Transportation Essex Junction

## 2014 Village Plan

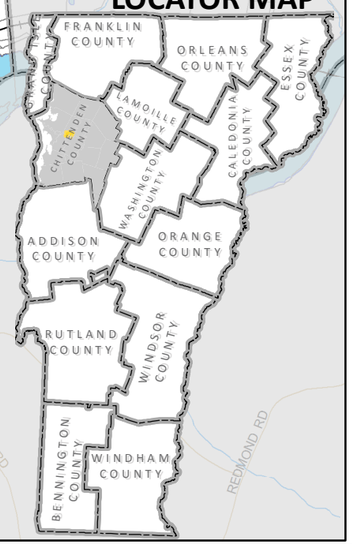
### Legend

- Train Station
- Bus Stop
- Bus Stop with Shelter
- CCTA Bus Routes
- Principal Arterial (3.6 Miles)
- Minor Arterial (1.6 Miles)
- Urban Collector (1.4 Miles)
- Local or Private (31.6 Miles)
- Railroad
- High Crash Location
- 2013 Tax Parcel Boundary
- Stream Centerline
- Water Body

1:15,000

0 0.25 0.5 Mile

### LOCATOR MAP




Source:
Road Centerline - e911, 7/2013 & 2013 Functional Class data
Parcels - Town of Essex, 2013
High Crash Locations - 2006 - 2010 VTrans data
Bus Route data - CCTA, 2013
Railroad - VTrans, 2003
Surface Water - VHD, 2008 (VCGI)
Map created by P. Brangan using ArcGIS. All data is in State Plane Coordinate System, NAD 1983.

Disclaimer:
The accuracy of information presented is determined by its sources. Errors and omissions may exist. The Chittenden County Regional Planning Commission is not responsible for these. Questions of on-the-ground location can be resolved by site inspections and/or surveys by registered surveyor. This map is not sufficient for delineation of features on-the-ground. This map identifies the presence of features, and may indicate relationships between features, but is not a replacement for surveyed information or engineering studies.

CHITTENDEN COUNTY RPC
Communities Planning Together

5/8/2014

D:\Projects14\EssexJun\VillagePlanTransportation20140501.mxd

# DRAFT Map 5: Community Facilities Essex Junction

## 2014 Village Plan

### Legend

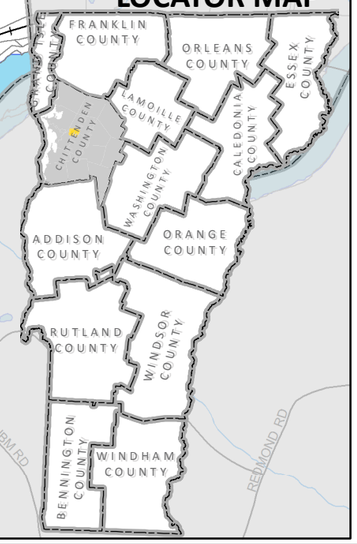
- Municipal Office
- Fire/Rescue
- Police Department
- Post Office
- Library
- Fairgrounds
- Public Works
- Wastewater Treatment Plant
- Elementary/Middle School
- High School
- Childcare
- Road Centerline
- Railroad
- Stream Centerline
- Water Body
- 2013 Tax Parcel Boundary

N W E S

1:15,000

0 0.25 0.5 Mile

### LOCATOR MAP




Source:
Childcare - updated by CCRPC using Childcare Resources info, 5/2014.
Road Centerline - e911, 7/2013
Railroad - VTrans, 2003
Surface Water - VHD, 2008 (VCGI)
Map created by P. Brangan using ArcGIS. All data is in State Plane Coordinate System, NAD 1983.

Disclaimer:
The accuracy of information presented is determined by its sources. Errors and omissions may exist. The Chittenden County Regional Planning Commission is not responsible for these. Questions of on-the-ground location can be resolved by site inspections and/or surveys by registered surveyor. This map is not sufficient for delineation of features on-the-ground. This map identifies the presence of features, and may indicate relationships between features, but is not a replacement for surveyed information or engineering studies.

CHITTENDEN COUNTY RPC
Communities Planning Together

5/21/2014

Document Path: D:\Projects14\EssexJun\VillagePlanCommFacilities20140516.mxd

# DRAFT Map 6: Non-Motorized Transportation Essex Junction

## 2014 Village Plan

### Legend

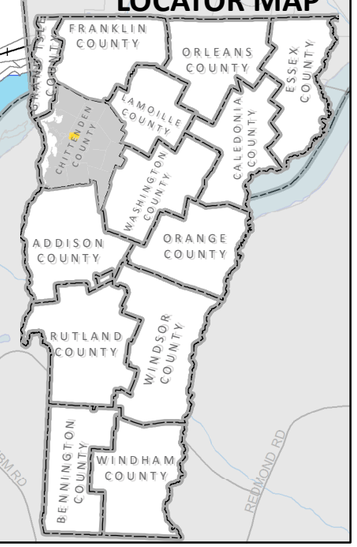
- Sidewalk
- Shared Use Path
- Proposed Sidewalk
- Proposed Shared Use Path
- On-Road Bike Facility
- Road Centerline
- Railroad
- Stream Centerline
- Water Body
- 2013 Tax Parcel Boundary

N
W E
S

1:15,000

0 0.25 0.5 Mile

### LOCATOR MAP




Source:
Sidewalk - CCRPC, 2013
Road Centerline - e911, 7/2013
Railroad - VTrans, 2003
Surface Water - VHD, 2008 (VCGI)
Map created by P. Brangan using ArcGIS. All data is in State Plane Coordinate System, NAD 1983.

Disclaimer:
The accuracy of information presented is determined by its sources. Errors and omissions may exist. The Chittenden County Regional Planning Commission is not responsible for these. Questions of on-the-ground location can be resolved by site inspections and/or surveys by registered surveyor. This map is not sufficient for delineation of features on-the-ground. This map identifies the presence of features, and may indicate relationships between features, but is not a replacement for surveyed information or engineering studies.

CHITTENDEN COUNTY RPC
*Communities Planning Together*

5/21/2014

D:\Projects14\EssexJun\VillagePlanNon-MotorizedTran20140506.mxd

# DRAFT Map 7: Wastewater Distribution System Essex Junction

## 2014 Village Plan

### Legend

- WTP — Wastewater Treatment Plant
- Pump Station

Wastewater Pipe (Labeled w/Flow Direction)

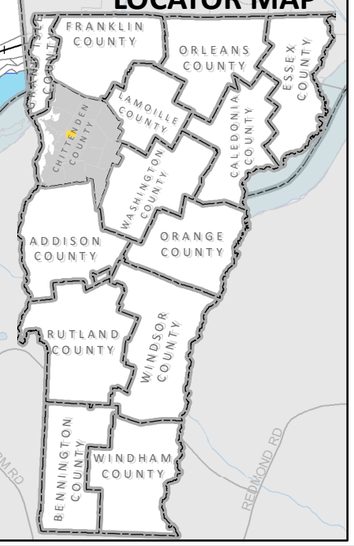
- Municipally Owned
- Privately Owned
- Road Centerline
- Railroad
- Stream Centerline
- Water Body
- 2013 Tax Parcel Boundary

N W E S

1:15,000

0 0.25 0.5 Mile

### LOCATOR MAP




Source:
Wastewater - updated 5/2014 by CCRPC
Road Centerline - e911, 7/2013
Railroad - VTrans, 2003
Surface Water - VHD, 2008 (VCGI)
Map created by P. Brangan using ArcGIS. All data is in State Plane Coordinate System, NAD 1983.

Disclaimer:
The accuracy of information presented is determined by its sources. Errors and omissions may exist. The Chittenden County Regional Planning Commission is not responsible for these. Questions of on-the-ground location can be resolved by site inspections and/or surveys by registered surveyor. This map is not sufficient for delineation of features on-the-ground. This map identifies the presence of features, and may indicate relationships between features, but is not a replacement for surveyed information or engineering studies.

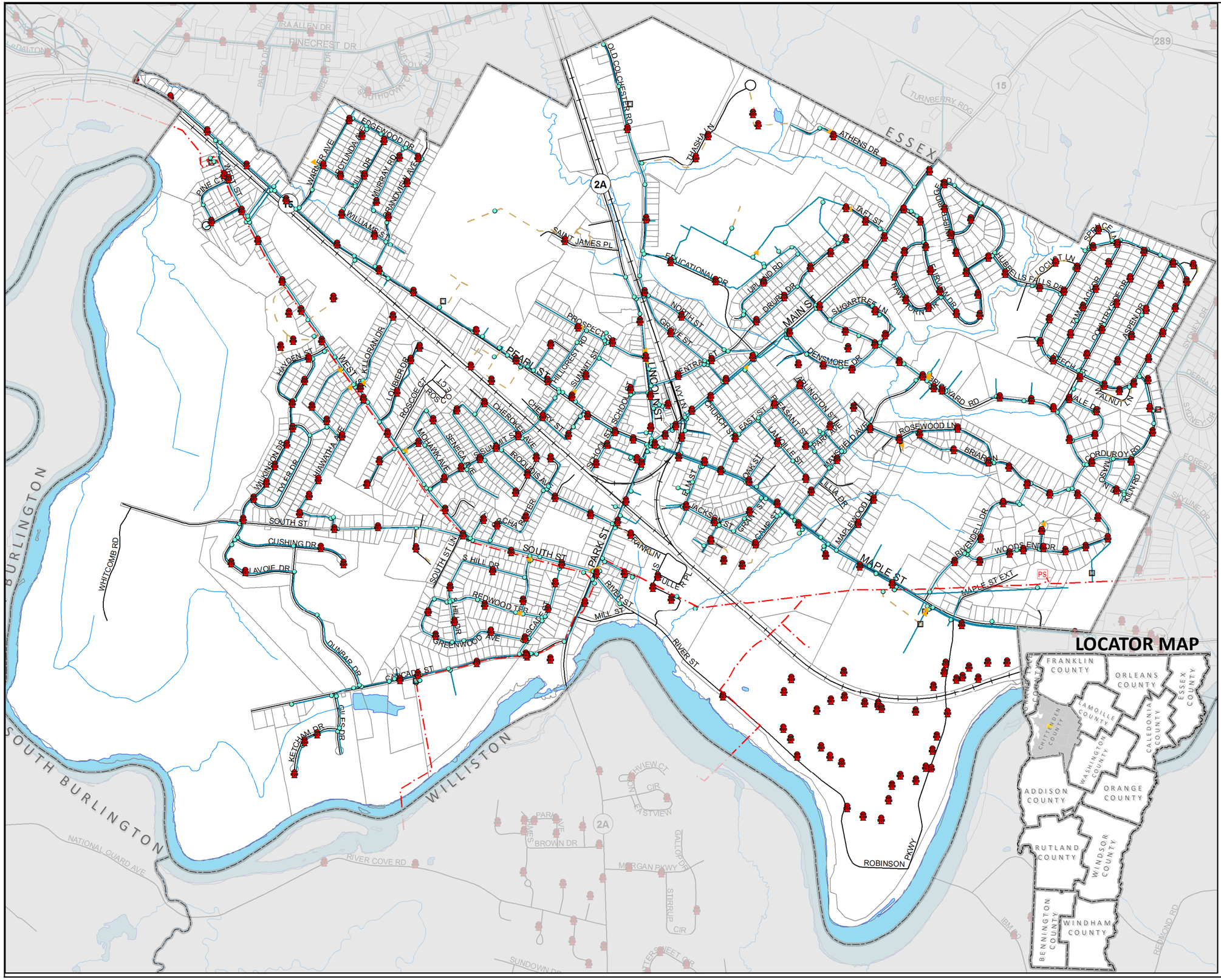
CHITTENDEN COUNTY RPC
Communities Planning Together

5/21/2014

D:\Projects14\EssexJun\VillagePlanWastewater20140506.mxd

# DRAFT Map 8: Water Distribution System Essex Junction

## 2014 Village Plan




### Legend

- Hydrant
- Meter Vault
- Pump Station
- Reducer
- Valve
- Champlain Water District Water Line
- Municipal Water LIne
- Private Water Line
- Road Centerline
- Railroad
- Stream Centerline
- Water Body
- 2013 Tax Parcel Boundary

N
W E
S

1:15,000

0 0.25 0.5 Mile

Source:
water system - CCRPC, 2007; Hydrant locations - e911, 7/2013
Road Centerline - e911, 7/2013
Railroad - VTrans, 2003
Surface Water - VHD, 2008 (VCGI)
Map created by P. Brangan using ArcGIS. All data is in State Plane Coordinate System, NAD 1983.

Disclaimer:
The accuracy of information presented is determined by its sources. Errors and omissions may exist. The Chittenden County Regional Planning Commission is not responsible for these. Questions of on-the-ground location can be resolved by site inspections and/or surveys by registered surveyor. This map is not sufficient for delineation of features on-the-ground. This map identifies the presence of features, and may indicate relationships between features, but is not a replacement for surveyed information or engineering studies.

CHITTENDEN COUNTY RPC
Communities Planning Together

5/21/2014

D:\Projects14\EssexJun\VillagePlanWaterDistribution20140507.mxd

# DRAFT Map 9: Existing Land Use Essex Junction

## 2014 Village Plan

### Legend

- Designated Village Center
- Vermont Neighborhood Designation

**Primary Land Use Activity***

- Residential activities
- Shopping, business or trade activities
- Industrial, manufacturing, and waste-related activities
- Social, institutional, or infrastructure-related activities
- Travel or movement activities
- Mass assembly of people
- Leisure activities
- Natural resource-related activities

N W E S

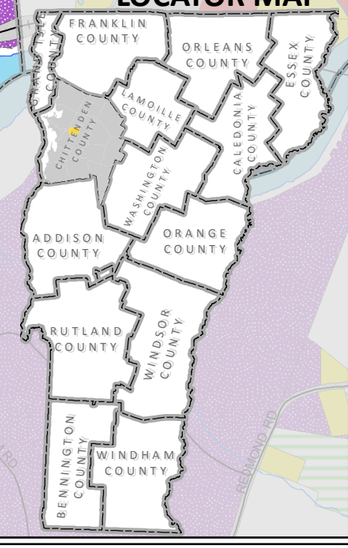
1:15,000

0 0.25 0.5 Mile

***APA Land-Based Classification System - Activity Dimension**

Activity refers to the actual use of the land based on its observable characteristics. It describes what actually takesplace in physical or observable terms (e.g.,, farming, shopping, manufacturing, vehicular movement, etc.). And office activity, for example, refers only to the physical activity on the premises, which could apply equally to a law firm, a nonprofit institution, a court house, a corporate office, or any other office use. Similarly, residential uses in single-family dwellings, multi-family structures, manufactured houses, or any other type of building, would all be classified as residential activity.

**LOCATOR MAP**




Source:
Existing Land Use - Minor update by CCRPC, 5/2014
Road Centerline - e911, 7/2013
Railroad - VTrans, 2003
Surface Water - VHD, 2008 (VCGI)
Map created by P. Brangan using ArcGIS. All data is in State Plane Coordinate System, NAD 1983.

Disclaimer:
The accuracy of information presented is determined by its sources. Errors and omissions may exist. The Chittenden County Regional Planning Commission is not responsible for these. Questions of on-the-ground location can be resolved by site inspections and/or surveys by registered surveyor. This map is not sufficient for delineation of features on-the-ground. This map identifies the presence of features, and may indicate relationships between features, but is not a replacement for surveyed information or engineering studies.

CHITTENDEN COUNTY RPC
Communities Planning Together

5/21/2014

D:\Projects14\EssexJun\VillagePlanExistingLandUse20140516.mxd

# DRAFT Map 10: Future Land Use Essex Junction

## 2014 Village Plan

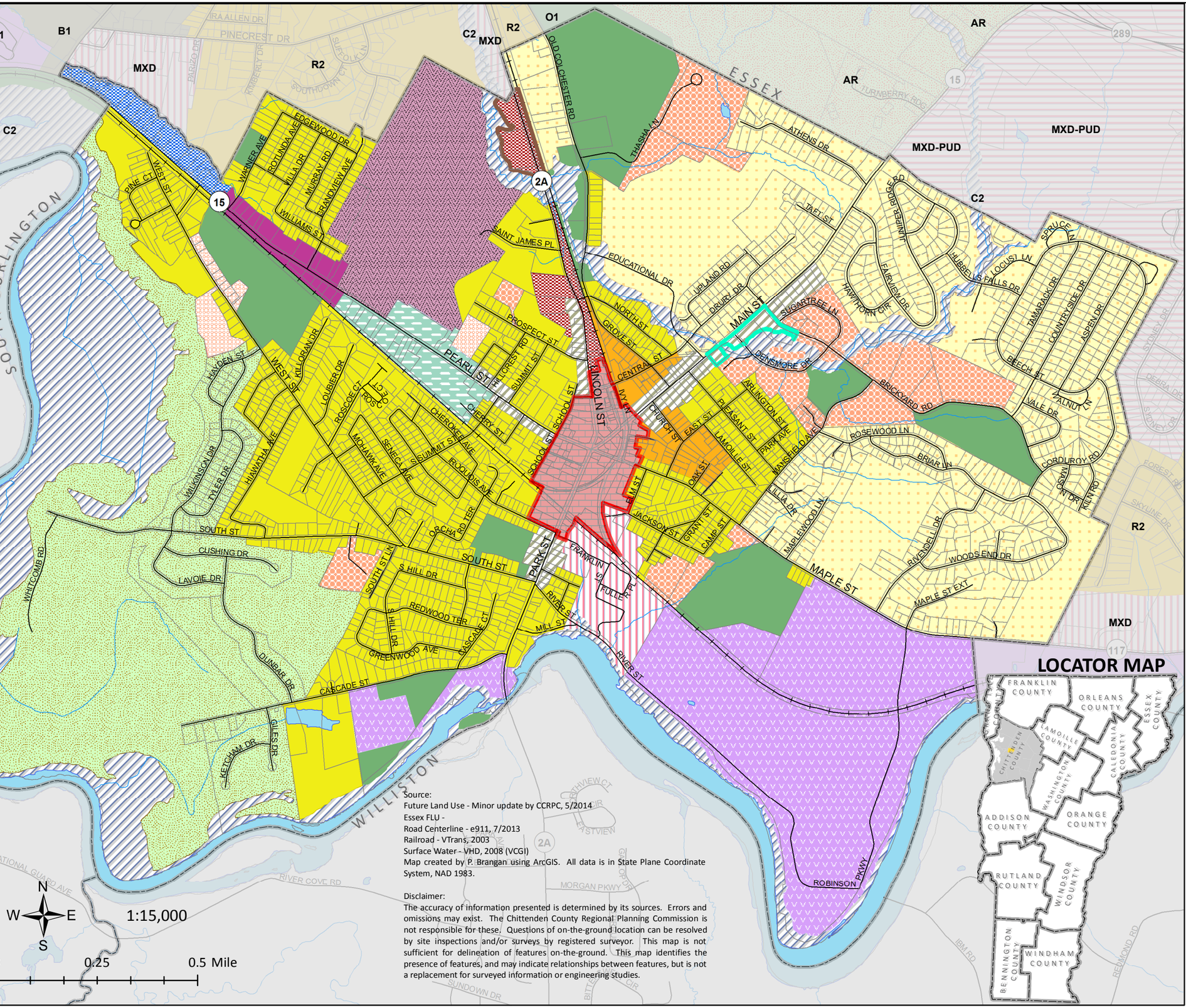
Legend

### Future Land Use

- Residential 1
- Residential 2
- Multi-Family Residential 1
- Multi-Family Residential 2
- Multi-Family Residential 3
- Multi-Family/Mixed Use 1
- Multi-Family/Mixed Use 2
- Village Center
- Transit Oriented Development
- Residential-Office
- Mixed Commercial Use
- Highway-Arterial
- Light Industrial
- Planned Exposition
- Planned Agriculture
- Open Space
- Floodplain
- Designated Village Center
- North Lincoln Overlay District
- Professional Office Overlay

### Essex Future Land Use

- Agriculture - Residential (AR)
- Floodplain (C2)
- Industrial (I1)
- Medium Density Residential (R2)
- Mixed Use (MXD)
- Mixed Use - PUD (MXD_PUD)
- Open Recreation (O1)
- Retail - Business (B1)




Source:
Future Land Use - Minor update by CCRPC, 5/2014
Essex FLU -
Road Centerline - e911, 7/2013
Railroad - VTrans, 2003
Surface Water - VHD, 2008 (VCGI)
Map created by P. Brangan using ArcGIS. All data is in State Plane Coordinate System, NAD 1983.

Disclaimer:
The accuracy of information presented is determined by its sources. Errors and omissions may exist. The Chittenden County Regional Planning Commission is not responsible for these. Questions of on-the-ground location can be resolved by site inspections and/or surveys by registered surveyor. This map is not sufficient for delineation of features on-the-ground. This map identifies the presence of features, and may indicate relationships between features, but is not a replacement for surveyed information or engineering studies.

N
W E
S

1:15,000

0 0.25 0.5 Mile

### LOCATOR MAP




CHITTENDEN COUNTY RPC
*Communities Planning Together*

5/21/2014

D:\Projects14\EssexJun\VillagePlanFutureLandUse20140521.mxd

# DRAFT Map 11: Flood Hazard Areas Essex Junction

## 2014 Village Plan

### Legend

**Structures/Infrastructure within Special Flood Hazard Area**

- Residential Structure
- Commercial/Industrial Structure
- Critical Facility
- Culvert
- Bridge
- Road
- Special Flood Hazard Area (100 yr flood)
- .2 % annual chance flood hazard (500 yr flood)
- Road Centerline
- Railroad
- Stream Centerline
- Water Body

N W E S

1:15,000

0 0.25 0.5 Mile

Source:
Structures in floodplain - e911, VID, Vtculverts
Surface Water - VHD, 2008 (VCGI)
Map created by P. Brangan using ArcGIS. All data is in State Plane Coordinate System, NAD 1983.

Disclaimer:
The accuracy of information presented is determined by its sources. Errors and omissions may exist. The Chittenden County Regional Planning Commission is not responsible for these. Questions of on-the-ground location can be resolved by site inspections and/or surveys by registered surveyor. This map is not sufficient for delineation of features on-the-ground. This map identifies the presence of features, and may indicate relationships between features, but is not a replacement for surveyed information or engineering studies.

CHITTENDEN COUNTY RPC
Communities Planning Together

5/21/2014

D:\Projects14\EssexJun\VillagePlanFloodHazardAreas_20140516.mxd

LOCATOR MAP

FRANKLIN COUNTY
GRAND ISLE COUNTY
ORLEANS COUNTY
LAMOILLE COUNTY
ESSEX COUNTY
CHITTENDEN COUNTY
WASHINGTON COUNTY
CALEDONIA COUNTY
ADDISON COUNTY
ORANGE COUNTY
RUTLAND COUNTY
WINDSOR COUNTY
BENNINGTON COUNTY
WINDHAM COUNTY

# MEMORANDUM

TO: Essex Junction Trustees and Pat Scheidel, Village Manager
FROM: James Jutras, Water Quality Superintendent
cc: Lauren Morrisseau Assistant Manager/Finance Director
DATE: July 17, 2014
SUBJECT: Surplus Blower potential sale and related Purchasing Policy waiver

**Issue:** Whether to permit the Municipal Manager to authorize sale of surplus aeration equipment from the wastewater facility if the value exceeds $10,000

**Discussion:** Construction at the wastewater facility resulted in removal of two aeration blower packages that are complete systems but beyond life cycle. We also have two blowers that have been rebuilt but have not been put into service. There are additional parts and motors that have little value unless included with the equipment noted here. Scrap metal value is low. The Village has no use for this equipment nor has there been interest from the normal used industrial equipment brokerage firms that I have contacted.

A project subcontractor that was on site for new aeration equipment start up has requested consideration of sale of the used blowers to them. We are discussing a price and, depending on negotiations, the value of the used equipment may exceed $10,000.

The Village purchasing policy that "the Village Manager is authorized to approve the sale or transfer of Village property estimated to be under $10,000." The Village Trustees shall approve the sale or transfer of property estimated to be worth more than $10,000

**Costs:** None

**Recommendation:** It is recommended that the Village Trustees authorize the Municipal Manager to approve the sale of the used WWTF aeration blowers if the negotiated price exceeds $10,000.

Patrick Scheidel
Municipal Manager
PatS@essexjunction.org

2 Lincoln Street
Essex Junction, VT 05452
www.essexjunction.org

Office: (802) 878-6944
Fax: (802) 878-6946

# MEMORANDUM

**TO:** Village Trustees
**FROM:** Pat Scheidel, Municipal Manager
**DATE:** July 22, 2014
**SUBJECT:** Appointment of Trustee to Recreation Advisory Council

## Issue

The issue is whether or not the Trustees appoint Lori Houghton as Trustee representative on the Recreation Advisory Council (RAC).

## Discussion

Dan Kerin's term expired on 6/30/14 (see attached). Lori Houghton has indicated that she would be willing to serve on the RAC.

## Cost

There is no cost associated with this issue.

## Recommendation

It is recommended that the Trustees approve the appointment of Lori Houghton to the Recreation Advisory Council for a one-year term through 6/30/15.

**EJRP Recreation Advisory Council**

*2014-2015*

| First | Last | E-mail | Phone | Term | PC/Trustee Appointee | |
|---|---|---|---|---|---|---|
| Eric | Bowker | eric@catamountoutdoor.com | 578-5563 | 7/1/12-6/30/15 | Trustee | |
| Deb | Carlin | debneil@comcast.net | 578-8707 | 7/1/13-6/30/16 | PC | |
| Marla | Durham | mdurham@ccsuvt.org | | 7/1/14-6/30/15 | Ex-Officio: PC | |
| Dan | Kerin | trooperkerin@yahoo.com | 879-8343 | 7/1/13-6/30/14 | Ex-Officio: Trustee | |
| Avery | MacGillivray | amacgillivray@ccsuvt.org | | 7/1/14-6/30/15 | PC | **Pending appointment |
| Robin | Noble | robinoble@gmail.com | | 7/1/14-6/30/17 | Trustee | **Pending appointment |
| Nan | Payson | fitnessnan@hotmail.com | 318-0957 | 7/1/13-6/30/16 | Trustee | |
| Abby | Rice | abbygrice@gmail.com | 999-6933 | 7/1/14-6/30/17 | PC | **Pending appointment |
| Lee | Wiebe | jockdocs@comcast.net | 324-4538 | 7/1/12-6/30/15 | PC | |

**EJRP Staff - 878-1375**

| | | | |
|---|---|---|---|
| Adam | Sollace | asollace@ccsuvt.org | School Age Childcare Coordinator |
| Brad | Luck | bluck@ccsuvt.org | Director |
| Caitlin | Fay | cfay@ccsuvt.org | Office Coordinator |
| Christina | Mclaughlin | cmclaughlin@ccsuvt.org | Preschool Coordinator |
| Harlan | Smith | hasmith@ccsuvt.org | Heads of Grounds and Facilities Maintenance |
| Brian | Roy | broy@ccsuvt.org | Assistant Director |
| Nicole | Fields | nfields@ccsuvt.org | Program Coordinator |

# Essex Junction Recreation and Parks
# Recreation Advisory Council
# PURPOSE STATEMENT

Approved by the Recreation and Parks Advisory Council: May 1, 2008
Last Amended: May 29, 2014

**PURPOSE**
The Essex Junction Recreation and Parks Advisory Council (Advisory Council) will serve in an advisory capacity to the Department's administrative staff in the development, maintenance, and stewardship of a comprehensive system of leisure and recreational services as provided by the Essex Junction Recreation and Parks Department (EJRP).

**FOCUS**
The Advisory Council will serve as the liaison to the community of Essex Junction and will review all aspects of EJRP; including, but not limited to: programs, park and facility needs, and strategic and financial planning. Advisory Council members will assist at recreation related community events and seek to involve other community volunteers.

The Recreation Advisory Council shall communicate directly to the Prudential Committee (PC) and Board of Trustees (BoT) on issues of interest to the PC and BoT through their ex officio members and in advance of the semi-annual meetings between the two governing boards.

**MEMBERSHIP**
The Advisory Council shall consist of nine (9) voting members, including the following: six adult community representatives, one youth, one member of the Prudential Committee, and one member of the Board of Trustees.

The terms of the six adult members shall be for three years, beginning on July 1 and terminating on June 30 of the year the term expires. Members will be eligible for reappointment and there are no limits on the number of terms any resident may serve. Terms must be filled by residents of the Village of Essex Junction, and staggered so that two terms expire each year. Upon expiration of these terms, the Essex Junction School District (EJSD) and the Village shall each appoint one member, none of whom shall be members of the Parties' respective governing boards. There shall also be a youth member, appointed by the EJSD governing body, who shall serve a one year term. Any vacancies for unexpired terms shall be filled by the Advisory Council for the remainder of the year, at which time the appropriate governing board will appoint a successor for the remainder of the term. From time to time the Council, at its own discretion, may ask representatives of the community to participate in discussions.

**OFFICERS**
Officers of the Advisory Council shall be a Chairperson and Secretary. Other officers may be appointed as necessary to carry out the work of the Council. No two offices may be held by the same person. The officers shall be chosen at the July meeting by the Council, or as soon as possible thereafter, and shall serve for a term of one year. Officers shall hold office until their successor has been selected. The Chairperson shall preside at meetings of the Advisory Council and represent the Advisory Council at public meetings. The Secretary shall keep a record of the meetings in the form of minutes. These minutes will be available at the Recreation and Parks Department.

**VOTING**
Each member shall be entitled to one vote. Approval of any matter requires an affirmative vote from the majority of the members present, provided a quorum of five (5) voting members is present and voting.

**TERMINATION OF MEMBERSHIP**
Any member of the Council may be removed at any time by a majority vote of the Advisory Council.

**MEETINGS OF MEMBERS**
The Advisory Council will meet bimonthly, with at least fiveten meetings annually.

**AD HOC COMMITTEES**
The Council may create such ad hoc committees as the business of the Council may require.

**AMENDMENT**
This document may be amended at an Advisory Council's regularly scheduled meeting, with two-thirds (2/3) vote of approval, provided a quorum is present.

Patrick Scheidel
Municipal Manager
PatS@essexjunction.org

2 Lincoln Street
Essex Junction, VT 05452
www.essexjunction.org

Office: (802) 878-6944
Fax: (802) 878-6946

# MEMORANDUM

**TO:** Village Trustees
**FROM:** Pat Scheidel, Municipal Manager
**DATE:** July 22, 2014
**SUBJECT:** Donation Request from Children's Summer Lunch Program

## Issue

The issue is whether or not the Trustees approve a donation to the Essex Junction Children's Summer Lunch Program.

## Discussion

See attached email with information regarding the program.

## Cost

The donation would be taken from the Trustees Expenditures line item, which has $4,000 in FYE 15.

## Recommendation

It is recommended that the Trustees approve a donation in the amount of $500 to the Essex Junction Children's Summer Lunch Program.

## Patty Benoit

**Subject:** FW: Donation request from Essex Junction Children's Summer Lunch Program

**From:** Lori Houghton
**Sent:** Thursday, July 17, 2014 6:18 AM
**To:** Patty Benoit
**Cc:** Lori Houghton
**Subject:** FW: Donation request from Essex Junction Children's Summer Lunch Program

Hi Patty, George asked me to check into this program for Tuesday's meeting. Below is information that can be added to Margaret's original email below for the staff and Trustees to review.

- 12 year all volunteer run organization started by four local churches
- Eligibility for the program - the child receives free or reduced lunch during the school year
- Participants increased by 40% this year as it was the first year they worked with the Essex Junction schools and sent flyers in Friday folders
- Groceries that will make lunches for one week are delivered to each child once a week.
- The cost is $6.57 per child per week. The summer 10 week program then costs $65.71 per child. Total cost of program this year is $8,739.43 (133 children x $65.71). Due to the increased participation this nearly doubles their budget from the previous year of $4,564.
- Money is still needed to complete this summer's program

Patty, let me know if you need anything else. My recommendation would be a $500 donation.

Thanks,
Lori

---

**From:** Gilbert Margaret [matovic9899@yahoo.com]
**Sent:** Friday, June 06, 2014 10:18 AM
**To:** George Tyler; Daniel Kerin; Elaine Sopchak; Lori Houghton; Andrew Brown
**Cc:** Margaret Gilbert
**Subject:** Donation request from Essex Junction Children's Summer Lunch Program

Good Morning,

I am writing to you today on behalf of the Essex Junction Children's Summer Lunch Program, an all volunteer program that provides groceries on a weekly basis to the homes of Essex Junction school children who qualify to receive free school lunch during the school year.

In the summertime, when children do not have access to free school lunch, their families' food budgets are hit extra hard, making it more difficult to make ends meet. The Essex Junction Children's Summer Lunch Program helps families through this challenging time. We rely on food and monetary donations in order to provide food to families in need. Due to strengthened recruitment this spring, our enrollment for the summer has nearly doubled, up from 32 families in the summer of 2013 to 60 families this summer. This year 136 children are enrolled- up from 78 last year. This dramatic increase has strained our budget and we are asking for a monetary donation to help keep our

program operational this summer. All funds raised will be used to purchase groceries for the families in our program and any amount is welcomed.

We hope you will join us in our mission to provide food to some of the most financially stressed families in our community this summer. Please contact me with any questions about our program at matovic9899@yahoo.com or by phone at 876-7918. I would love to talk to you.

Thank you for your time and consideration.

Sincerely,

Margaret Gilbert

Family Coordinator, Essex Junction Children's Summer Lunch Program

2 Lincoln Street
Essex Junction, VT 05452
www.essexjunction.org

# MEMORANDUM

**TO:** Village Trustees and Patrick Scheidel, Village Manager
**FROM:** Lauren Morrisseau, Finance Director, Assistant Manager
**DATE:** 07/22/14
**SUBJECT:** Appointment of Authorized Representatives for Requisitions of Bond Proceeds

**Issue**
The issue is whether the Trustees will authorize Patrick Scheidel and Lauren Morrisseau to act on behalf of the Village of Essex Junction in matters relating to its loan from the Vermont Municipal Bond Bank's 2014 Series 3 Bonds.

**Discussion**
In order for the Village to draw funds from the Bond proceeds, an official, or a couple of Village officials, need to be authorized to act on behalf of the Village in this matter. It is logical to separate the duties of the persons involved. Because Susan McNamara-Hill is in control of the Village's cash deposits it makes sense that the person authorized to request payment be someone who does not handle cash. The logical choice is the Finance Director and/or the Village Manager.

**Cost**
There is no cost involved in this issue.

**Recommendation**
It is recommended that the Trustees make a motion **to authorize Patrick Sheidel, Village Manager and Lauren Morrisseau, Finance Director to act on behalf of the Village in matters relating to its loan from the Vermont Municipal Bond Bank's 2014 Series 3 Bonds.**

Vermont Municipal Bond Bank
2014 Series 3 Bonds

# APPOINTMENT OF AUTHORIZED REPRESENTATIVE(S)

I, George A. Tyler, a duly authorized official of Village of Essex Junction
*(Name of Authorizing Official)* *(Name of Governmental Unit)*

Do hereby certify that the following have been authorized representative(s), at the date hereof, and are authorized to act on behalf of the above Governmental Unit in matters relating to its loan from the Vermont Municipal Bond Bank's 2014 Series 3 Bonds.

I also certify that the following signatures opposite their names are the signatures of such individual(s).

| Name | Title | Specimen Signature |
|---|---|---|
| Patrick C. Scheidel | Municipal Manager | |
| Lauren V. Morrisseau | Assistant Manager/ Finance Director | |
| | | |
| | | |

Witness my signature on this _____ day of _____, 2014.

_____ _____
*Signature* *Date*

Village of Essex Junction
The economic engine of Vermont.

2 Lincoln Street
Essex Junction, VT 05452
www.essexjunction.org

# MEMORANDUM

**TO:** Village Trustees and Patrick Scheidel, Village Manager
**FROM:** Lauren Morrisseau, Finance Director/Assistant Manager LM
**DATE:** July 22, 2014
**SUBJECT:** Municipal Bond Post-Issuance Compliance Procedures

**Issue**
The issue whether or not the Trustees will adopt the "Village of Essex Junction Municipal Bond Post-Issuance Compliance Procedures" as written.

**Discussion**
The Municipal Bond Bank requires that the Village adopt Municipal Bond Post-Issuance Compliance Procedures before we start drawing on the bond funds. They sent sample language for these procedures and we have modified that to be specific to the Village of Essex Junction.

**Cost**
There is no cost to this issue.

**Recommendation**
It is recommended that the Trustees adopt the "Village of Essex Junction Municipal Bond Post-Issuance Compliance Procedures" as attached.

# VILLAGE OF ESSEX JUNCTION

## MUNICIPAL BOND POST-ISSUANCE COMPLIANCE PROCEDURES

The following procedures have been adopted by the Village of Essex Junction (the "Village") effective July 31, 2014. These procedures shall be implemented immediately and shall relate to the Vermont Municipal Bond Bank 2014 Series 3 Bond and all currently outstanding and future debt obligations and financing leases. These procedures are intended to assist in complying with those provisions of the Internal Revenue Code of 1986, as amended (the "Code") relating to (a) the qualified use of proceeds of tax-exempt and other tax-advantaged bonds and notes and improvements financed by such proceeds; (b) arbitrage yield restrictions and rebate; (c) remediation of the effects of "deliberate action" which results in the disposition, abandonment or other change in use of property financed by debt obligation; and (d) the resolution of matters raised in connection with an audit or examination of tax-exempt or tax-advantaged obligations. These procedures are intended to furnish guidance in matters of Code compliance, and are subject to revision, modifications and enlargement from time to time.

1. The Finance Director shall be responsible for monitoring Municipal Bond post-issuance compliance (the "Compliance Official").
2. The Compliance Official shall review and implement these procedures in the manner necessary to ensure ongoing compliance with the provisions of the Tax Certificate. In this connection such official will become knowledgeable or consult an advisor experienced in post issuance compliance and will review and monitor notices, advice and directives as may be received from bond counsel, accountants, financial advisors, and governmental sources.
3. On or before the first of June in each year, the Compliance Official shall confirm that all property financed by the proceeds of the obligations continues to be used in the same manner as existed when such property was first placed into service. Such confirmation shall be based upon a visual inspection and representation of the public officials under whose care, custody and control the property is placed. A report of such confirmation shall be delivered to the Vermont Municipal Bond Bank on or before the 15th day of June of each year on forms or in such manner as provided by or at the direction of the Vermont Municipal Bond Bank.
4. For so long as the proceeds of any debt obligation remains unexpended, the Compliance Official shall confirm on the first day of June and the first day of December in each year that such proceeds are deposited or invested for a "temporary period" as established under Section 148 of the Code, and the Regulations thereunder. Such confirmation shall be deemed to have occurred for so long as any Municipal Bond proceeds are in the custody of a trustee or paying agent pending expenditures upon requisition thereof under procedures prescribed by the Vermont Municipal Bond Bank. Following the third anniversary of the issuance of a Municipal obligation, all unexpended proceeds shall be invested so as to generate a yield no greater than the yield on the corresponding obligation.
5. The Compliance Official shall confirm, at least annually while there are unexpended proceeds, that the proceeds of each Municipal obligation shall be expended in such amounts, at such frequency, and in such intervals to ensure that the Village avails itself of one or more arbitrage

rebate exception allowed under Section 148 of the Code, and the Regulations promulgated thereunder. Alternatively, if rebate is due, the Compliance Official will engage a consultant to prepare a report to determine any rebate due. Reports of such confirmation or rebate shall be forwarded to the Vermont Municipal Bond Bank no less frequently than annually until proceeds are fully expended or thereafter if requested by the Bank.

6. With respect to the acquisition and construction of capital improvements financed with the proceeds of the debt obligations, the Village hereby declares that such proceeds shall be allocated to acquisition and construction expenditures prior to the expenditure and application of funds from any other public or private source. On forms or in such manner provided by or at the direction of the Bond Bank, a final expenditure report accounting for the use of all Municipal Bond proceeds and earnings shall be completed no later than 18 months after the Project(s) financed by the Municipal Bond is placed in service.
7. In the event there is a change of use, abandonment or disposition of property financed by the proceeds of the Municipal Bond, the Compliance Official shall immediately consult with the bond counsel regarding remedial action and give written notice to the Vermont Municipal Bond Bank. The Village shall, if required by the Bank, endeavor to call and redeem all or a portion of outstanding debt obligations, the proceeds of which were expended to finance such property. The proceeds derived from the sale or other disposition of the financed property shall not be commingled with other funds of the Village, but shall be used to affect the redemption of obligations, if necessary, the proceeds of which financed such property. Pending redemption as called for in this section, such proceeds shall be invested at a yield no greater than the yield on the obligations to be redeemed.
8. The Compliance Official shall create and preserve records for the term of the Municipal Bond and any refunding thereof plus three years documenting the procedures incident to the authorization and issuance and identifying the proceeds of each issue of the obligations, the deposit and investment thereof, the income derived from such deposit and investment, the expenditure of such proceeds and investment income (containing at a minimum the date, amount and recipient of each expenditure) and all rate, fee, charge and assessment schedules relating to property financed by the obligations.
9. The Compliance Official shall retain all contracts or arrangements with non-governmental persons relating to the use, control and management of the Project(s) financed by the Municipal Bond.
10. In the event there remain on hand any excess proceeds from the obligation, following acquisition or completion of the improvements for which such obligation was issued, the Compliance Official shall consult with the bond counsel regarding the use of such proceeds, and shall give written notice to the Vermont Municipal Bond Bank as to the disposition thereof.

Patrick Scheidel
Municipal Manager
PatS@essexjunction.org

2 Lincoln Street
Essex Junction, VT 05452
www.essexjunction.org

Office: (802) 878-6944
Fax: (802) 878-6946

# MEMORANDUM

**TO:** Village Trustees
**FROM:** Pat Scheidel, Municipal Manager
**DATE:** July 22, 2014
**SUBJECT:** Appointment to Chittenden Solid Waste District Board

## Issue

The issue is whether or not the Trustees appoint Alan Nye as Essex Junction's representative on the Chittenden Solid Waste District Board of Commissioners.

## Discussion

Alan Nye is the representative for the Town of Essex and Max Levy is alternate representative. George Tyler is the representative for Essex Junction and Dan Kerin is alternate representative. In having one person represent both communities, it would give us almost as much weight in voting as Burlington. Alan Nye, as a long termed Selectman, has a strong record of representing villagers. It is also in keeping with the direction we're going in consolidating services.

## Cost

There is no cost associated with this issue.

## Recommendation

It is recommended that the Trustees approve the appointment of Alan Nye to represent Essex Junction on the Chittenden Solid Waste District Board of Commissioners to complete the term of George Tyler through May 2016 and appoint George Tyler as alternate representative.

# MEMO

**TO:** Village Trustees and Pat Scheidel, Municipal Manager
**FROM:** Rick Jones, Public Works Superintendent
**DATE:** July 22, 2014
**SUBJECT:** Bid Award for FYE 15 Paving

**Issue**
The issue is whether or not the Trustees award the bid for FYE 15 paving projects.

**Discussion**
The Village of Essex Junction went out to bid on 7/2/14 for the paving of Huron Avenue, Mohawk Avenue, Oneida Avenue, Onondaga Avenue, one section of Abnaki Avenue, one section of Seneca Avenue, and shim for potholed areas on Church Street and East Street. Any remaining funds in the paving budget will be used to finish Beech Street.

**Cost**
The FYE 15 paving budget in the General Fund Capital Reserve Plan is $150,000. The paving bids were opened on 7/17/14. The Village received the following bids:

| Company | Price Per Ton |
|---|---|
| S.D. Ireland | $ 72.90 |
| Pike Industries | $ 73.99 |
| Engineers Construction | $ 74.00 |
| S.T. Paving | $ 78.00 |
| F.W. Whitcomb Construction | $ 91.87 |

**Recommendation**
It is recommended that the Trustees award the FYE 15 paving bid to the lowest bidder, S.D. Ireland Brothers, Inc.

Village of Essex Junction
The economic engine of Vermont.

2 Lincoln Street
Essex Junction, VT 05452
www.essexjunction.org

# MEMORANDUM

**TO:** Village Trustees and Patrick Scheidel, Village Manager
**FROM:** Lauren Morrisseau, Finance Director/Assistant Manager LM
**DATE:** July 22, 2014
**SUBJECT:** FYE15 Village of Essex Junction Tax Rate

**Issue**
The issue is whether or not the Trustees will set the Village of Essex Junction FYE15 tax rate at $0.2830.

**Discussion**
The Village voted to raise $2,942,914 in property taxes for FYE 2015 at the Annual meeting on April 2, 2014. The Village also voted on April 8, 2014 to bond for capital improvements. The payment on the bond for FYE 2015 is $68,612 (interest only), resulting in a total needed to be raised by taxes of $3,011,526.
The Grand List value received from the Town assessor on 7/3/14 was $10,652,
464. The Grand List value has been adjusted for the tax stabilization agreements for the Whitcomb Farm property at 315 South Street and the property at 8 Railroad Avenue resulting in an adjusted Grand List value of $10,642,634. In order to raise the taxes necessary for the General Fund budget and bond interest payment, the tax rate needs to be set at $0.2830 per $100 of assessed value. The tax rate calculation is attached.

**Cost**
The cost to a tax payer with a $267,920 value home will be $758 which is an increase of $44 over FYE14 taxes. $28 of this increase can be attributed to the increase in the General Fund and $16 for the Bond Payment.

**Recommendation**
It is recommended that the Trustees set the FYE15 tax rate at $0.2830 per $100 of assessed value.

## Village of Essex Junction

### FY15 Tax Rate Calculation

| | | | | | | |
|---|---|---|---|---|---|---|
| Amount to be raised in Taxes for Budget | | | | | | $2,942,914 |
| Amount to be raised in Taxes for Debt Service (86% of bond payment) | | | | | | $68,612 |
| Grand List before tax stabilization adjustment | | | | | | $10,652,464 |
| Tax Stabilization calculation | | | | | | |
| Property | | Actual Grand List Value | Taxable % | Taxable Value | Reduction to Grand List | |
| 8 Railroad Ave. #1029023000 | $ | 5,788 | 30% | $1,736 | $ (4,052) | |
| Whitcomb Farm #1005001000 | $ | 5,778 | 0 | | $ (5,778) | |
| Total Reduction in grand list due to tax stabilization | | | | | $ (9,830) | |
| Grand List after tax stabilization adjustment | | | | | | $10,642,634 |
| Tax Rate for Budget | ($2,942,914/$10,642,634) | | | | | $0.2765 |
| Tax Rate for Debt Service | ($68,612/$10,642,634) | | | | | $0.0064 |
| | Total Tax Rate | | | | | **$0.2830** |

# An Examination of Shared Services Model in the Village of Essex Junction/Town of Essex, Vermont

Shared Services Assessment Study Team

June 30, 2014

**Commissioned by:**

Village of Essex Junction Trustees

Town of Essex Selectboard

Respectfully Submitted:

Mary Morris and Jeffrey Carr

## 1.0. Introduction: How We Got Here.

The delivery of high quality services to taxpaying residents is a cornerstone of local government. There are roughly 89,000 local governments throughout the United States including municipalities,[1] school districts, and special districts. Collectively, the New England Public Policy Center estimates that expenditures by these local governments totaled $1.5 trillion in 2007—equal to 11 percent of U.S. Gross Domestic Product (GDP). [2]

External forces to the Village of Essex Junction and the Town of Essex since 1998[3] including changes in Education Finance, the Great Recession, and the subsequent slow U.S. and Vermont economic recovery have provided the incentive for Town and Village government to examine how they can continue to provide high quality services to Town and Village residents in the wake of increasing budget stress and service quality challenges. Around the country, budget pressures due to state financial aid reductions, stagnant and sometime falling property values, and curbs in state and federal funding have forced localities to reduce services and staffing. Because the financial resources which could be employed to fund local governments are expected to continue to remain constrained for the foreseeable future, policymakers and academics have begun to examine service delivery options that as recently as 10 years ago seemed implausible.

Among the options once thought of as unlikely is the possibility of re-organizing local government services delivery systems to share or consolidate the provision of local services across political boundaries. While most of the recent discussions on this front have involved a regionalization approach to services delivery (such as the consolidation of services provided by multiple, individual local jurisdictions into a regional entity for a function such as public safety dispatch), this same set of factors has motivated the Essex Selectboard and the Village Trustees to more fully explore, and to take some concrete steps towards, a mutual inter-local agreement to re-organize and rationalize services delivery within the Town of Essex and the Village of Essex Junction.

The process began back in the late Summer of 2012 when the Town Selectboard and Village Trustees held a joint exploratory meeting to discuss the broad concept of an inter-local services agreement. The discussion evolved into an assessment of the idea of a utilizing a "shared manager" and to examine what lessons could be learned on this subject from the applicable history within the State of Vermont. After additional exploratory meetings, the two boards

[1] Municipalities in this case refer to cities and towns.
[2] See "The Quest for Cost-Efficient Local Government in New England: What Role for Regional Consolidation?; New England Public Policy Center; Research report 13-1; February 2013; Page 3.
[3] Which appear to have begun with the late 1990s re-structuring of state funding for K-Grade 12 education in Vermont in the aftermath of the Brigham Decision by the Vermont Supreme Court and continue with the current uncertainty regarding the future of IBM chip fabrication facility in the community and its potential acquisition by another multi-national firm.

decided a full investigation of the shared services concept was warranted. A former Village Trustee (Mary Morris) and a former member of the Town Selectboard (Jeffrey Carr) were asked to undertake a broad examination of the community's services delivery infrastructure, and to serve as the coordinators of the Shared Services Assessment Team. After roughly 20 months of formal and informal information gathering, interviews with all department heads within the various Village and Town departments, a survey of Village and Town employees,[4] interviews with the current Town Manager, an interview with the former Village manager, and follow-up synthesis and analysis, this report lays out the findings of this shared-consolidated services assessment.

## 2.0. Summary of Findings

The results of our shared-services study included a number of key findings. While there were a large number of important ideas assembled that involved details well beyond the eight more generalized findings of the study, the results fell within the following broad categories:

1. **POWERFUL FORCES THAT ARE LARGELY BEYOND THE COMMUNITY'S CONTROL ARE COMPELLING CHANGE IN THE DELIVERY OF LOCAL GOVERNMENT SERVICES: A review of the literature and published studies on this subject indicated that the community is being pushed in the direction of a shared- services or consolidated services delivery model by powerful, largely external forces. These forces are challenging traditional models of services delivery, and were at least partly responsible for encouraging the two Legislative Boards to request this services delivery assessment.**

   *The forces also of change show no signs of abating. The community is therefore left with no other logical policy choice but to innovate and collaborate to preserve local services quality in this increasingly challenging environment.*

2. **THE INITIAL EXPERIENCE WITH THE UNIFIED MANAGER HAS BEEN A SUCCESS: The initial experience to-date with the "unified manager" has been an unqualified success. No significant impediment to an integrated manager model was uncovered during the study.**

   *The two Legislative Boards may wish to consider a more formal review by a third party regarding the initial experience with the unified manager model—such as the Vermont League of Cities and Towns—to independently verify the results of this assessment to protect the community against a "false positive" finding.*

[4] The survey was conducted in November-December of 2012 and resulted in 40 responses from Village and Town employees.

3. **AN IMPRESSIVE AMOUNT OF COORDINATION-COLLABORATION ALREADY EXISTS BETWEEN VILLAGE AND TOWN DEPARTMENTS: Our assessment found there was already an impressive amount of cooperation and collaboration among and between Village and Town departments. Virtually all department staff expressed a desire to increase the current level of cooperation and collaboration between their Village-Town counterparts—as long as they believed this effort had the full support of the Village and Town governing Boards and leadership.**

   *All interviewees felt that there was still much more to be gained through greater cooperation and collaboration with their Town or Village counterpart. With more collaboration, they indicated they would "fall into opportunities" that have not yet been thought of in their service-delivery areas. Interviewees also felt that greater cooperation and collaboration would occur organically if both Boards clearly said they wanted this cooperation-collaboration to occur as a matter of well-defined articulated Village-Town policy.*

4. **MORE JOINT PLANNING IS NEEDED: Interviewees identified a need for more joint Village and Town planning. They felt this was the key to strengthening the municipality.**

   *Interviewees indicated that bringing together the planning and zoning committees will ensure the overarching vision of the communities is the same and this action will help preserve the identity that is the Essex community. Interviewees also indicated there were too many rules and regulations that prevent town and village planning committees from working closer together. There is a relatively straight-forward path to resolving this—as long as it had support of the two Legislative Boards.*

5. **WELL-DEVELOPED "SHARED-COLLABORATIVE SERVICES" PLANS IN KEY DEPARTMENTS ALREADY EXIST: We were surprised to learn that several key departments already had well-developed, though still evolving, plans to consolidate their services-delivery functions with their Village-Town counterparts. These preliminary plans in our view represent "low-hanging fruit" for next steps in the current shared-services effort in the Village-Town.**

   *This study does not make a recommendation in terms of the prioritization or order for next steps for each department or services area (see Section 8.1 through Section 8.8 below where each key department area is discussed). If the general policy was endorsed by the two Legislative Boards and leadership, there would be a natural progression of forward progress across most departmental fronts which*

*would be primarily governed by the idiosyncrasies of each services area and their leadership-policy making bodies.*

6. **THIS EFFORT SHOULD "KEEP IT SIMPLE:" As the community services delivery organizations move toward changing/modifying or eliminating obstacles to shared-consolidated services, care must be exercised to make sure these steps do not make things more complicated or less transparent. We need to make sure to "keep it simple."**

   *There is already much confusion within the community on which department or entity does what, when, and how much it costs. The solution should not be more complicated or confusing than the services delivery subject that is being addressed.*

7. **THE END RESULT WILL BE DRIVEN BY OUR OWN COMMUNITY'S NEEDS: Our review of the shared-services experience of others revealed there is no standard formula for dealing with the strong external forces compelling our community to change. However, what is actually done will be driven by our own community's internal needs**

   *The lessons learned from the examination of the experience of others was that the path forward for success or failure of the Town of Essex and Village of Essex Junction effort would be driven by our ourselves. The process will be guided by our strengths and weaknesses, the idiosyncrasies of our own community, and the willingness of our leaders and services stakeholders to set the supportive environment for this improvement to occur for the long-term well-being of our community.*

8. **GOVERNANCE IS A KEY CONCERN TO BE DEALT WITH IN THE FUTURE: Given the strong forces moving the community into the shared-services direction, the Two Legislative Boards should consider undertaking and completing a comprehensive examination of "governance" within the community. This should be undertaken cooperatively by the Village Trustees and the Town Selectboard.**

   *While this was not an examination of "governance," the issue came up over and over again in our discussions. However, the two Legislative Boards need to lead this examination and champion any needed changes consistent with "Smart Governance." This examination should incorporate the values of the community into our government, and identify structural impediments to changes that need to be addressed to further the efficient and effective delivery of high quality services demanded by our citizens.*

The authors intend this to be a "living study," subject to continuous review and update as more information is gathered and greater experience with the shared services delivery model is gained. In our current environment, change is inevitable and we believe should be embraced. The ability of our various departments—arising from a strong expression of policy from the two Legislative Boards—to institutionalize an active process of continuous improvement for: (1) planning, and (2) delivering high quality municipal services is a key to increasing "well-being" over the long-term within the Essex community.

## 3.0. Overview of the Assessment Study's Objectives

There were three main outcome goals for the inter-local, shared services assessment study. These included the following:

1. Review the current status of services delivery in the Town and Village and identify opportunities for synergies and to reduce overlap-duplication by sharing-consolidating services,

2. Establish the groundwork for further discussions so that the examination of services delivery within the community is continuous and on-going, and

3. Develop a list of recommendations to advancing the rationalization of services delivery in the town for both the near-term and long-term time horizons.

Process objectives for the study included:

1. On an interim basis, identify a list of considerations for a "Unified Manager" approach for Village and Town services delivery using the applicable experience in Waterbury, the Chittenden County Supervisory Union, and elsewhere,

2. Conduct a department-by-department review of services delivery for each Village and Town department within the broader context of #1 above by actively engaging members of each legislative body, department heads and employees, and citizens in each chartered municipality,

3. Assure that broader community-wide planning efforts and consensus building are incorporated into this study, and

4. Publish a set of study-inspired recommendations for the re-organization of the community services delivery network that take advantage of synergies indicated by the study and with an eye towards reducing duplication wherever possible in current services-delivery mechanisms.

In early 2013, the interim objective of assessing the pros and cons of a "Unified Manager" was completed and a "Unified Manager was hired. Following the appointment of a single municipal

manager to assist the Village Trustees and the Town Selectboard (which happened to be the incumbent Town Manager), the Shared Services Assessment Team was asked to monitor and evaluate developments during the initial phase of the Village's and Town's services delivery experience under the Unified Manager. This additional objective for the study underpins much of the reason why the findings of the study were released in July of 2014 instead of the original study objective of publishing a list of recommendations over the Summer of 2013.

## 4.0. Overview of Recent Local-Municipal Government Experience with Shared Services Delivery

The commitment to "local control" runs deep in Vermont and across the six state New England regions. The Boston Federal Reserve Bank in a recent study on cost-efficient local government noted that although the six New England states comprise only about 2% of the land area of the United States, the 6 New England states together comprise about 4% of the nation's local governments. This emphasis on local control and the tradition of "home rule[5]" have resulted in the primary responsibility for providing local services to municipal governments in Vermont, across the entire New England region, and also in states like New York.[6]

Because of the above, experience with true inter-local services delivery among local municipalities in our region is very unusual. Most of what limited experience there is involves the centralization of responsibility for certain types of municipal services at an existing regional authority (such as a county government or a Council of Governments) or involves centralization of certain services at the state level. In fact, the available evidence indicates that full-scale mergers of local governments have remained "extremely rare."[7] Much of the reason for this is that empirical evidence on the merits of services consolidation has generally been inconclusive. There has been little solid, decision-making quality information to-date regarding the impact of

[5] Home rule places the primary responsibility for providing local services on cities, towns and villages. The original objective of "home rule" during the progressive era of the twentieth century was to facilitate local control and minimize state intervention in m municipal affairs. In New England, Home Rule states include Massachusetts and Maine. Limited Home Rule exists in Rhode Island. Vermont and New Hampshire are so-called Dillon's Rule states where municipalities have only limited authority to pass a law or ordinance that is not specifically permitted in the state's constitution. For these "not permitted" laws or ordinances, the municipality must obtain permission from the state legislature. See "Dillon's Rule or Not?;" Research Brief; National Association of Counties; Volume 2, Number 1; January 2004.

[6] This in part explains the very limited role of counties in the provision of public services in Vermont and New England.

[7] See "The Quest for Cost-Efficient Local Government in New England: What Role for Regional Consolidation?" New England Public Policy Center; Research Report 13-1; February 2013; Page 4; and see Warner, Mildred E. and Amir Hefetz; 2009; Cooperative Competition: Alternative Service Delivery, 2002-2007; Municipal Yearbook 2009; Washington, DC; International City/County Management Association.

services delivery consolidation will have on either service quality or cost-savings for those who attempt it.[8]

Although the empirical evidence regarding a shared services approach is somewhat lacking, various studies and articles have accurately laid out the opposing perspectives on this issue. Proponents of shared services or consolidation point out that the maximum decentralization of services may lead to higher services delivery costs—requiring duplicative oversight and less efficient utilization of the municipality's services delivery assets (including both hard assets and personnel resources).[9] Proponents of shared or consolidated services also correctly note that assigning responsibility for providing local services to each municipality can cause inequities in funding burdens on taxpayers (e.g. especially when state financial support for any service is insufficient)—causing sub-populations within the municipality to either carry unequal funding burdens which may cause the population to "self-select" into jurisdictions based on ability to pay. Proponents also point to possible negative externalities associated with maximum decentralization of services delivery, where the decisions-actions of one jurisdiction may have adverse consequences (such as traffic congestion) on their neighbors. Having a more centralized structure, this reasoning goes, allows the governing body or bodies to more appropriately internalize such externalities.

Opponents to shared or consolidated services correctly point out that decentralized systems allow localities to devise services delivery mechanisms and the taxation systems to support them that are most in line with the desires of a locality's residents and taxpayers. In addition, the smaller scale of decentralized systems facilitates the ability of municipal residents to more closely track and monitor what their local government is doing—potentially increasing the quality and efficiency of services versus the larger scale of a shared or centralized delivery system. In addition, opponents point out that there is some evidence that that many municipal services can be provided as cost effectively by smaller units of government as by larger units of government. The resulting services delivery diversity that the decentralized model affords allows residents and businesses to make more informed choices about their own individual preferences regarding municipal services and taxing structures. This alignment between individual household and business preferences regarding the role of their local government would, in turn, tend to increase societal welfare-happiness.

## 4.1 What Was Learned from Others' Experience in Vermont

Despite strong arguments on both sides of the issue, there is little experience that truly is applicable to the current status of the services delivery network in the community. For example, upon examination of the circumstances and experience with shared-consolidated services in the

[8] See Carr, Jared B. and Richard C. Feiock; 2004; City-County Consolidation and Its Alternatives: Reshaping the Local Government Landscape; M.E. Sharpe; Armonk, New York and London, England.

[9] To the extent services exhibit economies of scale potential, smaller jurisdictions will have higher costs per resident-user.

Town and Village of Waterbury, Vermont (where there was a recent move towards services sharing-consolidation) or in the Town of Northfield, Vermont (where there was a recent termination of a shared services agreement) in the end appeared to be less applicable to the current Village and Town efforts than was originally thought.

For example, the motivation driving Waterbury Town and Waterbury Village to share-consolidate was financially driven by one of the involved municipalities and did not involve a discussion between to equally positioned municipalities looking for services delivery synergies. With respect to the Northfield separation experience, the end of shared services was not based on a perceived failure of a shared-consolidated services arrangement per se. The end of the agreement appeared to be based primarily on inter-personal conflicts among the political leadership in the community. As such, neither of these experiences was thought by the Shared Services Assessment Team to be directly applicable to the Village and Town experience. **The lessons learned from the examination of that Vermont experience and what we have found in the literature was that the blueprint for success or failure of the Town of Essex and Village of Essex Junction effort would be driven by ourselves. We would primarily be guided by our strengths and weaknesses, the idiosyncrasies of our own community, and the willingness of our leaders and stakeholders for various types of services to seek to improve the overall well-being of our community.**

### 4.2 What Has Been Learned from Experience To-Date with the Unified Manager

All interviewees indicated that the experience to-date with the Unified Manager was an unqualified success. Although this manager's sharing arrangement has caused some on the Town staff to have more limited access to the Town Manager, we identified no significant impediment or negative fall-out from the first roughly eighteen months of actual experience with the decision. Certainly, at least some of the "success" is attributable to the incumbent and the leadership of the two involved Boards. However, it seems clear that as important as the persons and leaders involved with this new approach to municipal administration in the Village and Town, it is the incumbent and the leaders on both Boards that will continue to be the critically important catalyst for future steps.

## 5.0. This Study Took a Different Approach than is "Typical" for Shared or Consolidated-Services

While most studies and efforts regarding whether or not a shared-consolidated services approach makes sense tend to focus on the economic aspects of the issue,[10] this study had the singular focus of developing recommendations for improving and rationalizing the services delivery system of the community in total. If there were budget savings (e.g. from reducing the

[10] Either through cost or budget savings and/or as a source of new revenue.

administrative effort for each service) or new sources of revenue (e.g. grants) that emerge from the implementation of the recommendations, those economic or financial gains were treated as secondary impacts. This overriding services quality process objective was decided early on during the initial discussions with the Village Trustees and the Town Selectboard as the study was being designed.

This is because there are a number of non-economic reasons for the two services delivery staffs to collaborate. These were succinctly presented in a recent publication from the IBM Center for the Business of Government entitled: "A County Manager's Guide to Shared Services in Local Government," published in the Spring of 2013.[11] Although this publication was, like many others, focused on regional consolidation of municipal services systems, there were several underlying themes that are also applicable to inter-local services sharing that also make good sense for the current Village and Town services delivery assessment effort:

1. **Stimulating Innovation-Continuous Improvement**

   *Conversations between professionals on both staffs will (and already have) lead to opportunities for innovation. Such conversations get very detailed about how services currently are and should be provided. This tends to wear down concerns about the current system and shifts focus to how these services could and should be provided—leading to innovations and on-going analysis-assessments that leads to continuous system improvement.*

2. **Building on Complimentary Strengths by Sharing Knowledge and Skills**

   *The process of providing shared or consolidated services often leads to the sharing of staff expertise or specialized equipment that one community may have and the other lacks. Working together, this sharing of expertise and skills can result in the helpful exchange of idea and improve the level and quality of services in the community.*

3. **Improved Working Relationships**

   *A shared-consolidated services approach allows for free, regular, and open dialogue among services delivery staff and volunteers at all levels across municipal boundaries (e.g. not just among the legislative bodies). This regular communication can lead to better coordination and encourage new ideas that will be mutually beneficial to both the Town and Village services networks.*

4. **Improved Service Quality**

   *Working together can result in results that exceed the sum of the individual services delivery system parts working separately. The working partnerships forged by this approach, even if it does not ultimately save money, promotes stronger partnerships that result in the provision of better services to residents and taxpayers.*

[11] This was provided to the Shared Services Assessment Team by Essex Selectboard member Brad Luck.

## 5.1 What Do We Know About the Precursors to Successful Shared-Services Arrangements?

As mentioned above, the literature is thin with respect to empirical research on the implementation of shared services arrangements in government. However, one such study of note was the 2008 study conducted by the Anisfield School of Business of Rampano College of New Jersey. In that study, the authors found that the success of shared services programs is dependent upon several factors—including the strength of the leadership, effective communication, and the utilization of a phased approach. Among several findings of the authors identified through a survey of individuals and organizations involved in such efforts, they noted that the most positive result (Finding #4 of the study) regarding the implementation of a shared services approach was improved service (see below).

**Finding 4**: The most positive result of implementing shared services was "improved service."[12]

| Positive Result | Number. | Percentage |
|---|---|---|
| Improved Service | 10 | 19% |
| Increased collaboration | 7 | 13% |
| Standardized Services | 6 | 11% |
| Increased Efficiency | 4 | 7% |
| Increased Focus | 4 | 7% |
| Cost Savings | 4 | 7% |
| Consolidation of Services | 3 | 6% |
| Increased Awareness | 3 | 6% |
| Increased Constituent Support | 3 | 6% |
| Other | 10 | 19% |
| Total Response | 54 | |

By far, the most negative finding from the survey was the lack of "change management" and "political "turf wars" (see below).

**Finding 5**: The most negative result of implementing shared services was "people issues". [13]

| Negative Result | Number | Percentage. |
|---|---|---|
| People issues | 23 | 43% |
| None | 9 | 17% |
| Mistakes in Implementation | 7 | 13% |
| Increased Confusion | 5 | 10% |
| Other | 10 | 19% |
| Total Responses | 54 | |

To the Shared Services Assessment Team, the results of the interviews with the department heads, the employee survey, and discussions with the Unified Manager and the two Boards indicated to us that the

[12] Yeaton, Kathryn G.; Success Factors for Implementing Shared Services in Government; The Anisfield School of Business, Rampano College of New Jersey; 2008; Pages 17-18.

[13] Ibid; Page 18.

necessary precursors for a successful experience with a shared-services or consolidated services model for the Village and Town were firmly in place. The Unified Manager and the Department Heads all have the willingness to move forward in a way that will minimize the downside and give the greater community the opportunity to realize all of the upside associated with such a shared-services approach. Indeed, not only are the precursors in place, but the departments of each municipal entity appear to have developed significant forward momentum in that direction on their own. The chances for success in this area seem higher than they have ever been before—at least in recent memory. Success in this area seems to be within the grasp of the community if the leaders and department heads can avoid the typical pitfalls and remain focused on moving forward for the greater good for the entire community.

## 5.2 What This Shared-Consolidated Services Study Is "Not"

In the past, discussions in the Town of Essex and Village of Essex Junction regarding the re-organization of services delivery have inevitably raised concerns about municipal merger. While it is clear that the sharing of services can and in all likelihood will again raise such concerns, it is premature to engage in that discussion within the community based on this effort. Instead, this study is singularly focused on what makes sense for the effective delivery of local services to the residents and businesses within the Town of Essex and the Village of Essex Junction. Further, the findings of this study are made in the spirit of full transparency.

The members of the Shared Services Assessment Team encourage the residents and businesses in the community to review and ask questions about this study's findings which should be taken as they are presented. There are no hidden agendas or stealth efforts underway—in either direction way regarding municipal merger or municipal separation. That merger-separation issue is a broader discussion that can occur outside of this effort to that specifically looks to help organize the delivery of public services in a way that maximizes the benefit to the community and follows the broad guidelines of "smart governance."

# 6.0. Overview of the Current Services Delivery Network in the Community

Any study examining the possible sharing-consolidation of the Town and Village services providing network must begin with a description of the services-delivery network as it now stands in June of calendar year 2014. Currently, there are a total of 29 municipal services categories that exist in the community between the Town and the Village. Of that total, there are 20 services categories where there is no Village-Town services-delivery overlap. These services range from Police Services to voter registration and vital records. In addition, the community recently moved from separate Village and Town Managers to the "Unified Manager" concept. Another recent duplication reduction step took place in 2009, when the Town assumed responsibility for providing Senior Bus service to the entire Town—including the Village area. In terms of Town-Village resources expended, the most significant shared service in the community by far is the Police Department, with a 2015 budgetary expenditure level of more

than $3.9 million. The smallest shared service provided by the Town is the Health Officers budget, with 2015 budgetary expenditures of roughly $10,450.

Table 1 (below) lays out the inventory of services provided within the community organized into two categories: (1) Services that are Candidates for Shared Services Delivery Systems, and (2) Services Provided by the Town Services Delivery System for the Entire Community. Although the first category of services categories could be termed "duplicative," it is clear that many of these departments primarily serve either the Village geography or Town outside of the Village area—much like districts for those services. This is particularly true for the Planning and Zoning, the Public Works function, and Parks and Recreation—even though the latter two services clearly do benefit both Village residents and Town outside the Village residents. The listed costs associated with each function reflect total Town expenditures and Town expenditures funded by taxes to allow the reader to understand the total costs and taxpayer funded costs of each service. The difference between the two costs numbers reflect non-tax revenue sources in some services areas such as user fees for Parks and Recreation, state funding (for Public Works), grant funding (for CCTA), equitable sharing funds (for the Police Department) and similar non-tax sources.

From the Table, services that already fall into the shared category comprise $6.2 million of total budget expenditures and $5.0 million of all tax-supported spending (considering Town spending only) and include 20 of 29 service areas in the community. Overall, already shared services categories comprise 59.4% of the total expenditure budget and 64.5% of the tax-supported spending by the Town. A total of 4 of the 20 shared services categories have no direct budgetary costs associated with them—although there clearly are costs associated with these functions that are assigned to other categories (e.g. Liquor Control Board which is split between Police, Town Manager's Office and the Selectboard).

The candidates for services sharing together total 40.6% of the total budgetary spending and 35.5% of tax-supported budgeted spending in 2015 and include a total of 9 additional categories of services. Of the services categories that are candidates for shared services, the Public Works-Highways and Streets category has the largest total expenditures budget and tax-supported expenditures level (we include Stormwater, Highways and streets and public works sub-categories of spending in this service area). The Board of Civil Authority and Board of Abatement have the smallest budgetary impacts. A total of 3 of these 9 services categories have no direct costs assigned to them. These items fall within other cost categories as they do have costs. They are not currently broken out separately.

This suggests there are a number of candidate areas for services sharing. Those areas-departments will be discussed below.

| Table 1: Status of Services Delivery (as of May 2014) | | | | | |
|---|---|---|---|---|---|
| Service Description | Provided by the Village | Provided by the Town | Provided by the Town for the Village | 2015 Budgeted Expenditures ($) | 2015 Budgeted Expenditures Funded by Taxes ($) |
| **A. Services Provided by the Town to All Residents** | | | | | |
| 1 Liquor Control Board | | X | X | $ - | $ - |
| 2 Board of Health | | X | X | $ - | $ - |
| 3 Licenses (Marriage, Dog, Hunting, etc.) | | X | X | $ 225,750 | $ - |
| 4 Property Records | | X | X | $ 225,750 | $ - |
| 5 Vital records (Marriage, Deaths) | | X | X | $ 225,750 | $ - |
| 6 Voter Registration | | X | X | $ 225,750 | $ - |
| 7 Real Estate Appraisal | | X | X | $ 222,600 | $ 215,500 |
| 8 Tax Mapping | | X | X | $ - | $ - |
| 9 Emergency Planning and HazMat | | X | X | $ 48,150 | $ 46,600 |
| 10 Geographic Information Systems (GIS) | | X | X | $ 48,150 | $ 46,600 |
| 11 911 Technical Assistance-Coordination | | X | X | $ 48,150 | $ 46,600 |
| 12 Senior Bus | | X | X | $ 66,300 | $ 64,200 |
| 13 Police Department | | X | X | $ 3,888,800 | $ 3,692,700 |
| 14 Health Officers | | X | X | $ 10,450 | $ 9,500 |
| 15 Town Service officer | | X | X | $ - | $ - |
| 16 Animal Control | | X | X | $ 30,150 | $ 27,450 |
| 17 Chittenden County Transportation Authority | | X | X | $ 243,250 | $ 235,550 |
| 18 County Taxes | | X | X | $ 108,750 | $ 105,300 |
| 19 Sanitation | | X | X | $ 12,500 | $ 12,100 |
| 20 Unified Manager | | X | X | $ 526,450 | $ 455,600 |
| Sub-Total--Castegory A. | | 19 | 19 | $ 6,156,700 | $ 4,957,700 |
| **B. Services That Are Candidates for Shared Services [Town Portion of Costs ONLY]** | | | | | |
| 1 Board of Civil Authority | X | X | | $ - | $ - |
| 2 Board of Abatement | X | X | | $ - | $ - |
| 3 Elections Management | X | X | | $ 20,000 | $ 19,400 |
| 4 Planning and Zoning | X | X | | $ 426,600 | $ 359,750 |
| 5 Fire | X | X | | $ 398,650 | $ 386,000 |
| 6 Library | X | X | | $ 385,300 | $ 373,100 |
| 7 Public Works-Highways and Streets/Stormwater | X | X | | $ 2,327,850 | $ 1,063,550 |
| 8 Parks and Recreation | X | X | | $ 646,950 | $ 528,700 |
| 9 Cemetaries | X | X | | $ - | $ - |
| Sub-Total--Category B. | | | | $ 4,205,350 | $ 2,730,500 |
| Grand Total | | | | $ 10,362,050 | $ 7,688,200 |
| *Sub-Total Category A [% of Total]* | | | | *59.4%* | *64.5%* |
| *Sub-Total Category A [% of Total]* | | | | *40.6%* | *35.5%* |

## 7.0. Overview of the Process for the Study

This study and investigative effort was led by the premise that if the political barriers to decision making are removed, such as consolidating like-services, we would encourage smart governance and this would enable flexible and efficient decision making and business practice modification. This would have significant impact on the structure of the overall services model provided by the Town and the Village. Over the long-run, this reasoning goes, a shared-services or consolidated services model was the only practical way that the community could preserve the "high quality" of services currently provided to the community's residents. The study was also guided by the premise/idea of beginning the process with a unified manager approach. This approach would allow the currently separate services delivery entities to incorporate the broader communitywide

planning efforts into the assessment of NEEDED service in and across each municipality. Developing shared, forward thinking planning will allow economic improvements; foster shared community values; and a commonality of goals and objectives that would collectively result in a higher quality of services provided to households and businesses alike across the community.

## 7.1 Summary of Interviews with Department Heads

In order to get the best information, the team conducted more than 20 interviews with a variety of Village and Town stakeholders. The Shared Services Assessment Team tapped department heads of both municipalities; the President of the Board of Trustees; Chair of Town Selectboard; outgoing Village Manager; and the current Town/Village manager. These interviews were held over the course of 15 months. Each interview included a variety of questions which led to creative thinking-probing of each interviewee. Overall, it was apparent the Department heads are very dedicated to their work, their teams, and to the provision of the highest quality services to the public that they can within budget-other constraints.

Some meetings were held with both the Town and Village holder of the role simultaneously (e.g. the interview with the town planner and village planner). Some interviews were held separately—particularly if the services assessment team felt the interview process would interfere with the free and uninhibited flow of information and ideas. While not an expected result, we found an impressive amount of existing collaboration between many town and village department heads. Departments were already sharing ideas and were cooperating on at least some issues and planning efforts. It also was also evident there were operational differences in many departments. However, it was universal that if left with their ability to plan cooperatively, those departments would willingly work toward achieving shared, and in most cases complimentary goals.

## 7.2 The Questionnaire

Each department head, and others, were asked a series of 12 questions (although for some questions there were sub-questions which increased the actual total number of inquiries) designed to identify what's working, what's not working and what the future would look like. These questions enabled the interviewee to discuss what was possible and practical to bring about efficient change and/or what makes sense to bring change. Each interviewee was specifically asked about obstacles to services sharing-consolidation. The participants all talked freely about how they thought their departments were working; how the "counterpart" in either the Village or the Town was working, and how they "were" or "were not" collaborating. They freely talked about and identified areas for improvement–whether the service delivery within the community was shared-consolidated or not.

### 7.2.1 The Questions

Although the interviews were wide ranging, the shared services assessment process used a prescribed set of what we called "exploratory questions" to structure each information gathering interview. This approach was employed primarily for consistency reasons in terms of gathering

the information and data—but at the same time giving each interviewee the opportunity to elaborate on the critical service delivery issues within their department or area of responsibility. Although interviewees may have voluntarily offered information and perspective for a question before it was asked (and it was therefore not formally asked of the interviewee during the interview), the same areas of concern were covered in each session or interview conducted during the study.

The questions employed in the study included the following:

1. Do you have a to-do list?
    a. What about a "stop-doing" list?
2. In terms of your current role, what gets you jazzed up? What are you passionate about?
3. What are you, or the municipality, the best at?
4. What are you, or the municipality, not the best at?
5. Describe the core values of the municipality.
6. 
7. What is the purpose of the [municipality or board]– in your own words.
8. What is the vision for the next 3-5-10 years?
9. Where do you see the shared services model?
    a. Successful?
    b. Not working? e.g. What are the potential road blocks or pitfalls?
10. Identify current challenges in your area (department manager)?
11. Identify recent success(es) in your area (department manager)?
12. If you were to "grade" the past year's performance of the municipality/government, on an A-F scale, what would that grade be?
    a. How do you believe the residents would grade?
    b. How do we reconcile the differences?
    c. How do we get to a consistent "A"?

## 7.3 Full Survey of Village and Town Staff

The team also conducted a survey of all Village and Town staff (See Attachment 1). This survey focused on the individual as a member of the whole: decision making, awareness of department and municipality goals, team work and resource availability. The survey was provided to all staff

members with a 30% return rate. This survey, anonymous by department and staff member, showed there is disparity between departments when asked about clear goals and long term objectives for the specific department. One very positive outcome is most of the staff members in each municipality have a high level of confidence in their leadership/management and believe their leadership has a long-term vision of the department and the services it provides the community.

Survey respondents indicated they were proud of what they do and feel very much a part of the team. Respondents also noted there is a demonstrated room for improvement when it comes to encouraging employees/staff members to be innovative in their work and reward/recognize the staff for their efforts. Finally, respondents pointed out that they could also improve overall service levels by increased communication within and between departments.

## 7.4 Overview of Discussions with "Heart & Soul"

Before we conducted the in-depth interviews with key department heads and staff, we met with representatives of the Heart & Soul effort. This meeting to make sure the perspective of the Heart & Soul effort was included in the study and to communicate any shared findings from the Shared Services Study.

The goals of the Heart & Soul initiative are to identify value of the community and to engage the community in a wide ranging discussion about its future. The opportunities were to establish regular conversations of shared interest. The feeling was that the community was in a time of growth and change and the Village and the Town had the ability to strengthen what matters in the community. The focus was not on solving problems, but on identifying shared values. The Heart & Soul effort accomplished the objective of furthering a civil and in-depth conversation about the direct of the community by many different groups of stakeholders. This effort laid important groundwork for the Village and the Town to proceed towards a shared-services approach.

The Heart & Soul initiative identified six (6) core values the communities not only share, but were see as critical to ensuring positive growth and effective change in the community. These included:

**Core Values:**

- Local economy
- Health and recreation
- Community connections
- Educations
- Thoughtful growth

- Safety

Of these values, thoughtful growth and local economy have the most connection to the Service delivery study. These two values were identified as the most concerning to the communities because they were identified as needing attention "now." The Town and Village appear to agree on priorities: balance of open space along with buildings; economic development provided support and growth for business; public and alternative transportation.

Community connections also can be viewed as a link between the Heart & Soul initiative and the study. This category shows there is a need to support/develop shared services or better collaboration between village and town governments and departments. The village and town planning committees are being urged to incorporate the values into their new plans based on results of the Heart & Soul effort-work. This was an obvious link to the work of the shared-consolidated services study.

## 8.0. Summary Overview of Department Interviews/Recommendations

The following section includes summary discussion of the substance of our many interviews. These summaries also include any identified findings-recommendations by each major services delivery area within the Village and Town.

### 8.1 Unified Town Manager

As mentioned above, it was a strong consensus that the Village and Town experience with the Unified Town Manager has been a success. All interviewees were decidedly positive in terms of their initial experience with this approach. While we did hear some feedback from Town staff that their contact with the Town Manager had had to become more limited and had to be structured as the Town Manager split his time between Village responsibilities and his responsibilities with the Town, no interviewee indicated that this was a significant negative.[14] While this may no doubt be a reflection of the skills and management expertise of the incumbent unified manager and his so far overall positive interaction with the Village and Town legislative boards, this is a very important enabling factor to proceeding further toward the shared or consolidated services model. In fact, the importance of maintaining this manager-to-board dynamic and the so far positive manager-to-staff interactions in both the Village and the Town cannot be over-stated. Just as they have had to-date, both the incumbent manager and the two legislative Boards must continue to carry this level of leadership forward if the shared services approach is to continue to advance.

[14] In many ways, losing unfettered and easy access to the Town Manager by Town staff may have had the benefit of compelling some to be more deliberate in terms of their requests and needs on the Town Manager's time—perhaps even helping to improve decision-making for impacted department heads and staff.

As such, because this leadership dynamic is so critically important to the success future steps toward the shared services model, we recommend that the two Boards consider having an independent group—such as the Vermont League of Cities and Towns—conduct a review of the community's experience with the unified manager model though its first 18 months of experience. Although we tried to obtain only honest and objective opinion in our interviews about the experience with the unified manager model from department heads and staff, we recognize that there could be some bias in the comments of interviewees that may have resulted in less than fully objective and unbiased feedback on the unified manager experience. This may have occurred because interviewees thought that was what we, as the Shared Services Assessment Team, may have wanted to hear only positive feedback. This independent review should be considered in our view as an important validation step against what could be a false positive—with respect to the community's actual experience to-date with the unified manager.

Assuming affirmation of a positive outcome with respect to the unified manager experience, we recommend that a process be put in place to devise a series of next steps. The process should be inclusive of department heads and key staff, and result in consensus between the two legislative Boards[15] and the Village-Town Manager. If warranted by the outcome of the previous steps, a short-term and long-term implementation plan should be devised and implemented after review with department heads and key staff.

### 8.1.1 Suggested Action Steps:

1. Consider commissioning an independent review of the unified manager experience to-date in the community to protect against a "false positive" determination with respect to to-date experience.

2. If step 1 has a positive outcome, consider holding a joint Board workshop with the unified manager and department heads to brain-storm next steps for the shared-services model implementation.

3. Identify all statutory and charter issues with Village and Town counsel.

3. If steps 2 and 3 are undertaken, synthesize results and develop an action plan for the near-term and longer-term. Reach consensus among the legislative Boards and the manager. Include strategies for addressing all legal and charter change issues identified above.

5. Review with affected Department Heads-Senior Staff.

6. Devise implementation plan—if warranted—including any required community votes.

[15] With the legislative Boards—who are elected officials—representing the taxpayers as they often do on many issues with respect to running the two services delivery systems.

7. Develop and implement a public engagement plan for the above.

8. Consider a comprehensive review of governance issues for the community consistent with the current advances inter-municipal cooperation.

## 8.2 Finance and Administration

The meeting with Village staff occurred at the time they were sharing the vacant village manager position functions while continuing their "regular" functions: HR/Taxes/Clerk, IT, Finance. Interviewees gave the performance of the village an "A" for the value community members receives. Highlighted area for improvement overall was: helping the Village Trustees to keep from "getting to into the weeds" of day to day operations, i.e. managing process rather than allowing the specialists to get it done. They spoke of a need to better educate the citizens to understand how government was supposed to work. They also identified was an incredible sense of support between and for each department. Consolidating or at least sharing resources among Recreation Departments, Public Works, Highways, and Stormwater between the Village and Town staffs were identified as opportunities for efficiencies.

Meeting with Town pointed to opportunities to reduce the number of bills citizens have to pay in the community—reducing the current level of confusion. For example, the two finance departments are currently jointly pursuing a "one tax bill approach" that will combine village and town taxes and enterprise fund charges to be paid as one bill the same time, at either place—the Village offices or the Town offices. Overall, the Town Finance Director expressed a keen interest in harmonizing billing and accounting systems and in providing a balance between the services provided against the cost or efficiencies of those services. The Town Finance Director also suggested that a collaboration on administrative issues and planning in enterprise funds like water and sewer. It was suggested that consideration should be given to a more coordinated planning/zoning effort, and to technology—a critical enabling factor to the single billing and record-keeping. It was noted that plans have been developed to share IT infrastructure between the Town and the Village. This will allow for one platform and pave the way for ease of administration between the Town and Village departments.

### 8.2.1 Suggested Action Steps:

1. Follow through on staff suggestions to harmonize/consolidate billing and record keeping functions—which involves IT coordination to streamline.

2. Investigate the efficacy of consolidating enterprise funds and billing-recordkeeping functions for key utilities. Identify obstacles (e.g. differences in billing policies—such as minimum bills) to, and strategies, for addressing any such obstacles.

3. Investigate the ramifications of consolidation on waste water operations and existing agreements (e.g. the Tri-Town Agreement for waste water treatment). Include

consideration of the potential opportunity for the acquisition of the waste water facility on the IBM-Technology Park campus.

4. Review with affected Department Heads-Senior Staff
5. Devise implementation plan—if or as warranted
6. Review with legislative bodies—if or as warranted

## 8.3 Public Works/Streets-Highways/Storm Water

The public works, highways and storm water services area is a very complex mosaic of very high profile services for the community. Everyone wants their street plowed in the Winter and no one wants to drive on poorly maintained streets or sidewalks. High quality potable water needs to be available "on demand," and this part of the community's services delivery network is responsible for maintaining water quality in the community and beyond our borders. The Village and the Town currently perform many similar functions, but each have different systems in place to manage and supervise the delivery of these services.

During our interviews with the two public works/highway departments, several shared services synergies were identified. These included shared equipment and engineering review of capital projects. During the interviews, it was clear that both departments were concerned about sharing or consolidating services carefully, making the transition as smoothly and seamlessly as possible" because services in this category minimizing are very important to all citizens. It was pointed out by at least one interviewee that it is important to be fair and provide the same services for all. Currently, differing management and supervisory approaches, regulation in each of the municipalities tends to be roadblocks for more services sharing. There is a definite concern that merging public works/street departments would slow the response actions to the community and require the use of a different business model that may currently be in place in one or both entities. The possibility of decision making being taken away from the workers and having to wait for a shared department manager to decide will delay decisions. Public works has its hands in everything and is able to provide an immediate response to customer concerns. Perhaps it is the balance between what the residents need versus what they think they need.

However, it was also noted that the dynamics that have operated against greater sharing or consolidation of services appear to be changing. These run the range from the increasing burdens of addressing storm water issues to perhaps establishing a single department with two services districts to respect the long-standing differing cultures, and providing the opportunity for more collaboration to gradually work its way toward providing more shared services. In some utility functions, there is pre-existing debt that will have to be reconciled. The path to a consolidated approach would likely involve surcharges for users assigned to that debt. Debt

service (including principal and interest) would be paid by rates, charges, or special assessments in accordance with "best practices" approaches and state law.[16]

There is a draft plan that has been developed over the years that would, if implemented, facilitate the consolidation of at least some of these functions. If the legislative bodies supported more shared or consolidated services, there is a blueprint that could be further refined and put in place to advance the process over a relatively short period of time. Storm water has been a logical place for increased collaboration, and this could be expanded without a great deal of additional planning efforts in a way that could maintain current services packages for two public works/highway districts. Further advances could be made from there after the initial transition period.

### 8.3.1 Suggested Action Steps

1. Undertake a collaborative and comprehensive review of the most recent version of the plan to consolidate the Village and Town departments.

2. Update the plan as needed to fully-consider recent developments since the last update and potential future staffing-administrative personnel changes that could affect the consolidation effort.

3. Investigate the efficacy of utilizing a two district approach which fully-respects but advances towards harmonizing the differing services packages of Village and Town outside the Village areas.

4. Identify all fiscal potential issues associated with a consolidated department and develop a financing system that is consistent with smart governance, consistent with all applicable state laws governing user fees and charges, and financial synergies and potential impediments to a consolidated department for public works, highways and stormwater (e.g. any impact on the grants strategy for a combined department or state support for highways?).

5. Review with affected Department Heads-Senior Staff

6. Devise implementation plan—if or as warranted

7. Review with legislative bodies—if or as warranted

[16] Three is long-term infrastructure debt outstanding for the Town (which is supported by all taxpayers—including both Town and Village residents) and there will be an issuance of $3.3 million in infrastructure improvement debt supported by the Village taxpayer in July 2014. This debt will be 20 year debt and will likely have to be supported by a surcharge on taxpayers in the Village unless there was an affirmative vote by the voters outside of the Village to assume financial responsibility for this debt.

## 8.4 Fire Department

While not attributed to the actual Fire Department interviews, the merging of the two departments appears to be "an elephant in the room" to the investigators. Having two Battalion chiefs report to one manager will quickly bring these two separate departments together. An initial plan to put the two departments together exists and was drafted during an earlier round of community discussions on the subject of smart, more efficient governance.

Both Fire Chiefs indicated that, while there are cultural differences between the two departments, the opportunities for shared practices exist and that they could move in that direction. For example, cross training, operating procedures, standards for equipment, and a unified plan for equipment capital budgeting all could be addressed through a combined effort. There may be additional opportunities for grant money if the departments were consolidated.

According to our discussions, the easy part of consolidating the two departments was in the area of day to day operations. There is already an impressive amount of sharing-cooperation in meeting the community's fire protection-fire safety needs. Consolidating budgets may not be as easy as joint operations. This is mainly due to the current wage structure, expectations of station coverage, and the requirements of day to day administration.

From the interviews, it was clear that both departments struggle with acquiring/keeping trained personnel; keeping current on standards; and with obtaining needed resources to retain trained personnel. Many times, the community's departments lose well-trained personnel to other departments in Vermont and across the New England region because there are few full-time professional opportunities within the community. This is perhaps best characterized as a "cost" of having the departments structured as they currently are—particularly in the Town outside the Village.

### 8.4.1 Suggested Action Steps

1. Undertake a collaborative and comprehensive review of the most recent version of the plan to consolidate the Village and Town departments.

2. Update the plan as needed to fully-consider recent developments since the last update of that plan and with respect to future staffing-administrative personnel changes that could impact the consolidation effort.

3. Investigate the efficacy of utilizing a two district approach which fully-respects the differing approaches to fire for the Village and Town outside the Village areas—including cross training, operating procedures, standards for equipment, and a unified plan for equipment capital budgeting. Review any state or any operational-training certification impediments to a consolidated department.

4. Identify any cultural or operational impediments to consolidation and develop strategies to address them.

5. Review with affected Department Heads-Senior Staff.

6. Devise implementation plan—if warranted.

7. Review with legislative bodies—if or as warranted.

## 8.5 Parks and Recreation

The message from our interviews with Village staff, and Town Parks and Recreation staff, and the Prudential Committee pointed to the very high profile nature of programs and the many issues that would need to be dealt with to increase services sharing and perhaps consolidating programs. Interviewees pointed to how many of the programs offered by each department were more complimentary, than redundant or duplicative (although there is clearly some duplication), many times serving different populations within the community. At the same time, interviewees responded that of they were to start over from scratch to design a system for a community with roughly 22,000 residents, the current services delivery network would not be how it would be designed—assuming efficient and smart governance of programs for residents were the objectives of the system.

Currently, the largest obstacle to consolidation of programs or more shared programming is the fear that change might not be well received among users in the community. Some of this concern seemed to be grounded in "typical" fear or opposition to change of any kind from current programmatic norms. At least some of the concern about greater collaboration is tied to political concerns—that the governing or legislative bodies would not support creative thinking in this regard. This is true, even though greater sharing or cooperation might reduce confusion among users, and potentially help to protect services quality by better leveraging the best parts and competencies of both programs. One interviewee flatly stated that" "...if the Boards wanted it, it would be done."

At the present time, there is a financial issue complicating services consolidation that would need to be addressed: the final 5½ years of the Maple Street facility debt. The current loan balance is $630,000 and this debt is scheduled to be retired in December of 2019. Prior to retirement, it is likely that there will need to be two recreation-park districts where surcharges would need to be developed—consistent with state law—that would equitably spread the remaining principal and interest payments between Village taxpayers and non-Village users. In our view, this would not be a complicated process, and the entire issue would be moot within a relatively short period of 5½ years anyway.

### 8.5.1 Suggested Action Steps

1. Identify and review a list of opportunities for programmatic collaboration.

2. Investigate the efficacy of utilizing a two district approach which fully-respects the differing approaches to programs for the Village and Town outside the Village patrons, and identify any financial issues (e.g. the existing debt on the Maple Street facility) associated with a consolidated department and how to address them.

3. Identify any cultural or operational impediments to consolidation and develop strategies to address them.

5. Review with affected Department Heads-Senior Staff.

6. Devise implementation plan—if warranted.

7. Review with legislative bodies—if or as warranted.

## 8.6 Planning and Zoning

The overarching message from these interviews is there does not appear to be consistent values between the Town and Village. Interviewees indicated that there were definite synergies to be had by combining parts if not all of the Town and Village planning and zoning functions. Interviewees indicated this would be particularly helpful to aid in forward thinking and planning. A challenge is how to keep things alive by having constant community ideas flowing and provide channels for consistent communication from, and to, the community. This ties with the obligation to have increased and continuous public outreach to gain insight on what the community wants and needs. There is a need to help the Boards to be policy makers, NOT detail managers. Interviewees also indicated there is a need for more holistic approach to green spaces; walking/biking paths and safe routes to schools.

Efficiencies identified: sharing the town engineer; sharing the village grant writer and write grants for shared improvements (e.g. for the CCMPO sidewalk program?). Regulation can be a challenge. There are different rules and regulations that each municipality follows. However, these challenges do not seem insurmountable.

In the services review team's view, this could be perhaps most effectively dealt with by establishing two planning districts within the community—just as there are now within the two individual municipalities. Once the plan for the Village Planning District was passed, this plan would be automatically incorporated into the plan for the entire Town of Essex as a community—similar to the way the "approved" Transportation Improvement Plan for the Chittenden County Metropolitan Planning Organization (CCMPO) is incorporated into the Transportation Improvement Plan for the State of Vermont as a whole. The community also could investigate the efficacy of establishing a separate Planning Commission and Development Review Board—with commissioners from each planning commission self-selecting (with legislative boards' approval) based on their interest in planning versus development review.

### 8.6.1 Suggested Action Steps

1. Identify and review a list of opportunities for greater Village and Town outside of the Village planning and development review collaboration. Examine the pros and cons of a single grant writer for a consolidated community development effort—both inside and outside a prospective Village planning district.

2. Investigate the efficacy of utilizing a two planning district approach—one for the Village zone and one for the Town outside the Village zone—which incorporates the differing character and differing approaches to programs to planning and development for the Village and Town outside the Village.

3. Investigate the efficacy of utilizing a separate Planning Commission-Development Review Board model for a shard services approach. Allow current Planning Commissioners in each zone to self-select based on incumbent commissioners' interest in either planning or development review functions for the community.

5. Review with affected Department Heads-Senior Staff.

6. Devise implementation plan—if warranted.

7. Review with legislative bodies—if or as warranted.

## 8.7 Library

Based on our interviews, the libraries self-identify more as individual services than as combined or shared resources for the community. Both are culturally different and have different degrees of staff, money, and visitors. The Village library (Brownell) is in the center of the village and most community members can walk if they reside within the Village. Many Brownell users do not even know they are able to use the Town library (Essex Free). Town library users generally drive/ride a bike.

While both see themselves as the "heart of the community" both offer different resources to the community. Brownell has a very large community room available to provide programs that reach a large group of people all at once. This room can also be used for organizations not connected with the library. Essex Free library offers creative writing workshops in schools and at the library and has language learning software available for patrons.

At this point, infrastructure appears to be a major roadblock to a shared or consolidated services approach. This infrastructure takes several forms: (1): separate boards, (2) different staffing levels and resource requirements (budgets), as well as (3) an apparent the desire to continue to be different. This appears to be based on "tradition" and "physical distance" between the two libraries—both of which were identified as major pitfalls to combining these two important community services providers. On the other side of the coin, both organizations expressed a desire and shared interest in having more joint/shared programs for the communities; team

building for staff, and for sharing staff. This may be indicative of an important initial step towards greater cooperation for this important part of the community services asset base.

### 8.7.1 Suggested Action Steps

1. Identify and review a list of opportunities for programmatic collaboration.
2. Identify any cultural or operational impediments to consolidation of programs and develop strategies to address them.
5. Review with affected Department Heads-Senior Staff.
6. Devise implementation plan—if warranted.
7. Review with legislative bodies—if or as warranted.

## 8.8 Other

There are a number of additional Boards and Commissions that were beyond the scope of this study that would require some additional thought. Our study did not include those aspects of shared services or consolidation. Our approach is that there is nothing in those areas that appear to be impediments to greater shared or consolidated services. There are others, such as the Board of Civil Authority, which would need to be addressed as part of broader discussions regarding any changes in governance that may arise subsequent to this current shared-consolidated services investigation.

### 8.8.1 Suggested Action Steps

1. Identify and review a list of opportunities for Board oversight and responsibilities streamlining.
2. Identify any cultural or operational impediments to consolidation of programs and develop strategies to address them.
3. Identify any statutory or legal obstacles to re-organizing and realigning responsibilities for a consolidated services model.
4. Review with affected Department Heads-Senior Staff.
5. Devise implementation plan—if warranted.
6. Review with legislative bodies—if or as warranted.

## Attachment 1: Results of the Employee Survey

# Services Managment Review

SurveyMonkey

## 1. I have confidence in the leadership of this organization

| | Response Percent | Response Count |
|---|---|---|
| Always | 20.0% | 8 |
| **Almost Always** | **60.0%** | **24** |
| Sometimes | 15.0% | 6 |
| Almost Never | 2.5% | 1 |
| Never | 2.5% | 1 |
| NA | 0.0% | 0 |
| | **answered question** | **40** |
| | **skipped question** | **0** |

## 2. Leaders have long-term vision for the department and the community

| | Response Percent | Response Count |
|---|---|---|
| Always | 12.5% | 5 |
| **Almost Always** | **55.0%** | **22** |
| Sometimes | 17.5% | 7 |
| Almost Never | 7.5% | 3 |
| Never | 2.5% | 1 |
| NA | 5.0% | 2 |
| | **answered question** | **40** |
| | **skipped question** | **0** |

## 3. Information is widely shared so that everyone can get the information he/she needs when needed

| | Response Percent | Response Count |
|---|---|---|
| Always | 12.5% | 5 |
| Almost Always | 40.0% | 16 |
| **Sometimes** | **45.0%** | **18** |
| Almost Never | 2.5% | 1 |
| Never | 0.0% | 0 |
| NA | 0.0% | 0 |
| | **answered question** | **40** |
| | **skipped question** | **0** |

## 4. Innovation and risk taking are encouraged and rewarded

| | Response Percent | Response Count |
|---|---|---|
| Always | 2.5% | 1 |
| Almost Always | 27.5% | 11 |
| **Sometimes** | **52.5%** | **21** |
| Almost Never | 10.0% | 4 |
| Never | 2.5% | 1 |
| NA | 5.0% | 2 |
| | **answered question** | **40** |
| | **skipped question** | **0** |

## 5. When disagreements occur, we work hard to achieve "win-win" solutions

| | Response Percent | Response Count |
|---|---|---|
| Always | 17.5% | 7 |
| Almost Always | 37.5% | 15 |
| **Sometimes** | **40.0%** | **16** |
| Almost Never | 2.5% | 1 |
| Never | 0.0% | 0 |
| NA | 2.5% | 1 |
| | **answered question** | **40** |
| | **skipped question** | **0** |

## 6. It is easy to reach consensus, even on difficult issues

| | Response Percent | Response Count |
|---|---|---|
| Always | 0.0% | 0 |
| Almost Always | 42.5% | 17 |
| **Sometimes** | **47.5%** | **19** |
| Almost Never | 5.0% | 2 |
| Never | 0.0% | 0 |
| NA | 5.0% | 2 |
| | **answered question** | **40** |
| | **skipped question** | **0** |

## 7. Decisions are usually made at the level where the best information is available

| | Response Percent | Response Count |
|---|---|---|
| Always | 7.5% | 3 |
| **Almost Always** | **47.5%** | **19** |
| Sometimes | 32.5% | 13 |
| Almost Never | 5.0% | 2 |
| Never | 0.0% | 0 |
| NA | 7.5% | 3 |
| | **answered question** | **40** |
| | **skipped question** | **0** |

## 8. Lots of things "fall between the cracks"

| | Response Percent | Response Count |
|---|---|---|
| Always | 0.0% | 0 |
| Almost Always | 0.0% | 0 |
| **Sometimes** | **55.0%** | **22** |
| Almost Never | 37.5% | 15 |
| Never | 5.0% | 2 |
| NA | 2.5% | 1 |
| | **answered question** | **40** |
| | **skipped question** | **0** |

## 9. I feel part of a team working toward a shared goal

| | Response Percent | Response Count |
|---|---|---|
| Always | 15.0% | 6 |
| **Almost Always** | **47.5%** | **19** |
| Sometimes | 35.0% | 14 |
| Almost Never | 2.5% | 1 |
| Never | 0.0% | 0 |
| NA | 0.0% | 0 |
| | **answered question** | **40** |
| | **skipped question** | **0** |

## 10. I have a clear understanding of my job roles and responsibilities are

| | Response Percent | Response Count |
|---|---|---|
| **Always** | **52.5%** | **21** |
| Almost Always | 42.5% | 17 |
| Sometimes | 2.5% | 1 |
| Almost Never | 2.5% | 1 |
| Never | 0.0% | 0 |
| NA | 0.0% | 0 |
| | **answered question** | **40** |
| | **skipped question** | **0** |

## 11. I understand the importance of my role to the success of the department

| | Response Percent | Response Count |
|---|---|---|
| **Always** | **55.0%** | **22** |
| Almost Always | 40.0% | 16 |
| Sometimes | 2.5% | 1 |
| Almost Never | 2.5% | 1 |
| Never | 0.0% | 0 |
| NA | 0.0% | 0 |
| | **answered question** | **40** |
| | **skipped question** | **0** |

## 12. Quality is a top priority with this organization

| | Response Percent | Response Count |
|---|---|---|
| **Always** | **46.2%** | **18** |
| Almost Always | 43.6% | 17 |
| Sometimes | 10.3% | 4 |
| Almost Never | 0.0% | 0 |
| Never | 0.0% | 0 |
| NA | 0.0% | 0 |
| | **answered question** | **39** |
| | **skipped question** | **1** |

## 13. Safety is a top priority with this organization

| | | Response Percent | Response Count |
|---|---|---|---|
| **Always** |  | **52.5%** | **21** |
| Almost Always |  | 40.0% | 16 |
| Sometimes |  | 5.0% | 2 |
| Almost Never | | 0.0% | 0 |
| Never | | 0.0% | 0 |
| NA |  | 2.5% | 1 |
| | | **answered question** | **40** |
| | | **skipped question** | **0** |

Patrick Scheidel
Municipal Manager
PatS@essexjunction.org

2 Lincoln Street
Essex Junction, VT 05452
www.essexjunction.org

Office: (802) 878-6944
Fax: (802) 878-6946

# MEMORANDUM

**TO:** Village Trustees
**FROM:** Pat Scheidel, Municipal Manager PCS
**DATE:** July 22, 2014
**SUBJECT:** Manager's Report/81 Main Street

## Issue

The issue is to inform the Trustees of the Selectboard's discussions regarding the use of 81 Main Street after the police department leaves.

## Discussion

For the last two months we have been evaluating the town municipal building and options available upon the departure of the police department. There has also been a search for available resources to pay for infrastructure repairs and to bring the building into a code-compliant condition. The only criteria the Selectboard has stated thus far is the status quo is not acceptable and neither is a bond issue. Existing available funds will be utilized for improvements.

## Cost

There is no cost associated with this issue.

## Recommendation

The attached is for information purposes only.

# Memorandum

TO: Patrick C. Scheidel, Town Manager
FROM: Dennis Lutz, P.E., Public Works
DATE: 6 June 2014 (UPDATED 9 July 2014)
SUBJECT: Building Issues for the Town (REVISED)

At the recent Selectboard meeting this week, direction was given to look into some other potential building options for the Town (and possibly Village) beyond the study that was done for the building at 81 Main Street. Based on their input and discussions with you, I suggest the following actions be taken:

1) Expand the Scott and Partners Contract to include:
    a. An update of the 2005 study done for the Village looking at Lincoln Hall. The intent of this work is not only to update costs but to utilize the information recently developed by that firm in the 81 Main Street Report. This would include space requirements, vault, parking, etc.
    ADDED 9 July 2014: A report dated 7/1/2014 from Scott and Partners with a worksheet on estimated costs is attached. The cost estimate is $2,323,841.
    b. An identification of the infrastructure repair costs at 81 Main Street that would have to be incurred by any prospective buyer to utilize the building (i.e., elevator access to the second floor, new roof, handicapped bathrooms, new heating and ventilating system, etc.). This information is needed to estimate the potential sale value of the building if the building were to be reused.
    ADDED 9 July 2014: A cost worksheet dated 7/1/2014 from Scott and Partners on estimated costs to bring the building into a code-compliant condition to sell is attached. The cost estimate is $861,163. In addition, information is provided relative to Village zoning at the 81 Main Street site.

(NOTE: Per our verbal discussion, I contacted John Alden and authorized him to proceed with this work. The expectation is that he will provide the Town with this information in time for consideration by the Selectboard at their July 14th meeting). Done.

2) Develop an appraised value for the 81 Main Street property.
    a. The Town appraiser can develop this estimate of value both for the raw property and for the value of the building and associated infrastructure (parking lots).
    Added 9 July 2014: The Town appraiser has provided estimated values in an attachment to this memorandum.
    b. For the combined property and building value, the costs from Scott and Partners to repair the building would have to be subtracted.

c. Two values would then be available -- One for the land and associated parking lot (mainly with respect to the parking area off Densmore Drive) and a second for the value of the lot with the building minus repair costs. This will provide a range of values.
d. Finally, the derived values should be generally checked for being in the right range by verification with a third party (prospective purchasers).
Discussions have been held with a third party but no action has yet been taken to obtain this information.

3) Identify long-term lease costs and potential spaces that might be available if the Town were to sell 81 Main Street and lease space for a period of 10 to 20 years. From discussions with the Town appraiser, he would be able to assist with this effort through outside contacts with commercial realtors. This can also be checked with local developers who do this type of building occupancy. This effort would be similar to what was done with the police station in South Burlington.
Discussions have been held with a third party but no action has yet been taken to obtain this information. However, the Town appraiser has indicated that lease/rental costs for commercial space in buildings that are up to code are between $8 and $12 per square foot.

4) Assemble a small committee of five to seven people, to be appointed by the Selectboard to review the work that has been done, to identify any flaws in the analysis and to recommend a course of action.*1
a. It is recommended that at least one member of the committee be a Selectboard member familiar with building construction and at least one member be a Town staff person to help coordinate actions and findings.
b. It is also recommended that the Committee be given a short time frame in which to provide a recommendation to the Selectboard. The intent would be to have a recommendation to the Selectboard not later than 1 October 2014.

*1 NOTE: An important element in the discussion is whether or not the Selectboard would be willing to go to the voters for long term funding, separate from the funds that appear to be currently available. If there is an upper limit on funding (i.e., use only currently available funding), then that issue will drive any decision and there may not be a need for exploration of alternatives that are not affordable.

Summary: Staff has assembled almost all of the information requested by the Selectboard and is looking for direction on the next steps to be taken to resolve the space and conditions issues at 81 Main Street. It appears that the option to rehabilitate 81 Main Street is the only viable option within the cost constraints of available funds unless long term funding (bond vote for added funds) is deemed a viable option to be pursued.


# ESSEX TOWN OFFICES - 81 MAIN STREET

**FACILITY PLANNING ASSESSMENT**
**April 8, 2014**

SCOTT + PARTNERS
ARCHITECTURE

# FACILITY PLANNING ASSESSMENT
# ESSEX TOWN OFFICES

81 MAIN STREET
ESSEX JUNCTION, VT

Contents

---



SCOTT + PARTNERS
ARCHITECTURE

SCOTT + PARTNERS ARCHITECTURE 20 MAIN ST. ESSEX JUNCTION, VT 05452
P 802.879.5153
F 802.872.2764
SCOTTPARTNERS.COM

# Facility Planning Assessment Final

**Project: 81 Main Street – Essex Town Offices** **Issue Date: 4/7/2014**

## Overview:

The goal of this study is to assess the potential for accommodating the Essex Town Office function at the existing 81 Main Street location. The study will address the existing Town Office space and the space currently in use by the Police Department, parking and site amenities. It is expected that certain improvements will be necessary and timely at this juncture to keep the facility viable for Town use well into the future. This report will identify code and use required improvements and present several options with costs for consideration. The options have been selected as the three most likely scenarios to address the required Town Hall function for the foreseeable future.

## Study Options:

Option 1: "Minor Addition" Renovate with limited expansion for elevator and vault: spend approximately $1 million of existing resources and other funds as necessary to remodel the Police Department square footage, expand the vault, add an elevator and make other limited improvements.

Option 2: Remodel with a bond-vote. Expand on site to accommodate the desired program. Correct all known deficiencies including shell, Mechanical and Electrical systems. A larger addition is envisioned with opportunity to modify meeting room capacity, roof lines and overall building appearance.

Option 3: If the existing building is not suitable for improvement, demolish the existing structure and rebuild a new Town Hall on the existing site. Meet all program requirements and meet or exceed current building codes.

## Summary of Study Findings:

After a thorough review and analysis of the building and major systems, we find that the existing facility is fundamentally sound and well situated to serve its intended purpose. After the Police Department vacates the site, the building and site can be renovated to provide adequate space for most Town Office functions with sufficient parking to provide for all but the largest public meetings. Based on the verified Town Office space needs and the required existing conditions and code improvements, either Option 1 or Option 2 will satisfy the project goals without a full tear down and rebuild (Option 3).

The major differences between Option 1 and Option 2 are the size of an on-site Public Meeting Room and number of offices. Selecting Option 1 does not preclude future construction of the additional option 2 spaces. Option 2 provides more opportunity to update systems and to alter the appearance of the building. However, Option 2 will be almost twice as expensive as Option 1. See drawings and Probable Cost Worksheets in Appendix A.

In both remodeling Options, the vast majority of the proposed work falls into four categories:

- Work to remodel the space vacated by the Police;
- Work to address code deficiencies (ADA-Accessibility including bathrooms and an elevator), Life Safety, Mechanical and Electrical);
- Vault expansion;
- Building Systems upgrades to improve efficiency or address deferred maintenance (Mechanical, Electrical, Plumbing, Fire Protection, and Roofing/moisture mitigation).

Based on our assessment of the building, the opportunity presented by the departure of the Police Department is ideal for addressing deferred maintenance and code improvements. The "swing space" presented by the Police square footage will allowing the ongoing use of the building which will limit the disruption and impact a renovation would otherwise have on daily operations. Current remodeling plans also keep the vault intact, further reducing expense and stress of temporarily relocating the contents while work is done.

**Probable Option Costs:** see detailed breakdowns in the Appendix.

| | |
|---|---|
| Option 1 – Renovation and Minor Addition: | $1.64 Million |
| Option 2 – Renovation and Large Addition: | $2.90 Million |
| Option 3 – Demolish and Build New on Same Site: | $4.73 Million |

**Zoning Review:**

The Town Office parcel is 1.9 acres in size with Indian Brook, an impaired waterway, running through the middle. The Town office building with parking sits at the south end of site. Site improvements include the Town Office building, several outbuildings for storage and police impound use and paved parking. Presently, the building is shared by the Town of Essex Municipal Offices and the Police Department. The police use roughly 2,000sf of the building's 7,470sf. Additional parking is located on the north side of Indian Brook. A site plan is included in the Appendix.

The building itself was originally built as a metal framed, one story gas-service station. It was subsequently modified to be 2 stories and converted to offices by Kessel-Duff, a design-build firm. In 1982, a vault was added, and the building became the Town Offices and Police Station. It has received only minor modifications since then, most recently a siding and trim replacement in 2008.

Zoning: Subject to regulations in the Village of Essex Junction LDC, Section 609: Residential Office District(R-O) and Section 616: Professional Office Overlay District. Character of the District is intended to be Office use/conversions that do not disrupt the generally residential character of the District. The overlay section adds language to clarify that existing offices in the district (that were not residential in nature to start with) may be developed or improved. Proposed changes must be reviewed by the Essex Junction Planning Commission for compatibility with surrounding office use, hours of operation, and surrounding residential use. Expansion of the Town Office use on this site would appear to be allowable on the basis that the use is already in place and no changes would be expected to hours of operation or type of activity. In fact, it should be argued that, with the Police Department leaving, hours of operation and conditions that might lead to potential disturbances will be greatly improved for the surrounding neighbors. Other reviewable conditions of the overlay district include lighting, screening of parking lots and design of structures to be compatible with surrounding structures. There would appear to be

significant leeway for improvements to this building as evidenced by its current appearance and that of surrounding structures.

Zoning details: Section 609 - Key elements:

- Lot Size - must be 7,500sf minimum; the existing lot is 82,959sf or 1.9 acres.
- Zoning allows up to 40% lot coverage. Currently, the building, walkways and parking account for 28,500sf, or 34% lot coverage. Therefore, an additional 4,683sf of lot coverage is available to support an addition and or parking. Some of the proposed addition will be on existing paved areas. A total net impervious surface coverage of 1,125sf is proposed with Option 1 and 2,655sf for Option 2 (both exclusive of any change to parking).
- Setbacks – Front = 20', Side = 8', Rear = no listing.
- Parking: Professional Office: 3.5/1,000gsf (9'x18' spaces). At proposed full build out of 12,400gsf, the parking count generated = 43 spaces. This appears adequate except for major public meetings. The relatively small size of the existing meeting room is more of a problem than the parking and these issues can be addressed with the use of alternate venues for large meetings. Only 2 parking spaces will be lost in Option 1, and 9 spaces in option 2. This parking can be replaced by re-purposing currently paved areas used for police parking and sally port activities to the south and east.
    - There are 26 parking spaces now on the south side of Indian Brook. There are 17 parking spaces on the north side of the brook for a total of 43 spaces.
    - It must be noted that the existing parking to the rear of the building (east) includes a leased strip of land. The edge of pavement at the east edge of the drive lane = the property line. The row of parking east of the pavement is leased. As the police outbuildings and parking lot use disappear, there will be significantly more parking available for Town Office use (estimated additional 10-15 spaces). We recommend that the lease arrangement be reviewed as it will likely need to be maintained to provide adequate parking.
- Building Height: 35' allowed. Existing/proposed = varies with schemes, but will be under the 35' allowed in all cases.

**Building Code Analysis - Summary:**

Reviewing the existing building for compliance with the VT State Fire and Building Safety Code, 2012, including the Federal ADA Accessibility Rules and the VT State Access Rules, there are several key issues.

1. Elevator access is required to the upper floor. Program accessibility (making programs and services accessible through various accommodations to keep people from need to access the second floor) is inconsistent with the desired function of this public building and not in compliance with the ADA rules which have been in effect since 1991. Full elevator access to the second floor should be part of any continued use of this facility. It has been incorporated into all schemes prepared during this study.

2. Exits: This two story office building currently has two un-enclosed interior stairs serving the upper level and each leading to at-grade exits. There is no connection between the police and town office uses at the first floor, but the spaces are open to each other (no legitimate fire separation)

on the second floor. In the VT State Fire and Building Safety Code, there is an exception for unenclosed exits serving no more than 2 stories in a single tenant building.

3. Sprinkler system: The building is not sprinkled now. In expansion scenarios, to meet the exit requirements, the facility will need to enclose the stairways or be fully sprinkled. In Option 1, where cost and extent of modification are the drivers, it will be less disruptive and less expensive to enclose the stairways. However, in the more involved Option 2, to provide a higher degree of structure and contents protection, we recommend that a full sprinkler system be installed. This will require a new, larger waterline be brought in from the street and a larger water service entrance closet be dedicated to this system. Additional space requirements for piping distribution will also be necessary affecting all rooms and ceilings. In both Options, we recommend that the vault be covered by a gas canister system (FM-200 Clean Agent system- no water).

Generally, with the addition of an elevator, accessible bathrooms, a sprinkler system and improved mechanical ventilation, the facility can brought into compliance with current codes and provide a safe and accessible work environment for the years ahead. A full code review summary can be found the appendix.

**Building Systems - Summary:**

Reviewing the existing building for compliance with the VT State Fire and Building Safety Code, 2012, including the Federal ADA Accessibility Rules and the VT State Access Rules, there are several key issues.

1. Architectural Exterior: skin components are in relatively good condition after a recent siding upgrade in 2008. While not replaced, the windows are a reasonably good commercial slider type and can remain serviceable until the next major exterior overhaul. Additional air-sealing and joint caulking can be done to improve air-infiltration. Problem areas needing immediate attention are the roof and exterior drainage/building foundation/sill details. There are several known and intermittently active roof leaks near the vault roof tie-in and around penetrations and rooftop equipment. The roof should be completely replaced and all flashings checked and likely replaced. Water management, downspouts and perimeter drainage should be improved to get water off the roof and away from the building. Water collection/grey water management systems could be investigated for improved sustainability and systems integration.

2. Interior: The building interior is tired, cramped and showing the strain of overcrowding. Systems are taxed to their limit and many have been in extended well beyond their expected service life. Carpets are worn, walls and finishes are mismatched and irregular, doors and hardware are narrow and not code compliant. Ongoing leaks and water infiltration issues have resulted in reoccurring odors and moisture related concerns. Stairs are steep and difficult to negotiate. No elevator access exists to the second floor and no fully accessible bathrooms are provided. Operational deficiencies also include a lack of functional space, privacy and meeting space. And most importantly, the vault is at capacity and needs to be expanded. A number of space issues can be improved when the police square footage becomes available. However, it will require some thoughtful remodeling to best capture the utility of that space. To meet current and future needs of the Town, we recommend consideration of Option 1 at a minimum and Option 2 if possible. With the Police moving out, now is the most opportune time to make the necessary improvements in space use, code compliance and support systems. The plans and cost worksheets outline the recommended improvements.

3. Mechanical: Improvements to the heating/cooling and ventilating system are necessary to meet necessary indoor air quality requirements. Many components are beyond their useful service life or not operating to proper effectiveness/efficiency. We recommend making strategic modifications to the equipment and distribution systems. Refer to the Mechanical report in the Appendix.

4. Electrical: Like the mechanical equipment, much of the main service gear is beyond its useful life expectancy. There are many wires and patch cables above the ceiling that are of unknown origin and use. We recommend that a full evaluation of branch circuits be performed and non-functional wiring be removed. Main panels should be replaced. Sub-panels and terminal devices may be reused where they support the proposed remodeling. See full report in the MEP analysis in the Appendix.

5. Structural: the main components of the building include a steel frame, trusses and wood framing which has been modified at least once and supplemented several times over the years. Given the nature of the proposed additions, the small northerly addition presently housing the entry and main stair is recommended to be rebuilt in order to accommodate a larger stair and elevator. This area, including the infill section between the stair and the vault has historically been a source of moisture intrusion and odor. We can resolve all issues with the rebuilding of this section. Other findings and recommendations are included in the structural report in the Appendix.

**Appendix - Attachments:**

- Building Program (Functional Space Requirements)
- Plans: Site Plan, Existing Building Plans, Proposed Plans for Options 1 and 2
- Probable Cost Worksheets for Options 1, 2 and 3.
- Structural, Mechanical, and Electrical Assessments.
- Building Code Analysis

John B. Alden, AIA
Principal

SCOTT + PARTNERS
ARCHITECTURE

# ESSEX TOWN OFFICES

# FACILITY ASSESSMENT

## APPENDIX

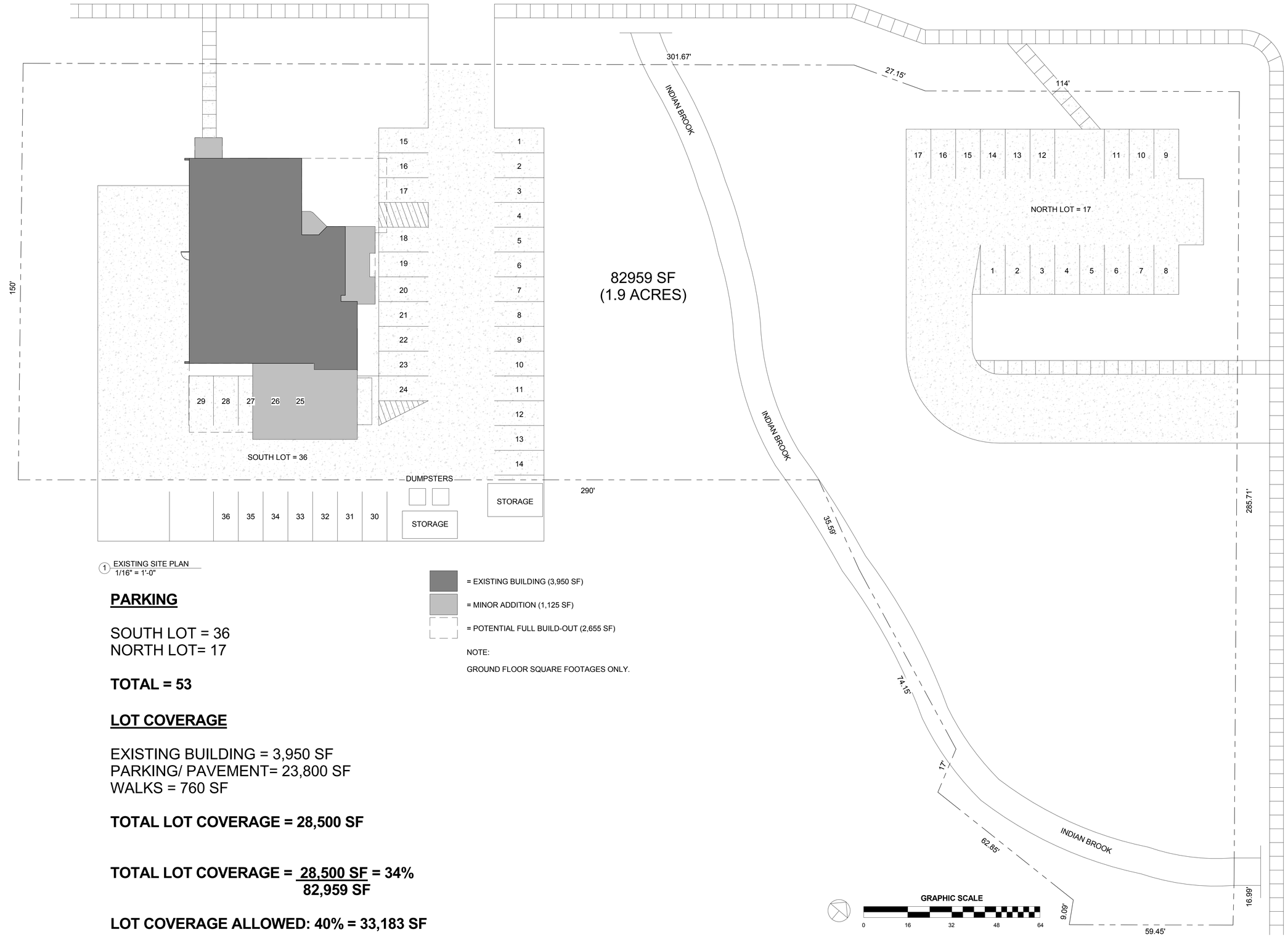
## REFERENCE DOCUMENTS

SCOTT + PARTNERS
ARCHITECTURE

# Town Offices Program
## and Space Allocation



| | Space /Activity | Staff - Now | Description/Requirements | Adjacency Requirements | Proposed Location | Current Area | 2014 Program Minor Expansion | 2014 Program Major Expansion | 2004 Program (New Bldg) | Remarks |
|---|---|---|---|---|---|---|---|---|---|---|
| | **Town Clerk** | | | | | | | | | |
| Town Clerk | Clerk- Open Office | 2 | 2 work stations, counter, view of entry, file security | Vault, Public Work Room, Title Research | Main Level | 300 | 529 | 514 | 590 | |
| | Town Clerk- Office | 1 | enclosed office | Vault, Public Work Room, Title Research | Main Level | 96 | 107 | 94 | 168 | |
| | Public Work Room | | | Clerk's Office, Vault | Main Level | 0 | 149 | 128 | 278 | |
| | Title Research/ Conference Room | | work area, meetings, seats 12, counter | Clerk's Office, Vault | Main Level | 0 | (Clerk-Open) | (Clerk-Open) | 300 | |
| | Reception / Waiting | | Seating area for waiting visitors | Entry/ Town Clerk | Main Level | 0 | (Clerk-Open) | (Clerk-Open) | 100 | |
| | Office Storage | | Supplies closet | Town Clerk's Office | Main Level | 100 | 20 | 61 | 90 | extra storage in current vault |
| | Vault - 6 hour rated | | requires workspace and clerk's control | records research area | Main Level | 372 | 905 | 1,007 | 850 | |
| | Finance Office | 2 | 2 workstations | town clerk | Main Level | 130 | 267 | 294 | 180 | |
| | Finance Director | 1 | enclosed office | Finance office, clerk, town mgr | Main Level | 93 | 153 | 159 | 180 | |
| | Future Offices | | | Finance, Clerk | Main Level | 0 | 0 | 584 | | |
| | File room | | filing cabinets | Finance office, clerk, town mgr | Main Level | 0 | 372 | 372 | 98 | repurpose current vault |
| | **Town Clerk Area** | | | | | **1,091** | **2,502** | **3,213** | **2,834** | |
| Assessor | Assessor | 1 | enclosed office for meetings | Public, Town Clerk | 1st | 115 | 117 | 146 | 140 | |
| | Open office, records | 2 | staff space, public research, records storage | Assessor, Mapping | 1st | 183 | 200 | 357 | 400 | |
| | Appraiser (future) | fut | enclosed office | assessor, planning, records | varies | 0 | CONF 110 | 86 | 100 | |
| | Records | | filing cabinets | assessor | 1st | 0 | in open | in open | 120 | files in open office |
| | copier | | isolated copy area (noise) | assessor | 1st | 0 | in open | in open | 50 | |
| | **Assessor Area** | | | | | **298** | **317** | **589** | **810** | |
| Community Development | Open Office area | 1 | Public- layout table, copies | Public, Zoning Assistant, Planner | 2nd fl | 196 | 321 | 458 | 400 | |
| | Development Director | 1 | enclosed office, mtg space | Public, Planning + Zoning | 2nd fl | 106 | 106 | 144 | 140 | |
| | Zoning administator | 1 | enclosed office, mtg space | Public, planning | 2nd fl | 104 | 104 | 128 | 120 | |
| | Town Planner | 1 | enclosed office, mtg space | | 2nd fl | 87 | 87 | 96 | 100 | |
| | Conference Room/Fut | | conference, meeting | Planning and zoning | 2nd fl | 0 | 110 | 92 | 100 | Conf.--> Fut. Appraisers |
| | Work Room | | work room, layout, meeting | Planning and zoning | 2nd fl | 0 | GIS | in open | 160 | Layout tables in GIS |
| | Mapping, GIS | 1 | CAD drafting station, flat files, maps layout and storage | assessor, planning, records | 2nd fl | 200 | 332 | 292 | 280 | |
| | Flat Files | | records, flat files | Mapping, planning, zoning | 2nd fl | 42 | 42 | 42 | 200 | Large Flat Files in GIS |
| | **Planning and Zoning** | | | | | **735** | **1,102** | **1,252** | **1,500** | |
| Parks & Rec | Recreation Director | 1 | enclosed office | Rec office | 1st | 90 | 90 | 208 | 150 | |
| | Administrator Office | 1 | | All Departments Public | 1st | 80 | in open | in 364 | 100 | |
| | Grant administrator | fut | | | 1st | 0 | in open | in 364 | 100 | |
| | Open Rec Office | 1 | sign-ups, group work | Street access | 1st | 90 | 338 | 776 | 450 | should be on grade level by entry |
| | Rec storage | | space for program equip not kept elsewhere | Rec office | 1st | 0 | 100 | in 364 | 20 | |
| | **Parks & Rec** | | | | | **260** | **528** | **528** | **820** | |
| Town Manager - Administrative | Town Manager | 1 | enclosed office, mtg space | All Departments Public | 2nd fl | 244 | 212 | 389 | 200 | |
| | Assist. Town Mgr | 1 | enclosed office, mtg space | All Depts, Town Mgr. | 2nd fl | 94 | 116 | 146 | 140 | |
| | Admin Assistant | 1 | open office, reception | Administrators | 2nd fl | 94 | 94 | 146 | 600 | |
| | Economic Development | fut | enclosed office | Town Mgr | 2nd fl | 0 | future | 131 | 100 | |
| | IT staff | fut | office, work area | All Departments | 2nd fl | 0 | 117 | 219 | 100 | |
| | Future Staff/work | fut | office, work area | All Departments | 2nd fl | 0 | 104 | 600 | 100 | 3 offices in Major reno |
| | Conference Room | | seats 12, some cabinets, coffee | All Departments | 2nd fl | 0 | -- | 210 | 240 | |
| | Break Room/kit | | staff area, kitchenette | All Departments | 2nd fl | 54 | 135 | 166 | 300 | |
| | Bathrooms | | staff, some public | All Departments | 2nd fl | 72 | 129 | 284 | 350 | M/W on each floor, 1 shower |
| | Files | | filing cabinets | Managers | 2nd fl | 43 | 58 | 97 | 300 | |
| | **Administration Area** | | | | | **601** | **965** | **2,388** | **2,430** | |
| Public | Public (Meeting) Space | | large meeting room, multi-media, ADA access | Public entry, bathrooms | Main Level | 577 | 577 | 1,116 | 2,000 | divide in to two rooms |
| | Chairs, storage | | storage for chairs, tables, voting equipment | meeting room | | 0 | -- | 54 | 300 | |
| | Lobby | | break-out space | | Main Level | 200 | 482 | 587 | 1,400 | |
| | vestibule | | air-lock | main entry | Main Level | 50 | 57 | 53 | 70 | 2 (rec entry and main entry) |
| | Closets / Storage | | | All Departments | varies | 15 | 90 | 200 | 200 | several dispursed locations |
| | Toilets | | men/women, accessible | by Meeting/lobby | Main Level | 138 | 168 | 196 | 420 | Minor= add one unisex ea. floor<br>Full =2 unisex on 1st, 1 on 2nd |
| | Trash, Recycle | | near exits | protetected from exits | | 0 | 20 | 48 | 100 | |
| | Janitor | | Mop sink, Supplies | | Main Level | 4 | 6 | 21 | 75 | one on each floor |
| | **Public General Use Area** | | | | | **984** | **1,400** | **2,275** | **4,565** | |
| | **Total Net Program Area** | | | | | **3,969** | **6,814** | **10,245** | **12,959** | |
| | Mechanical/Elec | | most mech on roof | | Main | 65 | 69 | 139 | 600 | |
| | Stairs | | two means of egress | lobby | | 296 | 286 | 222 | 720 | |
| | Elevator | | stretcher size, ADA | entry, lobby | | 0 | 140 | 140 | 120 | |
| | Data/IT/Server | | head end for IT | All Departments | | 20 | | 61 | 60 | |
| | **Circulation, walls, efficiency factor (typically 25-30%)** | | | | | 1,381 | 1,636 | 1,593 | 3,240 | |
| | **Total Existing SF** | (Current SF does not include the Police SF area at 2,055) | | | | **5,415** | **7,470** | **7,470** | **17,699** | |
| | **Proposed New Addition** | | | | | | **1,475** | **4,930** | | |
| | **Total Existing and New Square Footage** | | | | | **5,415** | **8,945** | **12,400** | **17,699** | |




1 EXISTING SITE PLAN
1/16" = 1'-0"

= EXISTING BUILDING (3,950 SF)

= MINOR ADDITION (1,125 SF)

= POTENTIAL FULL BUILD-OUT (2,655 SF)

NOTE:

GROUND FLOOR SQUARE FOOTAGES ONLY.

## PARKING

SOUTH LOT = 36
NORTH LOT= 17

**TOTAL = 53**

## LOT COVERAGE

EXISTING BUILDING = 3,950 SF
PARKING/ PAVEMENT= 23,800 SF
WALKS = 760 SF

**TOTAL LOT COVERAGE = 28,500 SF**

**TOTAL LOT COVERAGE = 28,500 SF / 82,959 SF = 34%**

**LOT COVERAGE ALLOWED: 40% = 33,183 SF**

SCOTT + PARTNERS
ARCHITECTURE
20 MAIN ST. ESSEX JUNCTION, VT 05452
P. 802.879.5153 | F. 802.872.2764 | SCOTTPARTNERS.COM

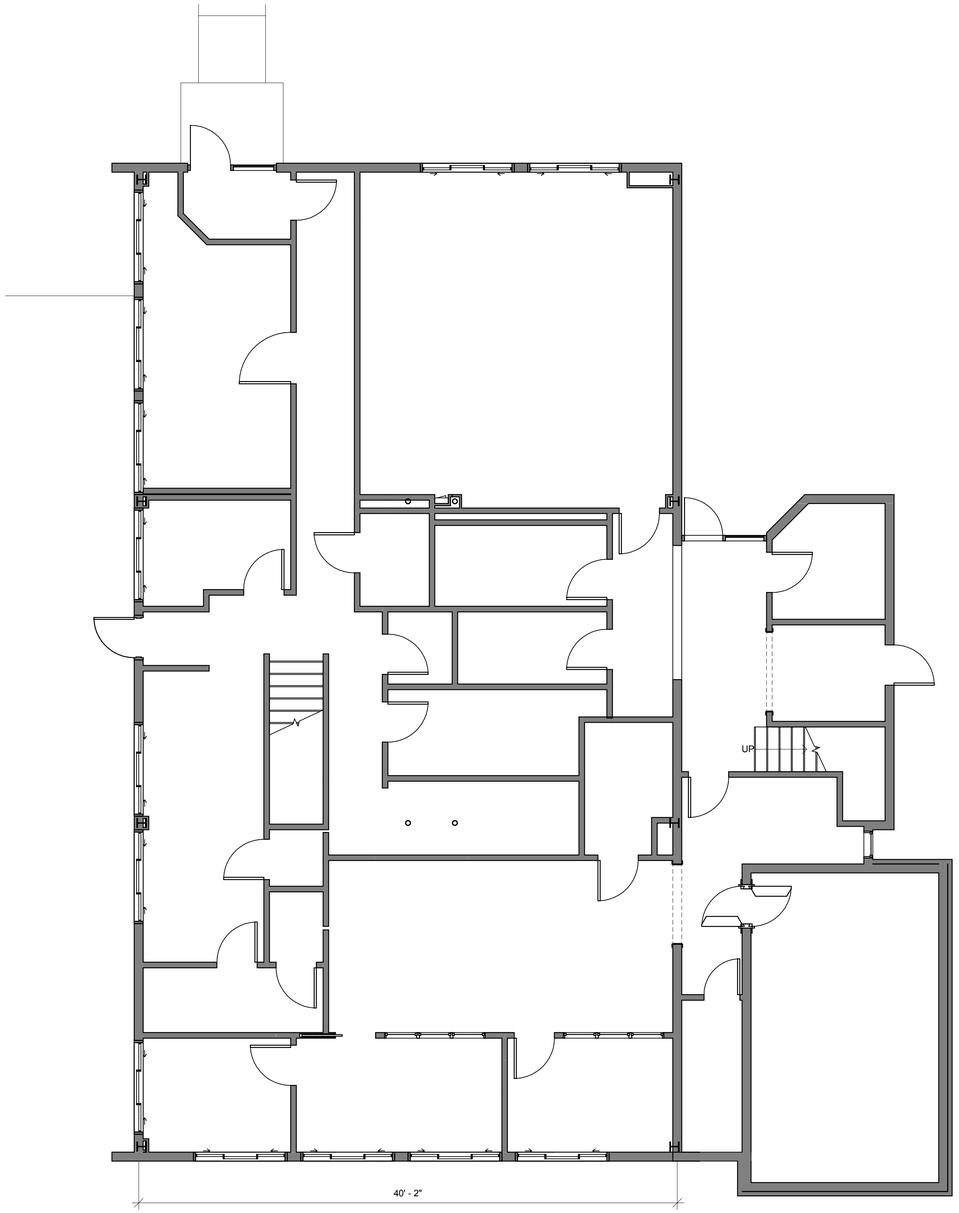
project name:
TOWN OF ESSEX - 81 MAIN STREET
FEASIBILITY STUDY

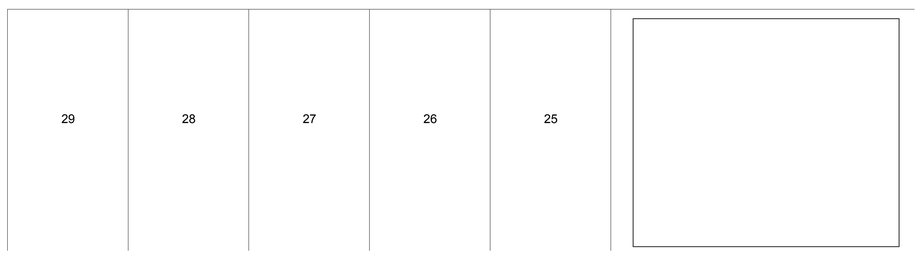
| | |
|---|---|
| scale: | 1/16" = 1'-0" |
| project no. | 14-986 |
| checked by: | JBA |
| drawn by: | MSB |
| date: | 03-21-2014 |

| Date | Revisions |
|---|---|

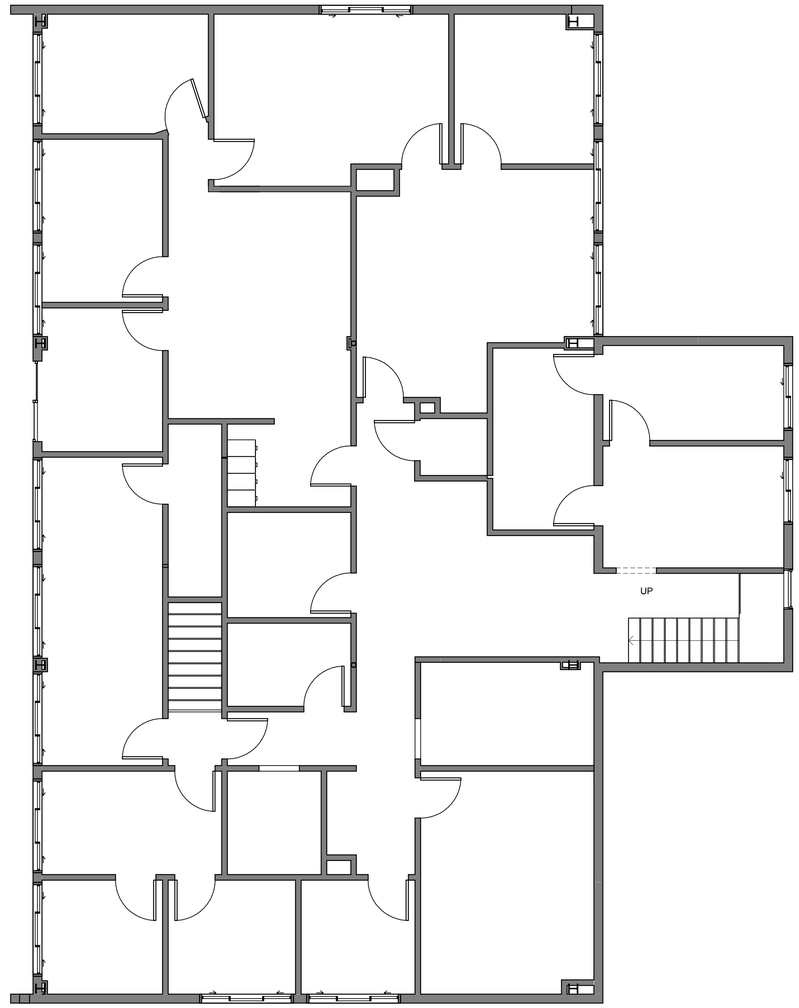
sheet title:
EXISTING SITE PLAN

sheet no.
A1.1




1 EXISTING FIRST FLOOR PLAN
3/16" = 1'-0"




2 EXISTING SECOND FLOOR PLAN
3/16" = 1'-0"

SCOTT + PARTNERS
ARCHITECTURE
20 MAIN ST. ESSEX JUNCTION, VT 05452
P. 802.879.5153 | F. 802.872.2764 | SCOTTPARTNERS.COM

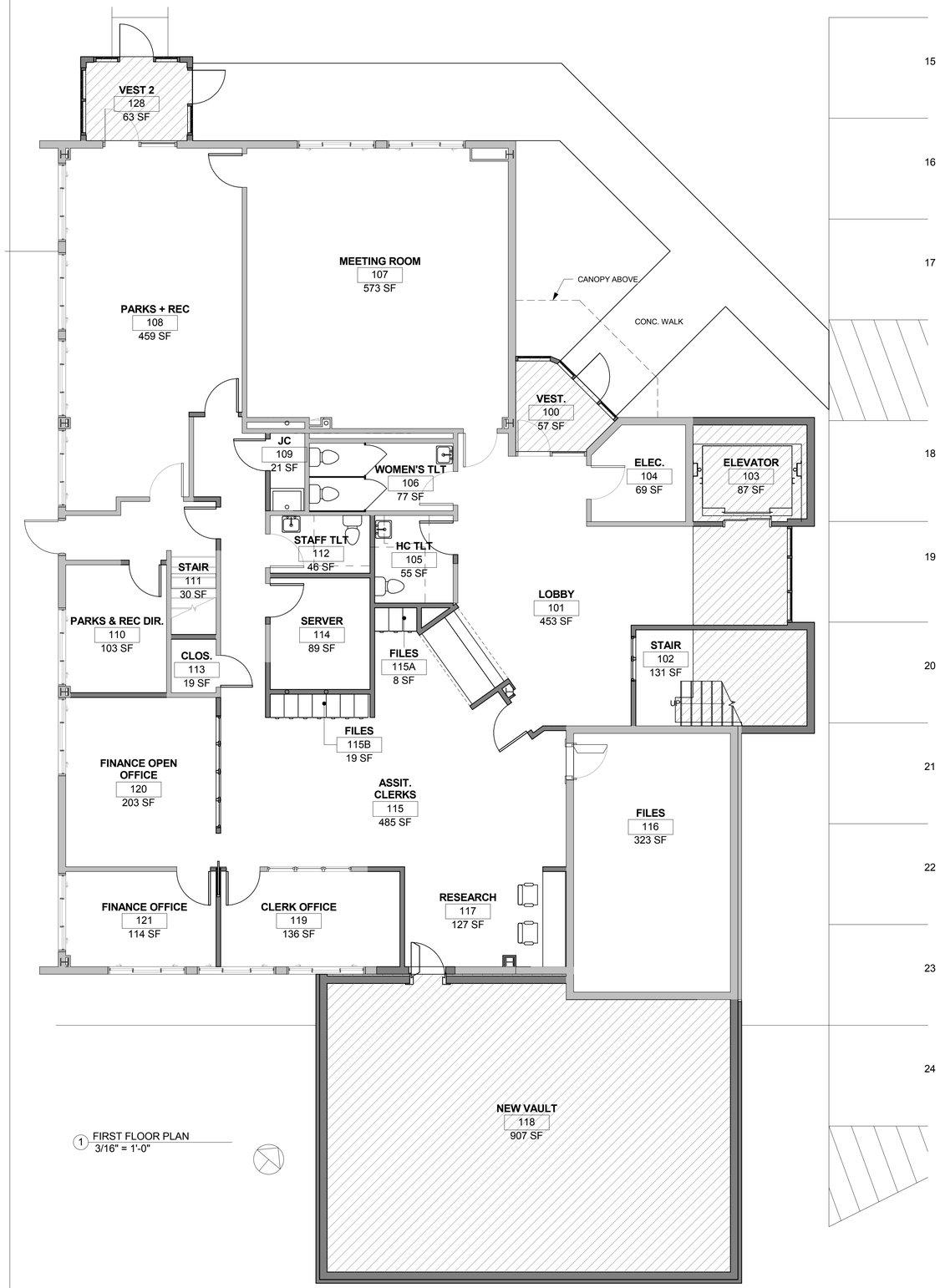
project name:
TOWN OF ESSEX - 81 MAIN STREET
FEASIBILITY STUDY

| | |
|---|---|
| scale: | 3/16" = 1'-0" |
| project no. | 14-986 |
| checked by: | Checker |
| drawn by: | Author |
| date: | 03-21-2014 |

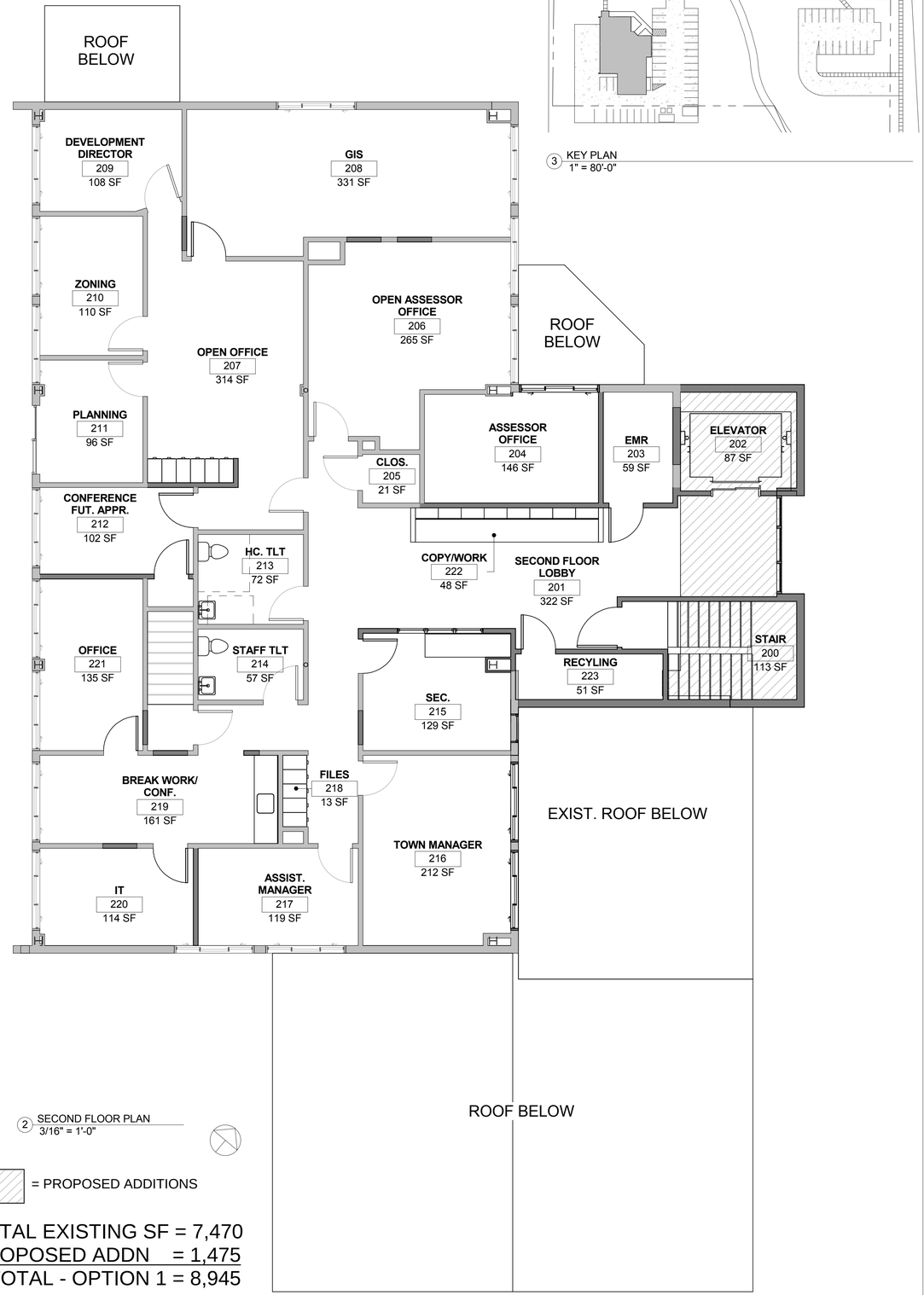
| Date | Revisions |
|---|---|

sheet title:
EXISTING FLOOR PLANS

sheet no.
A1.2




1 FIRST FLOOR PLAN
3/16" = 1'-0"




2 SECOND FLOOR PLAN
3/16" = 1'-0"

= PROPOSED ADDITIONS

TOTAL EXISTING SF = 7,470
PROPOSED ADDN = 1,475
TOTAL - OPTION 1 = 8,945



3 KEY PLAN
1" = 80'-0"

SCOTT + PARTNERS
ARCHITECTURE
20 MAIN ST. ESSEX JUNCTION, VT 05452
P. 802.879.5153 | F. 802.872.2764 | SCOTTPARTNERS.COM

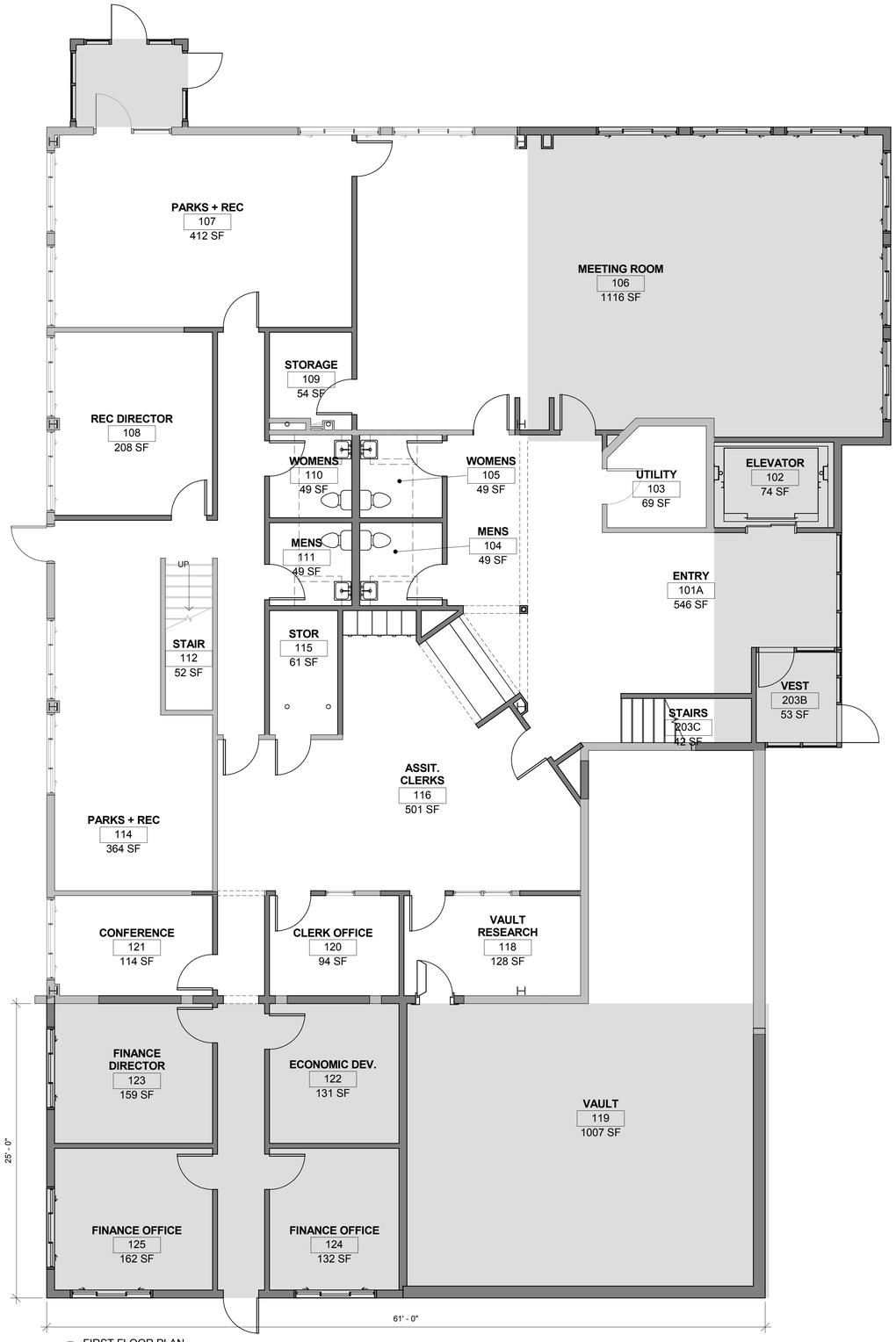
project name:
TOWN OF ESSEX - 81 MAIN STREET
FEASIBILITY STUDY

| | |
|---|---|
| scale: | As indicated |
| project no. | 14-986 |
| checked by: | Checker |
| drawn by: | Author |
| date: | 03-21-2014 |

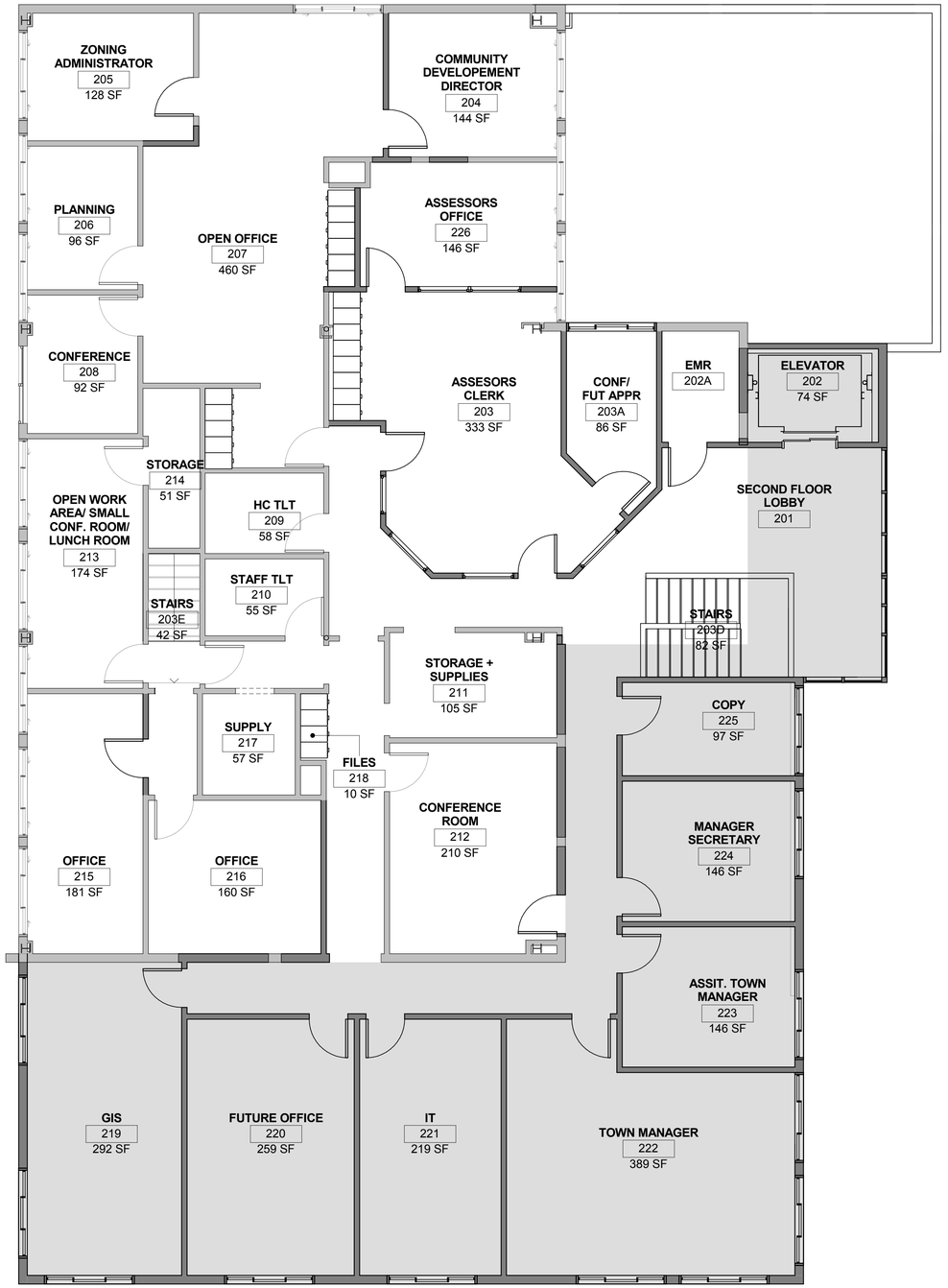
| Date | Revisions |
|---|---|

sheet title:
PROPOSED FLOOR PLANS OPTION - 1

sheet no.
A2.1




1 FIRST FLOOR PLAN
3/16" = 1'-0"




2 SECOND FLOOR PLAN
3/16" = 1'-0"

TOTAL EXISTING SF = 7,470
PROPOSED ADDN = 4,930
TOTAL - OPTION 2 = 12,400

SCOTT + PARTNERS
ARCHITECTURE
20 MAIN ST. ESSEX JUNCTION, VT 05452
P. 802.879.5153 | F. 802.872.2764 | SCOTTPARTNERS.COM

project name:
TOWN OF ESSEX - 81 MAIN STREET
FEASIBILITY STUDY

| | |
|---|---|
| scale: | 3/16" = 1'-0" |
| project no. | 14-986 |
| checked by: | Checker |
| drawn by: | Author |
| date: | 1-8-2014 |

| Date | Revisions |
|---|---|

sheet title:
PROPOSED FLOOR PLANS OPTION - 2

sheet no.
A2.1

| Essex Town Hall - 81 Main Street | | | | MINOR Renovations - Addition | | |
|---|---|---|---|---|---|---|
| | DESCRIPTION of WORK | Price | Unit | Quantity | 4/4/2014 ESTIMATED COST | NOTES |
| **SITEWORK** | | | | | | |
| | Minor Regrading | | ls | 1 | $2,500 | improve site drainage |
| | Building Earthwork and grading - by new additions | | ls | 1 | $20,000 | New Front vestibule, Vault, Elev. |
| | New Paving and Striping | | ls | 1 | $10,000 | same |
| | Perimeter Foundation Drainage System | | ls | 1 | $5,000 | by side door and vault |
| | Lighting improvements | | ls | 1 | $5,000 | limited improvemets |
| | Security | | ls | 1 | $2,500 | modify existing system |
| | **SUBTOTAL** | | | | **$45,000** | |
| **RENOVATIONS** | | | | | | |
| 1st Floor | | | | | | |
| | Minor Renovations, new finishes | $15 | sf | 2,450 | $ 36,750 | |
| | New underslab piping, Replace Slab | $20 | sf | 500 | $ 10,000 | |
| | Full Reno- moving walls, new finishes | $100 | sf | 1,500 | $ 150,000 | |
| 2nd Floor | | | | | | |
| | Minor Renovations, new finishes | $15 | sf | 2,520 | $ 37,800 | |
| | Full Reno- moving walls, new finishes | $100 | sf | 1,000 | $ 100,000 | |
| | **SUBTOTAL** | | | | **$ 334,550** | |
| Systems | | | | | | |
| | Treat existing slab on grade: moisture barrier and finish | $6 | sf | 3,950 | $ 23,700 | |
| | New membrane roof, insulation and flashings | $12 | sf | 3,950 | $ 47,400 | |
| | Mechanical: Upgrade HVAC systems | $22 | sf | 7,470 | $ 164,340 | |
| | Plumbing: generally all new plumbing and fixtures | $4 | sf | 7,470 | $ 29,880 | |
| | Vault Fire Suppresion - Clean agent system | | ls | 1 | $ 23,000 | |
| | New 3 phase electric for elevator and bldg service | | ls | 1 | $ 35,000 | |
| | Electrical Upgrades, some new panels, wiring, lights | $5 | sf | 7,470 | $ 37,350 | |
| | IT, Phones, Data | $3 | sf | 7,470 | $ 22,410 | |
| | **SUBTOTAL** | | | | **$ 383,080** | |
| **ADDITIONS** | | | | | | |
| | Vault 4/6 hour rated Cast in Place conc. Construction (1 story) | $400 | sf | 644 | $ 257,600 | |
| | Elevator shaft and machine room addition | $275 | sf | 660 | $ 181,500 | small scale pricing |
| | 2 stop elevator, holeless, hydrolic, ADA- 6'x7'-4" shaft | | ls | 1 | $ 50,000 | |
| | Front Vestibule entry at Parks and Rec | | ls | 1 | $ 25,000 | |
| | **SUBTOTAL** | | | | **$ 514,100** | |
| | **TOTAL - ESTIMATED CONSTRUCTION COST** | | | | **$1,276,730** | |
| | CONSTRUCTION CONTINGENCY ( 10%) | | | 10.0% | $127,673 | |
| | **TOTAL ESTIMATED GENERAL CONSTRUCTION COST** | | | | **$1,404,403** | 4-6 months duration |
| **PROJECT (SOFT) COSTS** | | | | | | |
| | A/E FEES (Arch, Structural, Mech, Plumb, Elec, IT) | | | 9% | $126,396 | |
| | PERMITS | | | 0.0055 | $7,022 | State bldg permit |
| | Haz Mat (none anticipated) | | | | $5,000 | |
| | BORINGS + GEOTECHNICAL ENGINEERING | | | | $5,000 | |
| | CIVIL DESIGN and permitting- estimate | | | | $15,000 | |
| | TESTING during construction (concrete, fill, air barrier, Cx) | | | | $15,000 | |
| | MOVING | | | | $10,000 | |
| | NEW FURNISHINGS | | | | $20,000 | |
| | ADVERTISING/LEGAL | | | | $1,000 | |
| | PRINTING, MISC. OFFICE COSTS | | | | $500 | |
| | CLERK OF THE WORKS | | | | $0 | Use Town personnel |
| | COMM./TECH. work | | | | $10,000 | |
| | PROJECT CONTINGENCY | | | 2.0% | $25,535 | |
| | **SUBTOTAL - Project Costs** | | | | **$240,453** | |
| | **TOTAL ESTIMATED PROJECT COST Town Hall** | | | | **$1,644,856** | |

Notes: Costs and fees are preliminary estimates only based upon limited available information and concepts. Additional detail and confirmation of equipment, systems and details will follow in subsequent phases of design.

| Essex Town Hall - 81 Main Street | | | | FULL Renovations - Addition | | |
|---|---|---|---|---|---|---|
| | DESCRIPTION of WORK | Price | Unit | Quantity | 4/4/2014 ESTIMATED COST | NOTES |
| **SITEWORK** | | | | | | |
| | Regrading | | ls | 1 | $10,000 | improve site drainage |
| | Building Earthwork and grading - by new additions | | ls | 1 | $35,000 | entries and additions |
| | New Paving and Striping | | ls | 1 | $25,000 | rework parking at rear |
| | Perimeter Foundation Drainage System | | ls | 1 | $15,000 | existing and new addns |
| | Lighting improvements | | ls | 1 | $10,000 | limited improvemets |
| | Security | | ls | 1 | $5,000 | modify existing system |
| | **SUBTOTAL** | | | | **$100,000** | |
| **RENOVATIONS** | | | | | | |
| 1st Floor | | | | | | |
| | Minor Renovations, new finishes | $15 | sf | 1,450 | $ 21,750 | |
| | New underslab piping, Replace Slab | $20 | sf | 700 | $ 14,000 | |
| | Full Reno- moving walls, new finishes | $100 | sf | 2,500 | $ 250,000 | |
| 2nd Floor | | | | | | |
| | Minor Renovations, new finishes | $15 | sf | 2,020 | $ 30,300 | |
| | Full Reno- moving walls, new finishes | $100 | sf | 1,500 | $ 150,000 | |
| | **SUBTOTAL** | | | | **$ 466,050** | |
| Systems | | | | | | |
| | Treat existing slab on grade: moisture barrier and finish | $6 | sf | 3,950 | $ 23,700 | |
| | New membrane roof and flashings | $10 | sf | 3,950 | $ 39,500 | |
| | Mechanical: Upgrade HVAC systems | $25 | sf | 7,470 | $ 186,750 | |
| | Plumbing: generally all new plumbing and fixtures | $5 | sf | 7,470 | $ 37,350 | |
| | New 3 phase elec service for elevator | | ls | 1 | $ 35,000 | |
| | Electrical Upgrades, some new panels, wiring, lights | $5 | sf | 7,470 | $ 37,350 | |
| | Vault Fire Suppresion - Clean agent system | | ls | 1 | $ 23,000 | |
| | Sprinkler system per NFPA 13 | $5 | sf | 7,470 | $ 37,350 | full coverage |
| | Bring in new water service from street | | ls | 1 | $ 50,000 | |
| | IT, Phones, Data | $3 | sf | 7,470 | $ 22,410 | |
| | **SUBTOTAL** | | | | **$ 492,410** | |
| **ADDITIONS** | | | | | | |
| | Vault 4/6 hour rated Cast in Place conc. construction | $400 | sf | 644 | $ 257,600 | |
| | Elevator shaft and machine room addition | $275 | sf | 990 | $ 272,250 | small scale pricing |
| | Rear addition by vault- 2 stories | $200 | sf | 3,296 | $ 659,200 | |
| | 2 stop elevator, holeless, hydrolic, ADA- 6'x7'-4" shaft | | ls | 1 | $ 50,000 | |
| | Front Vestibule entry at Parks and Rec | | ls | 1 | $ 25,000 | |
| | **SUBTOTAL** | | | | **$ 1,264,050** | |
| | **TOTAL - ESTIMATED CONSTRUCTION COST** | | | | **$2,322,510** | |
| | CONSTRUCTION CONTINGENCY (Now 10%- can reduce later) | | | 10.0% | $232,251 | |
| | **TOTAL ESTIMATED GENERAL CONSTRUCTION COST** | | | | **$2,554,761** | |
| **PROJECT (SOFT) COSTS** | | | | | | |
| | A/E FEES (Arch, Structural, Mech, Plumb, Elec, IT) | | | 8.5% | $217,155 | |
| | PERMITS | | | 0.0055 | $12,774 | State bldg permit |
| | Haz Mat (none anticipated) | | | | $5,000 | |
| | BORINGS + GEOTECHNICAL ENGINEERING | | | | $7,500 | |
| | CIVIL DESIGN and permitting | | | | $20,000 | |
| | TESTING during construction (concrete, fill, air barrier) | | | | $10,000 | |
| | PUBLIC UTILITY WORK | | | | $5,000 | |
| | MOVING | | | | $10,000 | |
| | NEW FURNISHINGS | | | | $10,000 | |
| | ADVERTISING/LEGAL | | | | $1,000 | |
| | PRINTING, MISC. OFFICE COSTS | | | | $500 | |
| | CLERK OF THE WORKS | | | | $0 | Use Town personnel |
| | COMM./TECH. work | | | | $2,000 | |
| | PROJECT CONTINGENCY | | | 2.0% | $46,450 | |
| | **SUBTOTAL - Project Costs** | | | | **$347,379** | |
| | **TOTAL ESTIMATED PROJECT COST Town Hall** | | | | **$2,902,140** | |

Notes: Costs and fees are preliminary estimates only based upon limited available information and concepts. Additional detail and confirmation of equipment, systems and details will follow.

| Town of Essex - 81 Main Street | | | | | | NEW BUILDING |
|---|---|---|---|---|---|---|
| | DESCRIPTION of WORK | Price | Unit | Quantity | 4/4/2014 ESTIMATED COST | NOTES |
| **SITEWORK** | -Assume new building on existing site | | | | | |
| | Bulk Demo existing Building, no Haz Mat, limited brown field | | ls | 1 | $50,000 | |
| | Grading, sitework, building earthwork | | ls | 1 | $75,000 | |
| | New gravel base, Paving and Striping | | ls | 1 | $50,000 | |
| | Lights, security | | ls | 1 | $20,000 | |
| | Underground utilities, piping | | ls | 1 | $80,000 | incl new water service for sprinkler |
| | **SUBTOTAL** | | | | **$275,000** | |
| **NEW BUILDING** | -Assume two story, sprinkled, partial basement | | | | | |
| | Conventional Wood frame, durable exterior, Energy Star | $200 | sf | **17,699** | $ 3,539,750 | Program square footage plus circulation |
| | | | | | | (two stairs, elevator) |
| | **SUBTOTAL** | | | | **$ 3,539,750** | |
| | **TOTAL - ESTIMATED CONSTRUCTION COST** | | | | **$3,814,750** | |
| | CONSTRUCTION CONTINGENCY (Now 10%- can reduce later) | | | 10.0% | $381,475 | |
| | **TOTAL ESTIMATED GENERAL CONSTRUCTION COST** | | | | **$4,196,225** | |
| **PROJECT (SOFT) COSTS** | | | | | | |
| | A/E FEES (Arch, Structural, Mech, Plumb, Elec, IT) | | | 7.0% | $293,736 | |
| | PERMITS | | | 0.0055 | $20,981 | State bldg permit |
| | Haz Mat (minor anticipated) | | | | $15,000 | |
| | BORINGS + GEOTECHNICAL ENGINEERING | | | | $20,000 | |
| | CIVIL DESIGN and permitting | | | | $35,000 | |
| | PUBLIC UTILITY WORK | | | | $15,000 | |
| | TESTING during construction (concrete, fill, air barrier, Cx) | | | | $25,000 | |
| | MOVING | | | | $10,000 | |
| | NEW FURNISHINGS | | | | $15,000 | |
| | ADVERTISING/LEGAL | | | | $5,000 | |
| | PRINTING, MISC. OFFICE COSTS | | | | $500 | |
| | CLERK OF THE WORKS | | | | $0 | Use Town personnel |
| | COMM./TECH. work | | | | $20,000 | |
| | PROJECT CONTINGENCY | | | 1.5% | $57,221 | |
| | **SUBTOTAL - Project Costs** | | | | **$532,438** | |
| | **TOTAL ESTIMATED PROJECT COST Town Hall** | | | | **$4,728,663** | |

Notes: Costs and fees are preliminary estimates only based upon limited available information and concepts. Additional detail and confirmation of equipment, systems and details will follow.

# ASSESSMENT SUMMARY MEMO

**TO:** Mr. John Alden, AIA
Scott+Partners Architects
20 Main Street
Essex Junction VT 05452

**FROM:** Robert J. Favali
Director, Building Services Division

**DATE:** March 31, 2014

**SUBJECT:** Town of Essex
81 Main Street
MEP Facility Assessment

On February 7, 2014, DuBois & King Inc. participated in a building-wide assessment of the Essex Town Offices at 81 Main Street. The visual, non-destructive assessment included mechanical-HVAC systems, plumbing systems, and electrical systems (MEP). The existing 2-story, 7,500SF facility, which has seen multiple uses during its history including a gas station and a general office space, is currently used as the primary offices for the Town Hall and Police Station.

This memo will summarize our findings with a view towards future use of the space, overall condition of the MEP infrastructure, code compliance issues, and renovation requirements to comply with contemporary building codes.

## Mechanical – HVAC

The facility is served by five (5) Carrier packaged gas-electric roof top units. There are no existing drawings available that reflect the assignments of the units to zoning but we were able to find (5) thermostats (2 on first floor/3 on second floor). While we could not test the thermostats to confirm operation or unit assignment, this would suggest the facility is divided by floor and by building orientation.

The five (5) packaged units were manufactured from 1998 to 2002. This series is no longer made and is considered obsolete by the manufacturer. They are as follows:

RTU-1: Carrier #48TJE004-311SR (S/N 300G24580)

RTU-2: Carrier #48TJE004-311SR (S/N 300G24577)

RTU-3: Carrier #48TJE004-311SR (S/N 300G24564)

RTU-4: Carrier #48TJE004-311SR (S/N 300G24579)

RTU-5: Carrier #48TJE004-311SR (S/N 300G24578)

The model numbers indicate that the (5) units are identical in heating and cooling capacity. Based on the model numbers, the characteristics for each unit are as follows:

Standard efficiency (SEER: 9.7; EER: 8.7)
Constant volume (1,200CFM supply air)
Nominal heating: 72MBH (1-Stage heat only)
Fuel Source: Natural Gas
Nominal cooling: 3.0 Tons (R-22 Refrigerant)
Approximate Operating Weight with roof curb: 625Lbs.
208/230V-1Phase electrical service

This age of unit combined with the building envelope structure would suggest the units should be sufficient for approximately 6,000SF of occupied space. The age of the units and insufficient operation suggest that they have outlived their usefulness. This together with the observation that they are standard efficiency and constant volume would support our opinion that they should be scheduled for replacement.

These units are the primary means for occupant ventilation. Typically, this style of unit has a fixed outside air damper that permits a limited amount of outside air to mix with the return air. What it does not do is *manage* the amount of outside air thereby creating an unbalanced ventilation rate throughout the facility. This is typically addressed when the equipment is replaced with controls that monitor $CO_2$ in the spaces.

Contemporary building codes require outside ventilation air to be calculated and provided based upon actual occupancy and occupied building size. It is very likely that given the age of these units, they currently do not comply with current State of Vermont building codes.

Our general observations noted that over the years, additional heating and cooling units were installed to supplement the rooftop equipment. We observed the installation of the following additional HVAC equipment:

Conference Room: (2) PTAC Units (packaged terminal air conditioning unit)
Conference Room: Supplemental electric strip heaters
1st Floor Town Offices: Various electric strip heaters
1st Floor Toilet Rooms: Lack of heat / insufficient heat
2nd Floor Town Offices: PTAC units and electric strip heaters
1st Floor Police Station: PTAC units and Ductless Split Units
1st Floor Dispatch Office: Ductless split unit and gas-fired heating unit
2nd Floor Police Station: PTAC units

This type of additional equipment typically suggests that the central system(s) performance is not sufficient to satisfy occupant comfort. This is often due to inadequate air flow from poorly designed or installed ductwork. We noted that while most occupied areas have diffusers and grilles, a large percentage of the distribution ductwork is flexible ductwork which may restrict air flow, not all areas have return air grilles, and – according to the occupants – not all areas have adequate air

flow. Any renovation work to the building would require a complete re-working of the distribution ductwork. Any ductwork that is determined to be reused should be fully inspected and cleaned

It also needs to be noted that while not all the electric strip heaters were functional, electric strip heaters (whether baseboard style or in a PTAC unit) is inefficient, expensive to operate, and no longer permitted by the Vermont energy codes.

The aged stand-alone building thermostats should be upgraded. A small scale direct digital control (DDC) system would better manage the overall system performance, outside ventilation air, start/stop times, and permit remote monitoring for overall system dependability.

The toilet rooms have separate, switch operated exhaust fans. Based on our observation of the type and size of these fans, it is likely that not all fans are code compliant for toilet room ventilation. It is recommended that new centralized heat recovery units are installed to provide overall building general exhaust requirements (toilet rooms, break rooms, kitchenettes, etc.) and help manage building pressurization. This will also bring the building's exhaust requirements into line with the Vermont energy code and work towards managing renegade space odors.

## Mechanical Summary

Overall, the existing HVAC systems including rooftop units, associated distribution ductwork, and controls have outlived their useful lives and need to be replaced. All new equipment and system characteristics shall comply with the State of Vermont Commercial Building Energy Standard where applicable.

As a reasonable first-cost approach – and within the parameters of Scott+Partners, Architects **Option 1** – is the recommendation of new packaged gas-fired units that utilize multiple-speed fans, multiple-stage gas burners, economizers, and $CO_2$ controls for outside air management. The capacity, quantity, and locations of the new units should be determined in concert with the schematic planning of the building so that proper zoning can be established. These units provide the highest degree of energy conservation available when first cost remains a driving factor.

The new units can be located on the exclusively on the roof or in combination with roof-mounted and ground-mounted locations. The advantage of ground-mounted units is that it will permit the units to be correctly sized for their service without impacting the existing structural framing of the building. This also enhances maintenance access and permits a creative means to hide the units behind fencing or similar treatment.

We believe sections of the existing ductwork could be reused once their characteristics are established (size, location, and quality after cleaning). It needs to be noted that there appears to be little room above the ceilings for ductwork or piping. This does create difficulty in providing good distribution to all areas of the facility. This will have to be addressed on a room-by-room basis. Any new or expanded facility should attempt to increase building heights to compensate for the needed ceiling space. Another consideration is to replace sections of ductwork with round duct and expose it within an open-concept office layout.

Additional various HVAC system types (boilers with perimeter finned tube radiation, radiant heat, heat pumps, combination systems, etc.) should only be discussed if Scott+Partners, Architects **Options 2 and 3** are pursued as these system types require additional total project funding.

A simple DDC system is recommended for overall system management and control.

Finally, a heat recovery unit should be installed for the majority of the building's general exhaust requirements in order to recover heated or cooled air that would typically be discharged to the atmosphere. Since this is typically a central unit that services the full building, it is best located on the roof if space or programming permits it.

## Plumbing Systems

Generally speaking the facility's plumbing fixtures are all operable but should be upgraded with a view towards both full ADA compliance and water conservation. We observed older tank-type water closets and lavatories. Subject to water service capacity and pressure, dual-flush flush valve water closets should be considered.

We also recommend replacement of all sinks and all new faucets should be low-flow, electronic activated models that comply with Vermont's *No Lead* regulations. We did not observe an ADA-compliant water fountain in the facility.

The water entrance that is located in the 1st floor conference room is not code compliant. State plumbing codes require the installation of a backflow prevention system immediately as the domestic water service enters the building. We did not observe this assembly; we only saw a meter and isolation valve. If the facility is not renovated, this violation needs to be corrected.

We did not observe a fire protection (sprinkler) system within the building.

In addition, the behind-the-wall space that contains the water entrance is open to the ceiling plenum above. This serves to promote space pressurization problems (we observed air breezes above the ceiling), odor control, and temperature control. The water entrance should be installed in a separate and closed closet or utility room (see fire protection comment below).

The domestic hot water heater is an electric model that should be replaced with a natural gas fired unit. The heater is located in the same room as both the janitor's sink and the main electrical entrance for the building. Plumbing fixtures, equipment, and piping should not be installed near or above electrical equipment. Besides being a code compliant matter, it is neither safe nor practical. This existing space should be dedicated as an electrical room and a new location determined for the janitor's sink and water heater (see below).

## Plumbing Summary

Generally speaking, any overall building renovation would require the plumbing systems to be upgraded to current code requirements. This includes Vermont's *No Lead* regulations and general plumbing code, water conservation measures, and addressing the need for a backflow assembly at

its entrance. New water closets, lavatories, faucets, break room sinks and a janitor sink should be provided throughout the facility. In addition, a new properly sized domestic hot water heater should be installed together with upgrading all the pipe insulation.

Distribution piping should be inspected for materials and quality. Any sections that are damaged or made of inferior materials should be replaced. A consideration of PEX tubing should be considered to see if it is appropriate for this type of renovation work.

In order to address providing a fire protection system for the building, a new water service will be required. This will likely require a new water main from the street into the building together with space allocation for a new water entrance room. This room will include the necessary piping assembly requirements for the sprinkler system and additional assembly requirements for the domestic cold water service piping. Subject to actual fire flow testing, we assume a new 4" diameter service pipe will be required.

Additionally, we believe it would be worth pursuing with the State Fire Marshall to consider utilizing PEX fire protection piping within the facility. Besides having a lower first cost, it minimizes the structural dead load impact of adding fire protection water piping to the existing building framing.

## Electrical Systems

**Existing Power Distribution**

The electrical service is a 120/240V, assumed to be 400A nominal single phase. The service is metered on the secondary of the building. There is an existing main breaker but the power appears to be split to serve both emergency loads and normal loads. It is recommended that during a schematic design phase, further investigation is conducted with an electrician to determine the actual wiring of these conductors. The underground service conductors are brought to the janitor's room on the first floor near the main entrance where an existing ITE Switchboard rated 600A contains the main breaker.

The switchboard appears to be original to the building. Power is distributed to various panels from Panel EDP also located in the janitor's room. The panel is an ITE Type CDP panel rated 250A, 120/240V. The panels served from EDP include Panels A, B, C, D and F. It appears that Panels HA and HB serve various mechanical loads and are also located in the janitor's room. These panel are ITE Type CDP panels rated 250A, 120/240V.

The generator appears to be original however we were unable to obtain field data due to a lack of access to the unit. The transfer switch is an Onan 260A rated, 60Hz, 120/240V, single phase.

The building has a number of 100A and 200A load centers and except for the replacement of a few Panelboards; the majority of the power distribution equipment appears to be original to the building. It appears that a number of modifications have occurred on the building. The feeders generally appear to be Type SEU/SER and are used to convey power from the main distribution panels to the load centers throughout the building; however, these conductors may be used in all

applications where Type SE cable is permitted. SE cable may be used in wet or dry locations at temperatures not to exceed 90°C.

**Existing Devices (Receptacles)**
Most of the 120V devices are as originally constructed with several receptacles in offices and general areas. It was observed that most of the offices utilized multi-plug outlet strips to facilitate modern power requirements for office equipment.

**Lighting**
The majority of the lighting fixtures throughout the facility appear to be original equipment retrofitted with T8/electronic ballast technologies. Occupancy sensors have not been widely implemented however, the original manual wall switches are still in place and used for manual control.

**Emergency Lighting**
It appears that exit sign lighting is generally located in acceptable locations but is not code compliant due to not providing full coverage for the building. There is an insufficient quantity of unit equipment devices (battery emergency packs lights) located to provide full coverage for egress including the need to support this requirement to the public way (exterior egress doors and walkways) as defined by the Life Safety Code 101.

**Fire Alarm System**
The FCI Fire alarm system is a hardwired fire alarm system with detection in many areas of the building (both smoke detectors and fixed temperature detectors). There were only two notification appliances observed on the entire second floor. The system lacks full coverage in many areas and it appears to be noncompliant in the required number of notification appliances (horns and strobes).

## Electrical Summary

**Power Distribution**
While the power distribution equipment is in working condition, it is 40 years old and is beyond its useful life. There may be isolated system components that could be reused, such as the generator, automatic transfer switch or newer panelboards. Additional receptacle devices should be added where needed to avoid the excessive use of multi-plug strips.

The requirement for a new elevator together with substantially expanded floor areas and HVAC systems may require upgrades to the main electrical service. Subject to elevator selection (horsepower and preferred speed), a 120/240V service may be insufficient.

**Lighting**
Even though most lighting fixtures have been retrofitted to accommodate new lamp technologies, we recommend a complete new lighting system. As an alternate, as areas are retrofitted, new LED lighting should be considered. Aside from the retrofitted components, the original fixtures housings are old and beyond refurbishing. In many cases, diffusers are yellowed cracked or missing. Within the parameters of **Option 1**, new lighting systems should consist of a combination of LED and fluorescent technologies.

The Energy Code requires that all lighting must be automatically controlled in some fashion. This is most easily accomplished by utilizing occupancy sensors in offices while providing a lighting control system for corridors, exterior lighting and other larger spaces. The occupancy sensors serve to shut off lights when no more motion is sensed within a room and hence it is assumed unoccupied. The lighting control systems shut off lights according to a time schedule. More sophisticated control approaches can also be considered such as daylight dimming.

**Emergency Lighting**

The emergency lighting system needs to be updated for code compliance. Additional life safety devices (exit signs and battery packs) are required and need to be included under all Options for the facility.

**Fire Alarm System**

The existing hard-wired zoned fire alarm system is beyond its useful life and should be replaced. Existing parts are becoming more difficult to obtain and these types of panels are generally incapable of expanding to meet the needs of modern life safety system. Analog addressable multiplex fire alarm systems are industry standard at this time.

We recommend providing a complete new automatic fire alarm system under all options for this facility. In addition to the required pull stations, smoke detectors and fixed temperature detectors that are needed throughout for automatic initiation, ADA compliant horn/strobe units would be provided for notification appliances.

## Conclusion

DuBois & King Inc. is prepared to meet with you and the Client to review this memo, our findings and recommendations, and to discuss next steps. The facility's existing MEP systems have well served the building over its lifetime but the combination of time, contemporary code requirements, and future space requirements establishes our recommendations of replacement and upgrades as noted within this memo.

DuBois & King inc.

April 7, 2014
522401

Mr. John B. Alden, AIA
Principal
Scott+Partners Architecture
20 Main Street
Essex Junction, VT 05452

RE: **81 Main Street Structural Assessment**
**Essex Junction, Vermont**

Dear John,

This letter summarizes the findings of our investigation and assessment of the existing building located at 81 Main Street in Essex Junction, Vermont. The purpose of this assessment is to determine the feasibility of renovating the existing facility to accommodate the Essex Town Office function following the relocation of the Essex Police Department to a new facility currently under construction.

We understand the renovation scheme chosen by the Owner is represented on Sheet No. A2.1 from Scott+Partners dated 3/21/14.

DESCRIPTION OF STRUCTURE

The following description of the building structure is in chronological order and is based on verbal history provided during meetings with the Town of Essex, information contained in the project file from Durbrow Associates for the 1978 renovation, information contained on a drawing prepared by Lawes Consulting Engineers and field observations.

The original building was an automobile service station which consisted of a pre-engineered metal building (PEMB) system with steel frames and light gage steel zee purlins.

The service station was renovated around 1978 to serve as the headquarters for a local contractor. During this renovation the PEMB frame heights were increased, a second floor added to the building and a small addition constructed on the East side of the building. The second floor consists of plywood sheathing spanning between 16 inch deep steel bar joists. Bar joists span between interior 14 inch deep steel wide flange beams and wood stud bearing walls on the North and South walls. Steel beams are supported by the existing PEMB columns and an interior steel pipe column.

The Town of Essex purchased the property at some point in the 1980's to serve as the Town Offices. A vault addition was added on the East side of the building at this time. The vault consists of cast in place concrete footings, 8" concrete walls and an 8" concrete roof slab. A wood framed roof was constructed over the vault.

The existing PEMB roof was reinforced at some point. Steel columns were added adjacent to existing columns from the first floor to the second floor and second floor to roof structure. We understand additional roof purlins were also added at this time.

The existing building structure is further defined on the attached sketch SK1, which is a marked up copy of a Scott+Partners drawing.

FIELD INVESTIGATION

The author of this report visited the site on January 17, 2014 and was accompanied by John Alden and Kent Eaton of Scott+Partners and Trevor Lashua of the Town of Essex. A subsequent site visit and meeting occurred on February 7, 2014. The purpose of these site visits was to identify and document structural systems contained within the building.

The field investigation was limited solely to observation of structural elements visible above acoustical ceiling tiles. No exploratory probes were performed, nor was any non-destructive or destructive testing performed.

EXISTING STRUCTURE REVIEW

The structural review was based on the requirements of the 2012 Vermont Fire & Building Safety Code which references the 2012 International Building Code (IBC).

Second Floor Structure

Based on the calculations reviewed from the 1978 renovations, the existing second floor was designed for a dead load of 15 pounds per square foot (psf) and a live load of 70 psf. The 2012 IBC specifies design live loads for office occupancies of 50 psf plus a 15 psf allowance for partitions, resulting in a live load requirement of 65 psf. Additionally second floor corridors and lobbies above the first floor should be designed for an 80 psf and 100 psf live load capacity respectively.

We understand sprinklers may be required as part of the proposed renovation. Provisions in IBC Chapter 34 Section 3403.3 allow an increase in the gravity load of 5% without reinforcing. For the floor, this results in an additional 3.5 psf which can be used to support the sprinklers.

Roof Structure

Based on the verbal history of the building and structure observed, we understand the existing roof structure has been upgraded. No information regarding the roof structural capacity is known at this time. We are assuming the roof was upgraded to meet the code prescribed snow load requirements at the time of the upgrades. The roof capacity should be investigated early on when the project moves to the next stage to determine any necessary reinforcing or strengthening of the structure to support additional weight from sprinklers or new roof top units.

Lateral Force Resisting System (LFRS)

The LFRS for this building consists of steel moment resisting frames and the exterior wood shear walls in the East-West direction. In the North-South direction, the LFRS consists of a combination of steel moment frames built into the exterior walls and exterior wood shear walls. The review of the LFRS was in accordance with IBC 2012 Section 3403.4 which limits the increase in the demand to capacity ratio of existing LFRS members to no more than 10%.

CONCEPTUAL STRUCTURAL WORK

The conceptual structural work associated with the proposed renovation consists of the following; the bullet points listed below are keynoted to the attached sketch SK2, a marked up Scott+Partners drawing of the proposed renovation:

A. New cast in place concrete vault consisting of concrete walls, interior concrete columns and a concrete roof slab. Vault foundations will consist of conventional frost walls and footings. Vault structure will

be proportioned to accommodate additional vertical and lateral load from a future vertical expansion.

B. New light framed entry vestibule (Vest 2) on North face of building. Vestibule foundations will consist of conventional frost walls and footings.

C. New light framed entry vestibule (Vest) and canopy. Vestibule foundations will consist of conventional frost walls and footings.

D. Upgrade existing meeting room exterior wall to function as a shear to account for the removal of the existing wall adjacent to the clerk's office. The upgrade will consist of removing the existing interior finish, adding blocking between studs, adding holdown anchors at the ends of the wall and installing new sheathing with a prescribed fastener pattern.

E. Removal of the existing two story wood framed entry on the East side of the building and rebuilding it with steel columns, beams and pre-engineered I-joists. We propose to remove and rebuild this portion of the building as the existing stud bearing walls supporting the existing floor and roof structure are being removed as part of the proposed renovation. Additionally this will locate the second floor lobby on new construction designed to meet the 100 psf live load requirement.

F. Reinforce the second floor structural framing at file storage areas.

CONCLUSION

The proposed renovations for 81 Main Street are structurally feasible incorporating the conceptual structural work outlined above. The structural capacity of the existing roof should be determined early in the design process should this project move forward to determine any reinforcing or strengthening required.

The findings in this report are based upon information available to DuBois & King, Inc. at the time of our investigation and review. We reserve the right to update, add or delete any information contained herein once our investigation and analysis of any new information is complete.

If you have any questions or comments regarding this report, please do not hesitate to call me. We appreciate the opportunity to provide this engineering service to you and look forward to working with you in the future.

Very truly yours,
**DUBOIS & KING, INC.**

Timothy W. Dall, P.E., LEED AP
Senior Structural Engineer

Enclosure: Sketch SK1 – Existing Framing Plan Redlines
Sketch SK2 – Keynoted Renovation Plan