



**TRUSTEES SPECIAL MEETING NOTICE & AGENDA**  
**THURSDAY, JUNE 14, 2018 at 7:00 PM**  
**LINCOLN HALL MEETING ROOM, 2 LINCOLN STREET**

1. **CALL TO ORDER/ PLEDGE OF ALLEGIANCE TO FLAG** [7:00 PM]
2. **AGENDA ADDITIONS/CHANGES**
3. **APPROVE AGENDA**
4. **PUBLIC TO BE HEARD**
  - a. Comments from Public on Items Not on Agenda
5. **JOINT MEETING WITH ESSEX JUNCTION BOARD OF TRUSTEES** [7:05 PM]
  - a. Extension of Memorandum of Agreement for Consolidation of Public Works Services – Evan Teich
  - b. Approval of definitions of commonly-used words around governance and consolidation – Elaine Sopchak & Irene Wrenner
  - c. Setting goals for evaluation of Unified Manager – Andrew Brown, Irene Wrenner, Lori Houghton, and Mike Plageman
  - d. Discussion of next steps for governance structure options and timeline – Evan Teich
6. **READING FILE**
  - a. Memo from Evan Teich and Greg Duggan re: Priorities to be accomplished through consolidation
  - b. Essex Community Tax History
  - c. Memo from Travis Sabataso re: Fiscal Year End 2019 Delta Dental Rates
  - d. Memo from Travis Sabataso re: Revised employment application
  - e. Memo from Will Moran re: Essex Rescue Response Statistics
7. **ADJOURN**

*Meetings of the Trustees are accessible to people with disabilities. For information on accessibility or this agenda, call the Village Manager's office at 878-6944.*

**Memorandum**

**To:** Board of Trustees; Selectboard

**Cc:** Dennis Lutz, Public Works Director; Rick Jones, Public Works Superintendent

**From:** Evan Teich, Unified Manager

**Re:** Extension of Memorandum of Agreement for Consolidation of Public Works

**Date:** June 8, 2018

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**Issue**

The issue is whether the Selectboard and Trustees will approve Amendment Number One to the Memorandum of Agreement Between the Town of Essex and Village of Essex Junction re: Consolidation of Public Works Services.

**Discussion**

The original Memorandum of Agreement Between Town of Essex and Village of Essex Junction re: Consolidation of Public Works Services (attached), which was entered into on January 13, 2015, expires on July 1, 2018. The Final Report of the Public Works Assessment Committee (attached), which was accepted by the Boards in October 2017, recommends full consolidation of the public works departments based on incremental steps and recommendations outlined in the report.

The attached Amendment Number One to the Memorandum of Agreement would extend the term of the MOA. The Town Attorney and Village Attorney have reviewed the current draft of MOA extension (attached).

The Selectboard has reviewed a draft of the extension, and the Trustees will do so on June 12.

**Cost**

None.

**Recommendation**

It is recommended that the Board of Trustees/Selectboard approve Amendment Number One to the Memorandum of Agreement Between the Town of Essex and Village of Essex Junction re: Consolidation of Public Works Services, subject to comments and attorneys' review of the final form.

**AMENDMENT NUMBER ONE TO THE MEMORANDUM OF AGREEMENT BETWEEN THE TOWN OF ESSEX AND VILLAGE OF ESSEX JUNCTION RE: CONSOLIDATION OF PUBLIC WORKS SERVICES**

This Amendment Number One to the Memorandum of Agreement (“Amendment One”) between the Town of Essex and the Village of Essex Junction RE: Consolidation of Public Works Services dated January 13, 2015, is entered into this \_\_\_\_\_ day of \_\_\_\_\_ 2018, by and between the Town of Essex (“Town”) and the Village of Essex Junction (“Village”).

**WITNESSETH:**

WHEREAS, the Memorandum of Agreement between the Town and Village (“Agreement”) required an assessment by a Review Committee to determine “whether to continue or modify the shared public works services model developed pursuant to this Agreement, revert to the model existing prior to this Agreement, or establish a permanent public works department for the Town and Village to become effective July 1, 2018”; and

WHEREAS, the Town Selectboard and Village Trustees approved the Final Report of the Review Committee dated October 2, 2017 (“Report”) that recommended full consolidation of the Village and Town Public Works Departments, based on the incremental steps and recommendations contained in the Report; and

WHEREAS, the Town and the Village agree that the Agreement has been of mutual benefit and should be maintained; and

WHEREAS, the Town and Village further agree that both an extension of time is needed to achieve full consolidation of the Public Works Departments of the Town and the Village and

further actions/studies are needed to better align the Departments prior to full consolidation;  
and

WHEREAS, the Town and Village desire to extend the Term of the Agreement on the terms and conditions set forth in this Amendment One;

NOW THEREFORE, in consideration of the mutual covenants and agreements hereinafter set forth, the parties hereto agree to the following:

1. **Term:** The terms of the Agreement, as modified by this Amendment One, shall continue in effect from July 1, 2018, for the five (5) fiscal years ending (“FYE”) June 30, 2019, 2020, 2021, 2022 and 2023 (“Term”) or until the date that full consolidation of the Public Works Departments occurs, whichever occurs earlier.
  
2. **Recommendations of the Review Committee:** The Unified Manager, referred to as the Municipal Manager in the Agreement, shall be responsible for directing staff, any outside experts, and/or others as may be needed to address the Selectboard and Trustees’ approved recommendations, as detailed in the Report attached hereto as Attachment A, in a timely manner and shall provide periodic reports to the Town and Village on the progress being made to study or implement the recommendations.
  
3. **Other Tasks:** In addition to the recommendations contained in the Report, the Unified Manager shall create a plan for consolidation of Public Works, which shall also include the following items:

- a. A hierarchical chart describing employees' positions and roles in a fully consolidated Public Works department, which shall also contain employee roles and duties for the interim, prior to and leading to full consolidation;
- b. Employee job descriptions, clearly defining individual employee responsibilities, and protocol for the use of contractors such as engineers or other professionals;
- c. A detailed plan outlining the tasks and time frame for actions needed to achieve full consolidation; and
- d. Identification of costs associated with those areas in which operational efficiency may be improved.

4. **Time Frame for Completion of Studies/Reports:** No time frame has been set in this Amendment One for completion of specific tasks/reports/studies. It is agreed that full consolidation of the Public Works Departments is a priority to the Town and the Village, and the tasks described in the Report and referenced in this Amendment One shall be prioritized. Reports, on at least a quarterly basis, shall be provided by the Unified Manager or his designee to the Town Selectboard and the Village Trustees on progress that is being made on the tasks.
5. **Miscellaneous:** Except as modified by this Amendment One, the terms and conditions of the Agreement shall remain in full force and effect.

**IN WITNESS WHEREOF**, the parties hereto have set their hands the day and year first above written.

For the Town of Essex Selectboard

For the Village of Essex Junction Board of Trustees

\_\_\_\_\_  
Max G. Levy, Chair

\_\_\_\_\_  
George A. Tyler, President

\_\_\_\_\_  
R. Michael Plageman, Vice Chair

\_\_\_\_\_  
Andrew P Brown, Vice President

\_\_\_\_\_  
Elaine H. Sopchak, Clerk

\_\_\_\_\_  
Lori A. Houghton

\_\_\_\_\_  
Andrew J. Watts

\_\_\_\_\_  
Daniel S. Kerin

\_\_\_\_\_  
Irene A. Wrenner

\_\_\_\_\_  
Elaine H. Sopchak



## TOWN OF ESSEX VERMONT

### MEMORANDUM OF AGREEMENT BETWEEN TOWN OF ESSEX AND VILLAGE OF ESSEX JUNCTION RE: CONSOLIDATION OF PUBLIC WORKS SERVICES

This Memorandum of Agreement (Agreement) is entered into this 13th day of January 2015, by and between the Town of Essex ("Town") and the Village of Essex Junction ("Village").

#### WITNESSETH:

WHEREAS, the Town and Village continue to work cooperatively on a shared services model to improve the delivery of services for the mutual benefit of the residents of the Town and Village; and

WHEREAS, pursuant to this model, a shared "Municipal Manager" is in place, tax billing and collections for the Town and Village have been unified, and a storm water permitting and management services agreement has been approved; and

WHEREAS, the Village and Town now propose the incremental development of a combined public works department for the management of highway and engineering functions as well as any other public works-related functions as may be mutually agreed upon by the Town and the Village; and

WHEREAS, the incremental development of combining public works departments is necessary due to the relative cost impacts of consolidation to each municipality, presently-undefined cost savings that may be achieved from consolidation, and the lack of required staffing within the existing Town public works department to provide the full range of services under consolidation within the first year of this Agreement; and

WHEREAS, section 4901 of Title 24, Vermont Statutes Annotated, allows a municipality to contract with another municipality to perform any governmental service, activity or undertaking which each municipality is authorized by law to perform, provided the legislative body of each municipality approves the contract and the expenses for such governmental service is included in a municipal budget approved under 17 V.S.A. § 2664 or comparable charter provision; and

WHEREAS, the Village and the Town desire to continue their coordinated efforts with respect to shared services by creating one cost center within the Town's annual budget for a portion of the Village's public works functions, and to continue studying the consolidation of those functions;

NOW THEREFORE, in consideration of the mutual covenants and agreements hereinafter set forth, the parties hereto agree as follows:

1. **Term:** This Agreement shall be effective upon execution, and shall continue in effect for the three (3) fiscal years ending ("FYE") June 30, 2016, 2017 and 2018 ("Term").
2. **Village Highway Budget:** On or before January 15, 2015, and by January 15<sup>th</sup> of each year thereafter during the Term of this Agreement, the Village Board of Trustees shall prepare and provide the Town Selectboard with a "Village Highway Budget" for its consideration and consolidation within the Town's Highway Budget, which is a component part of the Town's General Fund Budget. Except as set forth in section 3 below, the Village Highway Budget shall consist of items previously identified within the Village's "Street Department Budget" including, without limitation, all salaries and benefits of Village employees within its highway department. During the Term of this Agreement, the Village shall not



increase the annual Village Highway Budget as defined herein by more than six percent (6%) over the previous year's budget amount without agreement of the Town Selectboard.

3. **Exclusions from Village Highway Budget:** Unless otherwise agreed by the Town and Village, the Village Highway Budget submitted by the Village Board of Trustees for inclusion in the Town budget shall not include funds for capital project paving or equipment replacement, which shall continue to be a Village expense separate and apart from the Village Highway Budget. The Village Highway Budget also shall not include any storm water permitting or management costs, which are covered under a separate Memorandum of Agreement between the Parties hereto. Additionally, any indebtedness for highways and related infrastructure incurred by either municipality prior to the effective date of this Agreement shall not be included as part of any combined highway budget, but rather shall remain the separate obligations of the respective municipality.

4. **Town Highway Budget:** The Town Selectboard shall incorporate the Village Highway Budget as prepared and provided by the Village Board of Trustees pursuant to section 2, above into the Town General Fund Budget for approval by the legal voters of the Town at its annual meeting in March pursuant to 24 V.S.A. Appx. Ch. 117, § 303. In the event the Town voters do not approve a budget that includes the Village Highway Budget, or approve a lesser amount than what was prepared and presented by the Village Board of Trustees, then the Town will so inform the Village and the Village shall be and remain responsible for raising such funds through the Village budgeting process.

5. **Payment:** The Town shall pay all Village Highway Budget costs as incorporated into the voter-approved Town budget as incurred. In the event actual Village Highway Budget costs differ from budgeted amounts, the Village Board of Trustees and Town Selectboard may

adjust future budgets to account for any under or over collections between the two municipalities.

6. **Integration Study:** On or before November 1, 2015, the Town Public Works Director and/or his designees, in coordination with the Village Public Works Superintendent and/or his designees, shall prepare a plan for presentation to the Municipal Manager for fully consolidating and integrating public works functions within the Town and Village. The plan shall identify potential cost savings and/or efficiencies, non-monetary benefits, and added service capabilities to be gained under a combined public works department, and shall include, at a minimum:

a. An integrated communications plan, including all hardware, internet and software computer costs, allowing unfettered and seamless communication between the two communities as part of a consolidated department;

b. Recommended changes or improvements necessary to provide better customer service, improved dissemination of work to be performed in the community, and centralized management of complaints;

c. A written Winter Operations plan applicable to both municipalities; and

d. A written procedure for procuring outside engineering and contract services that is beyond the capability of in-house resources, which shall include a list of qualified firms and their fee schedules.

7. **Employee Relations:** Any shared public works services between the Town and the Village during the Term of this Agreement shall be managed by the Municipal Manager. The Town public works department will advise the Municipal Manager and make recommendations with respect to public works related operations in the Village, but shall have

no direct management or supervisory functions within the Village, unless it is determined on the basis of the integration study and agreed upon by both municipalities that the management and supervision functions will change as a result of the study findings in years two and three of the agreement. Village highway and Town highway employees shall remain employees of their respective municipalities subject to their existing personnel policies and collective bargaining agreements. The Village Public Works Superintendent shall continue to supervise and set the work schedule for Village employees, and the Town Public Works Superintendent shall continue to supervise and set the work schedule for Town employees. When employees of either the Town or the Village perform work in the other municipality, the employees shall remain members of their respective collective bargaining units but will be supervised by the individual in charge of the work being performed. Town and Village management shall meet with Town union (AFSCME) and Village Association representatives concerning the structure of labor contracts under an integrated management system of public works delivery prior to the expiration of existing collection bargaining agreements.

8. **Review Committee:** A committee consisting of two (2) Town Selectboard members, two (2) Village Board of Trustees members, and one (1) qualified outside technical agent as mutually agreed to by the Town and Village shall be created to review the shared public works operations. On or before October 1, 2017, the review committee shall make recommendations to the Village Board of Trustees and the Town Selectboard on whether to continue or modify the shared public works services model developed pursuant to this Agreement, revert to the model existing prior to this Agreement, or establish a permanent and combined public works department for the Town and Village to become effective on July 1,

2018. The Town Selectboard and the Village Board of Trustees shall act on the recommendations of the review committee on or before December 1, 2017.

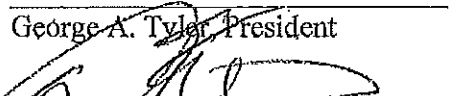
9. **Miscellaneous:** This Agreement may be modified only by a written amendment signed by the Parties. If any provision of this Agreement shall be found to be invalid, inoperative or unenforceable in law or equity, such finding shall not affect the validity of any other provisions of this Agreement, which shall be construed, reformed and enforced to effect the purposes of this Agreement to the fullest extent permitted by law. This Agreement shall be governed by and construed under the law of the State of Vermont, without application of principles of conflicts of laws, and constitutes the entire agreement of the Parties with respect to the subject matter hereof, superseding all prior oral and written communications, proposals, negotiations, representations, understandings, courses of dealing, agreements, contracts, and the like between the Parties in such respect.

IN WITNESS WHEREOF, the parties hereto have set their hands the day and year first above written.

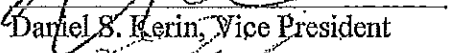
For the Town of Essex Selectboard

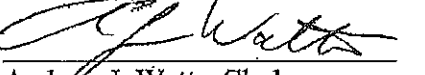
For the Village of Essex Junction Board of Trustees

  
Max G. Levy, Chair

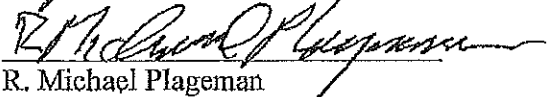
  
George A. Tyler, President

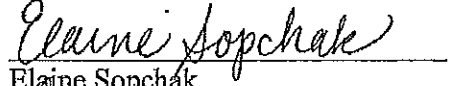
  
Brad M. Luck, Vice Chair

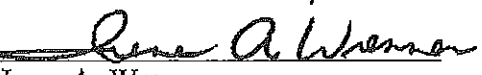
  
Daniel S. Kerin, Vice President

  
Andrew J. Watts, Clerk

  
Andrew Brown

  
R. Michael Plageman

  
Elaine Sopchak

  
Irene A. Wrenner

  
Lori A. Houghton

TO: Town of Essex Selectboard  
Village of Essex Junction Board of Trustees

FROM: Public Works Assessment Committee

DATE: October 2, 2017

SUBJ: Final Report

The Memorandum of Understanding enacted by the Town Selectboard and Village Board of Trustees on January 13, 2015 stipulates that both Boards must convene a Review Committee to assess the shared public works operations. In spring 2017 the Boards appointed Selectboard members Sue Cook and Mike Plageman, and Trustees Andrew Brown and Elaine Sopchak to the Committee. The fifth appointed member is Essex Junction resident Justin Rabidoux, who is also the Director of Public Works in South Burlington, and who served as the Committee's "qualified outside technical agent" as required by the MOU. The Committee met six times over the course of the summer to review the progress made to date on the consolidation of the public works departments of the Town of Essex and Village of Essex Junction.

The MOU stipulates that the Review Committee must make recommendations to the Village Board of Trustees and Town Selectboard "whether to continue or modify the shared public works services model developed pursuant to this Agreement, revert to the model existing prior to this Agreement, or establish a permanent and combined public works department for the Town and Village to become effective July 1, 2018." This report contains the recommendations of the Committee after completing its research and analysis.

### Resources

The Committee had access to many resources to complete its work. Five of the Committee's six meetings were attended by Town Public Works Director Dennis Lutz. Village Public Works Superintendent Rick Jones attended three of the meetings. Municipal Manager Pat Scheidel and Town Financial Director Lauren Morrissette each attended one meeting. These staff members made themselves available to answer many questions, and the Committee found the binder Mr. Lutz provided to be particularly helpful.

The basis of the Committee's work was to determine whether the consolidation of the public works departments to date has been successful, partially successful, or unsuccessful in terms of:

1. Integrating the Village highway budget into the Town's general fund budget;
2. Providing the component elements of an integration study as outlined in section 6 of the MOU;
3. Reducing costs where such reductions are quantifiable;
4. Providing management or engineering assistance as needed or requested;
5. Coordinating activities for mutual support;
6. Developing procedures and implementing tools for infrastructure management and operations; and
7. Providing timely and quality public works services to residents and businesses in the Town and Village.

It is the Committee's conclusion that the consolidation of the public works departments thus far has been successful in all seven respects.

Below is a non-inclusive list of the many resources analyzed:

- Public works integration study
- Minutes from Selectboard and Trustee meetings regarding the MOU
- Town and Village annual reports from public works departments
- Examples of joint project work, including paving bids, winter operations plan, joint training sessions
- Results of shared manager model evaluation survey
- Town and Village public works budgets for FY14, 15, 16, 17, 18
- Town and Village rolling stock and capital plans

### General Recommendations

After a thorough review of the materials, extensive conversations with administrative staff, and multiple discussions amongst members, the Committee unanimously recommends full consolidation of the public works departments of the Village and the Town based on incremental steps and recommendations outlined in this report.

The Committee recommends maintaining the existing MOU without change until it expires June 30, 2018. Between now and that time, the Committee recommends conducting certain studies as outlined below. The Committee then recommends extending the current MOU from July 1, 2018 until the studies are well underway or completed, at which time the MOU should be modified to accommodate the findings of the studies. The goal is to fully consolidate both public works departments eventually; the Committee does not recommend a particular timeline for the full consolidation but rather suggests that both Boards adopt the

recommendations, conduct the studies, and plan to fully consolidate based on benchmarks established by the outcomes of the studies. In addition, the Committee recommends that both Boards set aside funds to enable the full consolidation of the departments over time.

### Specific Recommendations

The path to full consolidation will involve changes to business practices, funding streams, operations, contractual agreements, and organizational structure. The Committee's recommendations are divided into three functional areas that group similar elements. Within these areas, the recommendations are listed starting with the highest priority. More detailed descriptions follow each functional area.

- Personnel
  - Cross-train staff
  - Identify and institutionalize common best practices and procedures
  - Align rules and regulations
  - Analyze and align job descriptions
  - Can't do —* ○ Establish a single employment contract for both Village and Town, including a unified organizational chart

In conducting this assessment, the Committee spoke to administrative staff—primarily Mr. Lutz and Mr. Jones—and not with staff in the field. The Committee also reviewed the results of a staff survey regarding the effect of the unified manager model on their work.

Currently, Village public works staff are cross-trained in all positions, allowing for efficiency and cost savings. Town public works staff are not cross-trained. The Committee recommends that Town staff begin cross-training as soon as possible to achieve maximum efficiency. In addition, it is recommended that Town and Village staff receive cross-training, , so that eventually they can work in both municipalities. Longer term, common best practices and regulations will need to be established, with the recommended end goal of a single Agreement for public works staff that aligns all job descriptions, consolidates public works administrative staff, and establishes a unified organization chart.

- Financial
  - Study and implement a single rolling stock fund
  - Establish a common purchasing policy
  - Study and establish a single, consolidated capital project planning, funding, and implementation process

- Study and establish guidelines for assuming future debt for equipment and projects, and for joint bonding

Full consolidation will impact how budgets are built, how revenues are collected and shared, and how expenditures are made. It will be necessary to analyze multiple aspects of public works finance to understand the full impact of consolidation on taxation in the Village and the Town. The Committee recommends consolidation of the Village rolling stock and the Town vehicles and equipment budgets in the near future; this consolidation appears to be manageable based on similar business practices in both the Village and Town. At the same time both Boards should review all existing purchasing policies and create a single policy.

The Committee recommends that the capital project planning, funding, and implementation process should also be consolidated. The existing Village capital committee and ranking system is one model that should be considered. Whatever process that is adopted for both the Village and Town should retain a ranking for public input. In addition, the Committee recommends that the Boards should seek the assistance of outside expertise when the conversation about consolidation of the capital process turns to impacts on taxation and protocols for assuming debt.

- Resource management

*Staff?*

- Research and implement common asset management software
- Establish common service call management and communications processes
- Establish a single location for public works administration, and consider doing the same for all staff

The Town uses Micro Paver, a management system covering the entire street network; the Village does not use such a system. Currently the CCRPC is investigating a standard paving program that could combine and prioritize paving projects in both municipalities; this program may be the best way to combine both paving budgets. The Town is also able to efficiently deploy equipment and personnel in the field using GPS-based software that the Village does not use. The Committee recommends exploring if Village streets and equipment can be integrated into the Town system to maximize efficiency and improve service and mutual aid. If this integration is not possible, steps should be taken to find software that can facilitate management of the entire street network.

In the Town service calls are handled by an administrative assistant, as are other administrative tasks such as billing and work orders. In the Village service calls and administrative needs are handled directly by public works staff. Both departments use See Click Fix; neither uses it as the



primary repository for work orders. The Committee recommends developing a common system for handling service calls, and establishing a system to record basic data about all calls (regardless of how they came in) so that progress can be measured. The Committee also recommends that the Village and Town share an administrative assistant for service call intake and administrative tasks. In addition, both departments should develop a common public communications protocol. Finally, the Committee recommends locating consolidated public works department management and administration into one location to optimize communications, organization, and service call management.

**Memorandum**

**To:** Board of Trustees; Selectboard; Evan Teich, Unified Manager

**From:** Greg Duggan, Deputy Town Manager *GSD*

**Re:** Approval of definitions of commonly-used words around governance and consolidation

**Date:** June 8, 2018

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**Issue**

The issue is whether the Selectboard and Trustees will approve definitions of commonly-used words around governance and consolidation.

**Discussion**

Prior to the last joint board meeting on May 14, board members were invited to submit their definitions of commonly-used words around governance and consolidation. Since that meeting, board members Irene Wrenner and Elaine Sopchak met to create single definitions for each of the words.

The definitions created by Ms. Wrenner and Ms. Sopchak are attached for review.

**Cost**

None.

**Recommendation**

It is recommended that the Board of Trustees/Selectboard approve definitions of commonly-used words around governance and consolidation.

## Definitions for common language of consolidation

### Appropriate Level of Services

The quantity / quality of public services that the residents and businesses expect, need, or want, balanced with their ability to pay for them, as affirmed by the voters approving the annual budgets.

### Consolidation

Combining of two or more departments, committees, or service areas with a goal of efficiency and cost-effectiveness, as well as maintaining or improving the quality of service delivery, so that the resulting entity operates under a single point of authority, refers to one set of policies or procedures, follows the same best practices, and has a single budget for both revenues and expenses.

### Culture

- 1) Beliefs, attitudes, expressions, and perceptions made by each individual and groups of individuals, which may vary greatly, as these are shaped by unique prior experiences.
- 2) An environment that allows work to get done in a timely way, safely, and by the rules, while respecting diversity, personal agency, and chain of command.

### Governance

The persons who make up a body for the purpose of administrating, who set policy and exercise authority, on behalf of the electorate.

### Identity

1. Geographic areas within the municipality and their physical boundaries.
2. What these areas are called and what the entire municipality is called.

### Public Input

The wide array of opportunities available for residents to communicate their expectations, opinions, and choices with elected officials and staff.

### Quality of Life

The individual's perception of their position in life in the context of the culture and value systems in which they live and in relation to their goals.

## Definitions for common language of consolidation

### Representation

The commitment of a person or small group of people to understand the needs, hopes, and interests of a larger group of people, and to participate in the governing process by deciding upon policy and legislative questions on behalf of that larger group.

### Sense of Place

Why certain places hold special meaning to particular beings. The degree to which a connection to the area is deeply felt by inhabitants and visitors.

### Success

When board-identified benchmarks are achieved and validated by voters.

### Sustainability

A sustainable community is one that is economically, environmentally, and socially healthy and resilient over time.

### Tax Equity

All property owners pay their fair share of property taxes to support the Town of Essex's (inclusive of the Village of Essex Junction) municipal services, regardless of where they live in the Essex community, regardless of whether they personally partake of some of those services, and regardless of where those services happen to be located.

### Town

1. The entirety of Essex, including the Village, and all 21,000+ residents.
2. Board members should make every effort to be as specific as possible when using the term.

### Transparency

The ability for people, groups, and organizations outside of the government to obtain complete, accurate, and timely information about the activities of the government.

Definitions for common language of consolidation

Trust

1. Firm reliance on the honesty, dependability, strength, or character of someone.
2. Confidence or faith of the public in their representatives' ability to govern truthfully and equitably.
3. The presumption that board members honor publicly made commitments, adhere to board policies, and not betray or deceive other board members, staff, or the public.

**Memorandum**

**To:** Board of Trustees; Selectboard; Evan Teich, Unified Manager  
**From:** Greg Duggan, Deputy Town Manager *GSD*  
**Re:** Establishing and prioritizing goals for evaluation of Unified Manager  
**Date:** June 8, 2018

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**Issue**

The issue is whether, and when, the Selectboard and Trustees will set goals for the evaluation of the Unified Manager.

**Discussion**

The Memorandum of Understanding Regarding the Unified Manager specifies, “prior to July 1 of each year of the Employment Agreement, the Town, the Village and the Unified Manager shall establish and define such goals and performance objectives that they mutually determine are necessary for the proper operation of the Town and Village, and the attainment of the Town’s and the Village’s policy objectives. The Town the Village and the Unified Manager shall further establish a relative priority among the various goals and objectives, and said goals and objectives shall be reduced to writing.”

Each year, the boards need to review and evaluate the Unified Manager’s accomplishment of the goals and objectives and the Manager’s performance in achieving those goals and objectives. The review and evaluation needs to be in accordance with Specific, Measurable, Achievable, Relevant, and Time Constrained (SMART) criteria developed jointly by the Town, Village, and Unified Manager prior to the start of the performance period.

A subcommittee was created on May 14 to identify goals and priorities for approval by both boards. Due to scheduling difficulties, the subcommittee will not be able to meet until June 21. Staff has identified three options for how to proceed.

Option 1 – Extend the 2018 deadline from July 1 to August 1

The boards can vote to amend the Memorandum of Understanding to extend the 2018 deadline for establishing, defining, and prioritizing goals and performance objectives until August 1, or some other date.

Option 2 – Have a special meeting prior to July 1

If the subcommittee can meet and establish goals prior to July 1, the Selectboard and Trustees could hold a special meeting prior to July 1 to review and approve goals.

Option 3 – Choose and prioritize goals reviewed at past meetings

At the June 14 meeting, the Boards can establish, define, and prioritize goals and performance objectives based on goals that have been presented and reviewed at past meetings, and/or proposed by staff:

- Alignment/consolidation efforts towards Public Works; Fire Department salaries; Human Resources; Finance; etc.
- TIF education and policy

- Align policies and procedures, prioritizing policies and procedures for boards and personnel, as well as those for departments that have reached some level of consolidation (Rules and Regulations for Orderly Conduct of Business; Conflict of Interest Policy; Personnel Guidelines; Administrative Procedures re: Hiring; Administrative Procedures re: Personnel Files and medical records; Finance Department, Public Works Department; etc.)
- Develop an overall (Town & Village), 5-year capital improvement plan that includes all properties, roads, equipment
- Develop a comprehensive communications policy
- Maintain and improve municipal services and processes (e.g., liquor licenses, human services funding, day-to-day operations)
- Improve communication of municipal work and progress (with public; between boards/committees)
- Complete staff work on firearms ordinance discussion
- Streamline budget process (format of budget, number of meetings, etc.)
- Plan for and fill openings created by retirement
- Provide professional development training to employees (management/leadership training for supervisors, seminars/workshops/conferences for all employees in respective fields, computer training – Excel, inDesign – as appropriate)
- Create on-boarding packets and welcome/training program for staff, elected officials, volunteers (full orientation process for new hires and new elected/appointed officials)
- Set a plan with HR Director for aligning Town/Village benefits (at what level do we want each benefit to be, and how do we plan to get there?)
- Develop a detailed organizational chart and set a potential succession plan.
- Additional goals proposed by Board members prior to the May 14, 2018 meeting are attached.

**Cost**  
None.

**Recommendation**

It is recommended that the Board of Trustees/Selectboard choose one of the options above and make the appropriate motion for that option:

Option 1

Motion that the Selectboard/Trustees approve and sign an amendment to the Memorandum of Understanding to extend the 2018 deadline for establishing, defining, and prioritizing goals and performance objectives for the Unified Manager until August 1.

(If the boards choose Option 1, an amendment is attached for signatures)

Option 2

Motion that the Selectboard/Trustees hold a special meeting prior to July 1 for the purpose of establishing, defining, and prioritizing goals and performance objectives for the Unified Manager.

Option 3

Motion that the Selectboard/Trustees establish the following goals and performance objectives for the Unified Manager, in the following order of priority:



**Amendment One to Memorandum of Understanding Regarding the Unified Manager**

Section II of the Memorandum of Understanding Regarding the Unified Manager, dated February 26, 2018, shall be amended to specify that in the first year of the agreement, the deadline for the Town, the Village and the Unified Manager to establish and define such goals and performance objectives that they mutually determine are necessary for the proper operation of the Town and Village, and the attainment of the Town's and the Village's policy objectives, shall be August 1, 2018.

**TOWN OF ESSEX**

By its Selectboard

\_\_\_\_\_  
Max G. Levy, Chair

\_\_\_\_\_  
R. Michael Plageman, Vice Chair

\_\_\_\_\_  
Elaine H. Sopchak, Clerk

\_\_\_\_\_  
Andrew J. Watts

\_\_\_\_\_  
Irene A. Wrenner

**VILLAGE OF ESSEX JUNCTION**

By its Board of Trustees

\_\_\_\_\_  
George A. Tyler, President

\_\_\_\_\_  
Andrew P Brown, Vice President

\_\_\_\_\_  
Lori A. Houghton

\_\_\_\_\_  
Daniel S. Kerin

\_\_\_\_\_  
Elaine H. Sopchak

## **Goals for Unified Manager**

*(As proposed by Selectboard members and Trustees for May 14, 2018)*

### **BOARD OF TRUSTEES**

#### George Tyler

I believe Evan should propose his own three goals for joint board approval. However, my recommendation would be as follows:

- 1) Alignment of Town and Village policies and procedures. Aligning *all* P&P would not be achievable within the remaining year, so I believe Evan should designate a specific cohort of Ps & Ps to be aligned.)
- 2) Village-specific goal – Evan should become our resident expert on the Tax Increment Finance (TIF) district process in Vermont, as a potential funding mechanism for achieving strategic goals in Village center redevelopment. In consultation with the Trustees and Development Office he should draft some possible and plausible ideas for creating a TIF district.
- 3) Town-specific goal – to be decided by the Selectboard.

#### Andrew Brown

1. Identify and implement ways to increase the efficiency of Town and Village operations;
2. Work with the Selectboard and Trustees to create a new Essex governance structure which results in one board and one municipality;
3. Identify a minimum of two goals which are to be agreed upon by the Selectboard and Trustees.

### **SELECTBOARD**

#### Andy Watts

Staff Effectiveness  
Policy Facilitation  
Service Delivery Management  
Strategic Leadership  
Democratic Responsiveness  
Organizational Planning and Management  
Communication  
Integrity  
Interpersonal Characteristics and Skills  
Organizational Values  
Personal Development  
Leadership

### Max Levy

The Selectboard and Trustees defined their joint strategic goal to become one municipality in the future. Therefore, we should have Evan define his goals that support this strategic direction and have the boards jointly review and approve them. In addition Evan should define learning goals. The Trustees and Selectboard may also define one or two specific goals from their board. For example, I would like to propose that the Firearms Discharge Ordinance be completed within his first year.

### Irene Wrenner

- 1) Use your gifts to bring attention and respect to a culture that has acted to discourage input from articulate, engaged public members over time.
- 2) Help us to think outside-the-box by questioning all of our assumptions / rules, including, “We are only doing one charter change.” ... So, 20 years from now, after we get board agreement on doing 35 different things, we’ll draft a charter change?
- 3) As you say the word “Town” 100 times per day, please be mindful to add a mental or, better yet, verbal qualifier, so your audience not only knows that you understand the nuances here but also becomes more mindful themselves of how they speak. Words have power, and Town Words Matter.
- 4) Understand and reiterate why the T and V don’t need to merge: the TIV and TOV already comprise one wonderful old New England town.
- 5) Understand that no matter how well you align or consolidate entities, that if only the SB and Trustees are at the table, the process is improper. Therefore, the underlying feelings of inequity (which lead to divisiveness) will continue.
- 6) Understand that TOV residents have waited over 125 years for slow-government to provide them adequate representation. If addressing this imbalance isn’t already Job #1 for you, please begin spending more time with everyday taxpayers and less time with those who want to be the next mayor, house rep, senator, etc.
- 7) Ask for and take to heart as many anonymous suggestions as you can get from rank-and-file firefighters – NOT about Consolidation – but about how to better save property and lives through changes in administration, dispatch, relationship to cops, etc.

Recognize that merging Fire Depts is no easier than merging Libraries or Rec Depts and may be thoroughly inadvisable. When you understand the sentiment behind that prior sentence you will see plenty more important things to do than alignment.

## **UNIFIED MANAGER**

### Evan Teich

Progress toward alignment of departments.

**Memorandum**

**To:** Board of Trustees; Selectboard; Evan Teich, Unified Manager

**From:** Greg Duggan, Deputy Town Manager

**Re:** Next steps for governance structure options and timeline

**Date:** June 12, 2018

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**Issue**

The issue is whether the Board of Trustees and Selectboard form a subcommittee to research and present options for governance structure and timelines to the rest of the boards.

**Discussion**

All members of the boards, at joint meetings on April 25 and May 14, have said they would like the current consolidation efforts to result in end goals of one community/municipality, one legislative body with equal representation, one budget, and one tax rate.

Opinions differ in regards to how and when to meet those goals. Representation and a tax equity plan seem to be the highest priority issues.

Attached are memos about staff and board work plans for alignment and consolidation, which may be useful in discussing timelines to meet the goals mentioned above.

**Cost**

None.

**Recommendation**

It is recommended that the Board of Trustees and Selectboard form a subcommittee to research and present options for governance structure and timelines to the rest of the boards.

**Memorandum**

**To:** Board of Trustees; Selectboard  
**From:** Evan Teich, Unified Manager  
**Re:** Staff work plan for consolidation and alignment  
**Date:** April 20, 2018

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**Issue**

The issue is informing the Selectboard and Trustees about the staff work plan for consolidation and alignment.

**Discussion**

Following the approval of Town and Village budgets for FYE 2019 and the joint meeting between the Selectboard and Trustees on March 24, 2018 – and after reviewing materials from Jennifer Knauer summarizing the March 24 meeting (distributed in April 16 Selectboard packets and April 10 Trustee packets) – staff is ready to continue ongoing work toward consolidation. The work will have two primary components: completing the alignment of departments that have been consolidated, and preparing for consolidation of other departments through alignment. Alignment will include the following items: training, pay and compensation, contracts, planning, policies, procedures, practices, forms, IT systems, and more.

This memo will summarize work done to date and outline a plan for moving forward with future consolidation.

The Alignment Group

The Unified Manager recently convened the first meeting of “The Alignment Group,” which will meet every two weeks. The members of the group include senior Town and Village officials who can guide the ongoing consolidation process:

- Evan Teich, Unified Manager
  - Greg Duggan, Deputy Town Manager
  - Jim Jutras, Water Quality Superintendent
  - Dennis Lutz, Public Works Director
  - Sarah Macy, Assistant Finance Director
  - Lauren Morrisseau, Finance Director/Assistant Village Manager
  - Rob Paluba, IT Director
  - Travis Sabataso, HR Director
- Other staff will be brought into the discussions and work plans as necessary

*Purpose (draft version):* To be ready for a merger of the Town and Village municipal organizations, if and when it happens, by alignment, via a defined work plan.

*Goals (draft version):*

- Identify areas for alignment, including budgets, policies, software, hardware, fees, purchasing, and more (see attached)
- Define common terms, including service standard, culture, Town/Village “way” versus best/right “way”, level of service

- Improve mutual understanding of roles of all departments through trainings, internal and external communication, team-building, visits to municipal sites
- Empower all staff
- Improve on-boarding practices for employees, elected officials, and committee volunteers
- Building morale and team culture

### Public Works

Public Works and Highway have been consolidating for the better part of three years, per a memorandum of agreement between the Town and Village. A Public Works Study Committee recommended in the fall of 2017 that consolidation continue toward a permanent basis. The current consolidation status, however, does not mean the departments are fully aligned. To continue the consolidation process, Public Works Director Dennis Lutz has recently convened key staff and consultants from Town and Village Public Works, Highway, and Administration. The group will focus on how to create permanency, efficiency and effectiveness around consolidation.

### Proposed staff Work Plan

#### *FYE 2018 (2018-2019)*

- Finalize purpose and goals of the Alignment Group
- Identify all existing policies for review
- Continue meetings for Public Works consolidation
  - Present Selectboard and Trustees with updated MOU to continue consolidation of Public Works, per recommendation of study committee
- Identify all boards/committees/commissions to review schedules and ensure staff support
- Provide progress report to Selectboard and Trustees at joint meetings

#### *FYE 2019 (2019-2020)*

- Finish aligning Town/Village departments that have been consolidated but are not yet fully integrated
- Consolidate and align departments according to FYE19 budget (HR, IT, Fire Department)
- Present Selectboard and Trustees with policies for alignment and adoption
- Align evaluation process for employees (as permitted by contracts)
- Direct remaining departments to identify areas for alignment, and to begin aligning those areas (Parks & Recreation, Community Development, Libraries, Fire)
- Identify ordinances to be aligned
- Consider Capital Planning and budgeting process
- Make recommendations to Selectboard and Trustees for consolidation or collaboration of volunteer boards and committees
- Seek expert advice for tax equalization plan
- Recommend further consolidation efforts in FYE2020 budget proposal
- Provide progress reports to Selectboard and Trustees at joint meetings

*FYE 2020 (2020-2021)*

- Consolidation/alignment of departments as included in FYE2020 budget; specific departments TBD
- Provide progress reports to Selectboard and Trustees at joint meetings

Questions to answer and issues to consider

As consolidation and alignment progress, various issues and questions will need to be addressed. Some questions and issues can and will be answered by staff. Other issues will need to be addressed at the legislative level, potentially with staff input.

Issues identified thus far include the following:

- Tax equalization
- Charter changes (considered and/or required)
  - Unified Manager
  - Structure of legislative body/bodies
  - Representation of residents
  - Planning Commission(s) and DRB(s) or ZBA(s)
  - Voting
  - Penalties for late tax payment
- Consolidation of Town/Village volunteer boards and committees
  - Staffing for volunteer boards and committees
- Locations of departments
  - Space needs study in capital plan for Public Works/Highway, Parks & Rec, Fire

**Cost**

At this point, staff time. Other costs (and cost savings) may become known during the process.

**Recommendation**

None, this memo is for informational purposes.

## AREAS OF ALIGNMENT

- Budgets (account numbers, terminology, process)
- Capital expenditures
- Training
- Purchasing
- Forms/processes/policies/fees/protocols
- IT (phones, data, printers, software, etc.)
- HR/Personnel (pay, compensation, benefits, evaluations, hiring, contracts)
- Best practices
- Sharing
- Planning
- Trust
- Respect
- Taxes
- Culture
- Communications (websites, policies)
- Economic Development
- Development codes/regulations
- Comprehensive plans
- Other areas as they become apparent



## DEFINITIONS

- Sustainability (see Max definition)
- Identity
- Transparency
- Public Input (how and for what purpose)
- Governance
- Success
- Trust

## EVALUATION OF MANAGER

- Define goals:
  - JOINT
    - Progression of consolidation/alignment
    - Maintain and improve municipal services
      - Liquor licenses
      - Human services
      - Day-to-day operations
    - Communication of municipal work and progress
      - With public
      - Between boards/committees
  - SELECTBOARD
    - Economic development
    - Completion of firearms ordinance discussion
  - TRUSTEES
    - Downtown redevelopment
    - ??
- Evaluation of manager:
  - Are progress updates toward goals being provided to the boards at joint meetings?
  - Is progress being made according to timeline and budget?
    - If not, is there a valid reason for delays?
  - Adherence to contracts, policies, MOUs?
  - Feedback from residents on services?
  - Feedback from staff (per Village charter)
    - Staff morale
  - Is staff receiving professional development
  - Evaluation metric
    - See HR form
    - See Pat's form
    - See MOU/contract
    - 1-5 scale? 1-10?
      - Median? Average? Toss out best and worst score?

## Memorandum

**To:** Board of Trustees; Selectboard

**From:** Evan Teich, Unified Manager 

**Re:** Board work plan for consolidation and alignment

**Date:** April 20, 2018

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### Issue

The issue is for the Selectboard and Trustees to discuss consolidation and governance and agree to a work plan.

### Discussion

Following the March 24 joint meeting, facilitator Jennifer Knauer provided a memo and summary, dated March 28, 2018. Max Levy and George Tyler followed up with a memo, dated April 2, 2018, asking board members to submit their ideas for moving forward on governance. Four board members responded, and the comments are attached.

At the direction of Max and George in their April 2 memo, staff has reviewed Ms. Knauer's summary and recommendations from the March 24 meeting. We have proposed a staff work plan for consolidation and alignment, to be presented to the boards on April 25.

In addition to the staff work, I recommend that the Boards take the following steps to continue collaborating on governance and consolidation.

- Define oft-used words and phrases:
  - Culture
  - Governance
  - Identity
  - (Appropriate) Levels of service
  - Public Input (how and for what purpose)
  - Quality of life
  - Representation
  - Sense of place
  - Success
  - Sustainability (of health, resilience, economy, environment, society)
  - Transparency
  - Trust
  - Others?
  
- Identify common goals and objectives, such as the following:
  - Economic development
  - Process for annual evaluation of unified manager
  
- Identify areas that may require outside consultation, such as the following:
  - Tax equity
  - Options for legislative structure
  - Representation of residents

- Review, comment on, and adopt aligned policies as proposed by staff in the coming year

The task list above is not meant to be comprehensive. As consolidation and alignment progress, various issues and questions will need to be addressed. Some questions and issues can and will be answered by staff. Other issues will need to be addressed at the legislative level, potentially with staff input. Issues identified thus far include the following (this list was also included in an April 20, 2018 memo describing the staff work plan for consolidation and alignment):

- Tax equalization
- Charter changes (considered and/or required)
  - Unified Manager
  - Structure of legislative body/bodies
  - Representation of residents, including possibility of wards or districts
  - Planning Commission(s) and DRB(s) or ZBA(s)
  - Voting
  - Penalties for late tax payment
- Consolidation of Town/Village volunteer boards and committees
  - Staffing for volunteer boards and committees
- Locations of departments
  - Space needs study in capital plan for Public Works/Highway, Parks & Rec, Fire

The boards and staff should consider existing resources as work progresses on governance, consolidation, and alignment, including the following:

- Charters
- Essex Governance Group
- Heart & Soul
- Thoughtful Growth in Action

### **Cost**

None at this time. Costs (and cost savings) may become known during the process.

### **Recommendation**

It is recommended that the Selectboard and Trustees discuss next steps among the boards, and assign working groups as appropriate.

## **Board member thoughts on how to continue Governance conversation**

Selectboard members and Trustees submitted the following comments about governance.

### Member A

I know there is a lot we would need to accomplish should we continue to consolidate, but I feel our most immediate step is to address the elephant in the room - taxes.

We need a full understanding of the costs associated with the remainder of programs and departments to consolidate, how they would affect each entity and thoughtful solutions on how to resolve to ensure residents from both communities will continue to support consolidation.

If we don't tackle the money/tax issue, we may be spending time working towards the status quo. If that is the case, I would like to learn sooner rather than later that a full consolidation is not going to happen and move our attention to other important matters. We could still continue to work on joint communications and improving what is already consolidated.

If we can find a solution to the tax equity issue, then I would like to address board governance prior to consolidating anymore departments.

### Member B

I propose that we first come to an agreement by the boards ASAP of where we ideally want to be at the end of the consolidation process. Once we come to an agreement on that, then we should have the public validate it. Assuming the public validates it, then we can map out a plan for how to get there and draft the necessary charter changes that would eventually be voted on by the public to enable it.

### Member C

1) Review the most common goals for Consolidation (as a direction) to ensure that we're making progress on all of them. That is, Village residents have asked for Tax Equity. TOV residents have asked for Representative Equity. Board members have sought more Trust among and Between Board members. What progress has been made, and what other goals should we have? What's our clue that a particular Consolidation isn't meant to be?

2) Have Town Attorney, Leg Counsel, or whomever determine the best way for the majority of Essex voters (those living outside the Village) to get some form of district representation and district warning privileges just like the school district has had/will have again. (The skit at Village Meeting made it look easy!) If Selectboard members have trouble understanding why this is important, then, studying the problem should be a priority.

3) Talk to EWSD to determine how to consolidate Town and Village Annual Meeting dates with School Meeting dates so that we save the \$10,000 or whatever it's costing to keep holding multiple elections and annual meetings in both March and April each year.

4) Figure out whatever MOUs need signing and take TGIA over the finish line. We're really close.

5) Work toward putting municipal budgets on ballots, even if that means a hybrid-annual-meeting format.

have another facilitated meeting where the public weighs in our ideas.

### Member D

#### **Statement**

Staff is proposing an extended effort to align policies and practices between Town and Village departments. I believe the elected boards should support this effort. However, I'm concerned that the time and resources committed to this effort could be wasted if either or both boards decide to halt the alignment effort and return to status quo due to changes to either board or unforeseen circumstances. I would therefore like to suggest that we spend the next few months exploring ways by which we could commit the two boards to enabling and supporting this alignment effort and minimize the risk of terminating it prematurely.

#### **We're the Experts**

We're the experts on local government in Essex. No other group of people has our same level of understanding of the cultures, finances, economics, politics, staffing, and structures of the Essex Junction and Essex Town governments. A facilitator isn't going to help us answer our own questions or perform our own jobs. We can recruit consultants to address technical/legal questions, but we are the only ones who have holistic understanding of how all the pieces fit together, what our constituents will accept, and how one governance change will affect other aspects of governance.

#### **Let's Be Clear**

First Step: let's be clear about where we're headed. Are we moving toward eventual consolidation of the Town and Village governments, or do some of us believe we should maintain the status quo? If we want to maintain the status quo then why are we aligning policies and procedures? I believe we should all share our views on these questions.

#### **Recommend Some Ideas**

If we all support ongoing alignment efforts then I suggest each of us also recommend one or more ideas for long-term stabilization of the alignment effort. This could include anything from an MOU up to a restructuring of the boards and charter change. I would suggest that each of us also include our top three problems/improvements/priorities we hope to address by aligning Town and Village policies and practices.

#### **Create a Process for Constructive Criticism**

The present joint-meeting structure with a one or two hour time frame isn't conducive to allowing the nine of us to accomplish this task, nor is a facilitated marathon meeting such as on 24 March. Facilitated public meetings are great, but facilitators inhibit and interrupt constructive dialogue among people with high levels of knowledge and experience on the subject being addressed. We need to develop an inter-board/intra-board strategy for communicating our ideas without violating open meeting law.

### **Website-blog is One Possible Solution**

One suggestion would be to create a website-blog with the landing page containing all the information about consolidation, meeting minutes, links to joint meetings, etc. Each board member would have an interior page on which to post their ideas. The entire site would, obviously, be viewable by the public. We could edit and revise our own ideas (not each others!) as we reflect on what others have written. I'd love to hear some other suggestions. More joint meetings? A retreat?

### **Let Things Develop Organically**

We have at least four scheduled joint meetings for the remainder of 2018. At each meeting we could review and discuss each others' ideas. If by the end of the year we feel some consensus on working models has emerged, we could then develop a more structured format for transforming the dialogue into formal action. It would be at this point that we could perhaps have another facilitated meeting where the public weighs in our ideas.

**Memorandum****To:** Board of Trustees; Selectboard**From:** Evan Teich, Unified Manager; ~~Greg Duggan, Deputy Town Manager~~ <sup>GSD</sup>**Re:** Priorities to be accomplished through consolidation**Date:** June 8, 2018

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**Issue**

The issue is providing the Board of Trustees and the Selectboard an aggregated list of priorities that members would like to accomplish through consolidation.

**Discussion**

Prior to the May 14, 2018 joint meeting, Trustees and Selectboard members were invited to submit the top three priorities they wanted to see accomplished through consolidation. Staff has organized that list into four categories:

- Enhanced governance framework/structure of legislative body, with equitable representation
- Benefits of economic and overall sustainability
- Tax Equity, fair taxation
- Miscellaneous

Details, as well as the original responses, are attached.

**Cost**

None.

**Recommendation**

This memo is for informational purposes.

**Board members' top three priorities to be accomplished by consolidation**  
*Responses submitted prior to May 14 Joint meeting.*

*Respondents:* Andrew Brown, Max Levy, Mike Plageman, George Tyler, Irene Wrenner

SUMMARIZED GOALS/PRIORITIES FOR CONSOLIDATION

- **Enhanced governance framework/structure of legislative body, with equitable representation**
  - Governing framework for sustainable community (GT)
  - Governing framework to strengthen economic development (GT)
  - Harmony, with equal teams (IW)
  - Fair representation (IW)
  - Establish one board (AB)
  - Effective governance supported by meaningful and broad-based citizen participation. (ML)
  
- **Benefits of economic and overall sustainability**
  - Governing framework to strengthen economic development (GT)
  - Financial savings (MP)
  - Economic security (ML)
  - Diversified tax base (ML)
  - Redesign our planning/zoning as recommended by Thoughtful Growth in Action (AB)
  - A more diversified tax base developed by working and planning together for a brighter future (ML)
  - A more sustainable community: A better quality of life for the whole community without compromising the wellbeing of other communities. (ML)
  - Increased or equal level of service (MP)
  
- **Tax Equity, fair taxation (GT, IW)**
  
- **Miscellaneous**
  - Increased operational efficiencies (MP)
  - Establish one community (AB)
  - Essex Governance Group's recommendations (AB)
  - Preservation of community identity and history (ML)



## ACTUAL RESPONSES

### George Tyler

- 2) Tax equity/fairness for all town-village citizens
- 3) A governing framework on which to build a sustainable community
- 4) A governing framework that focuses and strengthens current economic development efforts

### Max Levy

1. A more sustainable community
  - a. A better quality of life for the whole community without compromising the wellbeing of other communities.
  - b. Effective governance supported by meaningful and broad-based citizen participation.
  - c. Economic security.
2. Preservation of community identity and history
3. A more diversified tax base developed by working and planning together for a brighter future

### Irene Wrenner

- 1) Consolidation is not a priority of mine.  
It is an end-product of healthy relationships.

Harmony is, and that, ironically, grows out of Fair Fights.  
Let equal teams to duke out and determine what's worth combining or not.

- 2) Fair representation is.

- 3) Fair taxation is.  
(We've worked on this to some degree, so it follows the two we haven't worked on.)

### Mike Plageman

I believe our consolidation efforts should be based upon increases in at least two of the following three categories

- (1) Financial Savings
- (2) Increased operational efficiencies
- (3) Increase level of service preferred. Equal level of service at a minimum

### Andrew Brown

1. Establish one board;
2. Establish one community;
3. Redesign our planning/zoning as recommended by Thoughtful Growth in Action;
4. Accomplishing 1 and 2 should help to achieve many of the Essex Governance Group's recommendations

**ESSEX COMMUNITY  
TAX RATE HISTORY**

FYE	T. GEN	T. HGHY	T. CAP	T. SCH	TOTAL TOWN	V. GEN	V. REC	V. SCH	TOTAL VILLAGE
1951	\$1.0000	\$0.5000	\$0.0000	\$4.5000	\$6.0000	\$1.9000	\$0.0000	\$2.4000	\$5.3000
1952	\$1.0000	\$0.5000	\$0.0000	\$4.5000	\$6.0000	\$1.9000	\$0.0000	\$3.2000	\$6.1000
1953	\$1.1500	\$0.5000	\$0.0000	\$5.2500	\$6.9000	\$1.7000	\$0.0000	\$3.2500	\$6.1000
1954	\$1.1500	\$0.5000	\$0.0000	\$5.8000	\$7.4500	\$1.8000	\$0.0000	\$3.3000	\$6.2500
1955	\$1.1500	\$0.5000	\$0.0000	\$5.6500	\$7.3000	\$1.9500	\$0.0000	\$3.7000	\$6.8000
1956	\$1.2900	\$0.5000	\$0.0000	\$6.9100	\$8.7000	\$1.9000	\$0.0000	\$3.8500	\$7.0400
1957	\$1.2900	\$0.5000	\$0.0000	\$7.5000	\$9.2900	\$1.7000	\$0.0000	\$5.0000	\$7.9900
1958	\$1.2400	\$0.7500	\$0.0000	\$8.3700	\$10.3600	\$1.8000	\$0.0000	\$6.9500	\$9.9900
1959	\$1.1500	\$1.0000	\$0.0000	\$11.1300	\$13.2800	\$2.0000	\$0.0000	\$6.9500	\$10.1000
1960	\$1.1500	\$1.0000	\$0.0000	\$10.5000	\$12.6500	\$2.1500	\$0.0000	\$7.6500	\$10.9500
1961	\$1.1500	\$1.0000	\$0.0000	\$9.8000	\$11.9500	\$2.1500	\$0.0000	\$7.0000	\$10.3000
1962	\$1.1500	\$1.0000	\$0.0000	\$11.5000	\$13.6500	\$2.1500	\$0.0000	\$7.5000	\$10.8000
1963	\$1.2500	\$1.0000	\$0.0000	\$9.5000	\$11.7500	\$2.1500	\$0.0000	\$8.4700	\$11.8700
1964	\$1.2500	\$1.0000	\$0.0000	\$11.0000	\$13.2500	\$2.1500	\$0.0000	\$9.0100	\$12.4100
1965	\$1.6000	\$1.0000	\$0.0000	\$13.0000	\$15.6000	\$2.5500	\$0.0000	\$9.0000	\$13.1500
1966	\$1.6000	\$1.0000	\$0.0000	\$13.0000	\$15.6000	\$2.6000	\$0.0000	\$9.0000	\$13.2000
1967	\$0.7000	\$0.3600	\$0.0000	\$5.6700	\$6.7300	\$1.1000	\$0.0000	\$3.3300	\$5.1300
1968	\$0.7100	\$0.3600	\$0.0000	\$5.6700	\$6.7400	\$1.2500	\$0.0000	\$3.3000	\$5.2600
1969	\$0.7100	\$0.3600	\$0.0000	\$6.2000	\$7.2700	\$1.3900	\$0.0000	\$3.8000	\$5.9000
1970	\$0.7100	\$0.3600	\$0.0000	\$6.2000	\$7.2700	\$1.3900	\$0.0000	\$3.7500	\$5.8500
1971	\$0.6800	\$0.3600	\$0.0000	\$6.3500	\$7.3900	\$1.2200	\$0.0000	\$4.0800	\$5.9800
1972	\$0.6800	\$0.3600	\$0.0000	\$6.5000	\$7.5400	\$1.4300	\$0.0000	\$4.0500	\$6.1600
1973	\$0.6200	\$0.3600	\$0.0000	\$6.3000	\$7.2800	\$1.7400	\$0.0000	\$4.4100	\$6.7700
1974	\$0.6000	\$0.3600	\$0.0000	\$6.0200	\$6.9800	\$1.4700	\$0.0000	\$4.9800	\$7.0500
1975	\$0.4500	\$0.3300	\$0.0000	\$4.4000	\$5.1800	\$0.9700	\$0.0000	\$3.8800	\$5.3000
1976	\$0.3700	\$0.3300	\$0.0000	\$4.6600	\$5.3600	\$1.0000	\$0.0000	\$3.9700	\$5.3400
1977	\$0.4600	\$0.3300	\$0.0000	\$5.2100	\$6.0000	\$0.9500	\$0.0000	\$4.2200	\$5.6300
1978	\$0.5700	\$0.3300	\$0.0000	\$5.4400	\$6.3400	\$0.8600	\$0.0000	\$4.1000	\$5.5300
1979	\$0.2800	\$0.1700	\$0.0000	\$2.6000	\$3.0500	\$0.4200	\$0.0000	\$1.9100	\$2.6100
1980	\$0.2300	\$0.1700	\$0.0000	\$3.2100	\$3.6100	\$0.3925	\$0.0000	\$1.7900	\$2.4125
1981	\$0.3500	\$0.1700	\$0.0000	\$3.0300	\$3.5500	\$0.3600	\$0.0000	\$1.7700	\$2.4800
1982	\$0.3900	\$0.1700	\$0.0000	\$2.8300	\$3.3900	\$0.2817	\$0.0000	\$1.9100	\$2.5817
1983	\$0.3600	\$0.1700	\$0.0000	\$2.8200	\$3.3500	\$0.2400	\$0.0000	\$1.8400	\$2.4400
1984	\$0.3900	\$0.1700	\$0.0000	\$3.0800	\$3.6400	\$0.2500	\$0.0000	\$2.1400	\$2.7800
1985	\$0.4100	\$0.1700	\$0.0000	\$3.6700	\$4.2500	\$0.2450	\$0.0000	\$1.9400	\$2.5950
1986	\$0.4600	\$0.1700	\$0.0000	\$4.0200	\$4.6500	\$0.2450	\$0.0000	\$2.1000	\$2.8050
1987	\$0.2200	\$0.0800	\$0.0000	\$1.7200	\$2.0200	\$0.2200	\$0.0000	\$1.1600	\$1.6000
1988	\$0.2500	\$0.0800	\$0.0000	\$1.7600	\$2.0900	\$0.1950	\$0.0000	\$1.1400	\$1.5850
1989	\$0.2650	\$0.0800	\$0.0000	\$1.8450	\$2.1900	\$0.2000	\$0.0000	\$1.2000	\$1.6650
1990	\$0.3100	\$0.0800	\$0.0000	\$2.0500	\$2.4400	\$0.1940	\$0.0000	\$1.2400	\$1.7440
1991	\$0.2500	\$0.0800	\$0.0000	\$1.6900	\$2.0200	\$0.1900	\$0.0000	\$1.1400	\$1.5800
1992	\$0.2650	\$0.0800	\$0.0000	\$1.7200	\$2.0650	\$0.2060	\$0.0000	\$1.0830	\$1.5540
1993	\$0.2526	\$0.0800	\$0.0000	\$1.8316	\$2.1642	\$0.1906	\$0.0000	\$1.0874	\$1.5306
1994	\$0.2572	\$0.0800	\$0.0000	\$2.0203	\$2.3575	\$0.2193	\$0.0000	\$1.1095	\$1.5860
1995	\$0.2526	\$0.0800	\$0.0100	\$1.8581	\$2.2007	\$0.3011	\$0.0000	\$1.1407	\$1.7044
1996	\$0.2526	\$0.0800	\$0.0100	\$1.8196	\$2.1622	\$0.2067	\$0.0000	\$1.1091	\$1.5784
1997	\$0.2517	\$0.0800	\$0.0100	\$2.0060	\$2.3477	\$0.2027	\$0.0000	\$1.2296	\$1.6940
1998	\$0.2850	\$0.0800	\$0.0100	\$2.1950	\$2.5700	\$0.2020	\$0.0000	\$1.3210	\$1.8180
1999	\$0.2950	\$0.0800	\$0.0100	\$1.7940	\$2.1790	\$0.2009	\$0.0258	\$1.7863	\$2.3180
2000	\$0.3120	\$0.0800	\$0.0100	\$1.7750	\$2.1770	\$0.2000	\$0.0622	\$1.8085	\$2.3927
2001	\$0.3270	\$0.0800	\$0.0100	\$1.9680	\$2.3850	\$0.2092	\$0.0877	\$2.0711	\$2.7050
2002	\$0.3560	\$0.0800	\$0.0100	\$2.1280	\$2.5740	\$0.2143	\$0.0853	\$2.1904	\$2.8560
2003	\$0.3670	\$0.0800	\$0.0100	\$2.3760	\$2.8330	\$0.2322	\$0.0832	\$2.3571	\$3.0495
2004	\$0.3840	\$0.0800	\$0.0100	\$2.4920	\$2.9660	\$0.2500	\$0.0934	\$2.4010	\$3.1384
2005	\$0.4120	\$0.0800	\$0.0100	\$2.0669	\$2.5689	\$0.2666	\$0.1005	\$2.0725	\$2.8616
2006	\$0.4487	\$0.0800	\$0.0100	\$2.2599	\$2.7986	\$0.2836	\$0.1021	\$2.2875	\$3.1319
2007	\$0.5145	\$0.0800	\$0.0200	\$2.3817	\$2.9962	\$0.3126	\$0.1033	\$2.4535	\$3.4039

**MEMORANDUM**

To: Town of Essex Selectboard; Village of Essex Junction Trustees; Evan Teich, Unified Manager  
From: Travis Sabatano, HR Director JS  
Date: June 8, 2018  
Re: Fiscal Year End 2019 Delta Dental Rates

**Issue**

The issue is informing the boards about the new Delta Dental monthly rates.

**Discussion**

Rates are increasing by 2.9% for the new dental plan year, July 1, 2018 - June 30, 2019. The new rates are below. There is no employee contribution for either the Town or the Village.

**Town**

<b>Plan Type</b>	<b>FYE 2018 Rates/month</b>	<b>FYE 2019 Rates/month</b>
<b>1 Person</b>	\$35.29	\$36.31
<b>2 Person</b>	\$67.21	\$69.16
<b>3 or More Persons</b>	\$126.41	\$130.07

**Village**

<b>Plan Type</b>	<b>FYE 2018 Rates/month</b>	<b>FYE 2019 Rates/month</b>
<b>1 Person</b>	\$34.96	\$35.97
<b>2 Person</b>	\$66.60	\$68.53
<b>3 or More Persons</b>	\$125.76	\$129.40

**Cost**

For the Town the cost increase is approximately \$2,100 for FYE 19.  
For the Village the cost increase is approximately \$1,100 for FYE 19.

These increases were taken into account when calculating the FYE 19 Budget.

**Recommendation**

This memo is for informational purposes only.

## **MEMORANDUM**

To: Town of Essex Selectboard; Village of Essex Junction Trustees; Evan Teich, Unified  
Manager  
From: Travis Sabatasa, HR Director JS  
Date: June 8, 2018  
Re: Revised employment application

### **Issue**

The issue is informing the boards of revisions to the Town and Village employment application.

### **Discussion**

Several new laws have recently passed that required changes to the existing employment applications for the Town and Village. The State of Vermont passed a “ban the box” legislation (H. 261) that prohibits employers from asking about an applicant’s criminal background history on an employment application. The State also passed a “Salary History Ban” legislation (H.294) (Act 126) that prohibits employers from asking applicants their past salaries at any point in the hiring process, including on the application. Since changes were being made to the application I took the opportunity to make one joint employment application for the Town and the Village. The new joint application is enclosed.

### **Cost**

There is no cost associated.

### **Recommendation**

This memo is for informational purposes only.



## TOWN OF ESSEX AND VILLAGE OF ESSEX JCT Employment Application

<b>APPLICANT INFORMATION</b>			
Last Name	First	M.I.	Date
Street Address		Apartment/Unit #	
City	State	ZIP	
Phone	E-mail Address		
Date Available			Desired Salary
Position Applied for			
Are you legally authorized to work in the United States?    YES <input type="checkbox"/> NO <input type="checkbox"/>			
Have you ever worked for this company?    YES <input type="checkbox"/> NO <input type="checkbox"/> If so, when?			

<b>EDUCATION</b>				
<b>High School</b>			Address	
From	To	Did you graduate?	YES <input type="checkbox"/> NO <input type="checkbox"/>	Degree
<b>College</b>			Address	
From	To	Did you graduate?	YES <input type="checkbox"/> NO <input type="checkbox"/>	Degree
<b>Other</b>			Address	
From	To	Did you graduate?	YES <input type="checkbox"/> NO <input type="checkbox"/>	Degree

<b>REFERENCES</b>	
<i>Please list three professional references.</i>	
<b>Full Name</b>	Relationship
Company	Phone (    )
Address	
<b>Full Name</b>	Relationship
Company	Phone (    )
Address	
<b>Full Name</b>	Relationship
Company	Phone (    )
Address	

**PREVIOUS EMPLOYMENT**

Company

Phone (    )

Address

Supervisor

Job Title

Responsibilities

From

To

Reason for Leaving

May we contact your previous supervisor for a reference?

YES NO 

Company

Phone (    )

Address

Supervisor

Job Title

Responsibilities

From

To

Reason for Leaving

May we contact your previous supervisor for a reference?

YES NO 

Company

Phone (    )

Address

Supervisor

Job Title

Responsibilities

From

To

Reason for Leaving

May we contact your previous supervisor for a reference?

YES NO **MILITARY SERVICE**

Branch

From

To

Resume Attached

**DRIVERS LICENSE (If you are applying for a job that may involve driving a municipal vehicle)**

Do you possess a valid VT Driver's License:

Yes or No

License Number:

Expiration Date:

License Type:

**DISCLAIMER AND SIGNATURE**

I certify that my answers are true and complete to the best of my knowledge.

If this application leads to employment, I understand that false or misleading information in my application or interview may result in my release.

Signature

Date



## **ESSEX RESCUE, INC.**

1 Educational Drive  
Essex Junction, VT 05452  
Phone (802) 878-4859 Fax (802) 878-1246

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To: Evan Teich, Essex Town Manager  
From: Will Moran, Executive Director  
Date: June 6, 2018  
Ref: Essex Rescue Response Statistics – Town of Essex

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Even,

It was our pleasure to meet with you today and talk about Essex Rescue. I have compiled the following statistics regarding Essex Rescue's activity in the Town of Essex during the following period of time: June 1, 2017 to June 1, 2018.

- Total number of requests for EMS received by Essex Rescue: 2,227
- Total number of requests for EMS within the Town of Essex: 1,776
  - Essex Rescue responded to 1,530 (86%) of the requests for EMS within the Town of Essex
- The average response time by Essex Rescue for requests for EMS within the Town of Essex is: 5 minutes, 24 seconds (*Response time is defined as from the time of dispatch to the arrival of the ambulance on scene*)

Please let me know if you have any further questions.



## Essex Rescue, Inc

### General Info

- Non-Profit
- Mixed paid / volunteer
- 139 square miles coverage area
- 1 ambulance staffed 24/7
- Average call volume 2,200 per year
- Number of Paid staff: 5 full time (2.5 administrators & 2.5 clinical providers) / 3 per-diem
- Number of volunteers: 72

### Annual Budget

- Our annual budget is ~: \$880,000
- Annual Average Expense for workers compensation: \$ 30, 000
- Annual Salary Expense: \$ 380,000

### Reimbursement

- Private Insurance / Self-Pay: \$364,000
- Medicaid: \$121,500
- Medicare: \$227,000
- Subscriptions income: \$80,000
- Municipal Subsidies 106,000

### Volunteer Impact

- Total number of volunteer hours: 28,912
- Annual estimated cost to pay (3) volunteers to staff one ambulance 24 hour/day for 1 year is \$625,000 (does not include administrative positions)
- To staff 1 ambulance over the course of a week, it requires at a minimum, 504 work hours
- Our call volume demonstrates a need for a **second** ambulance to be staffed for 84 hours a week, which is an additional 252 work hours
- Total work hours per week to meet the needs of our communities: 756
- Of the 756 total work hours needed, 556 are worked by volunteers and 200 are worked by paid employees
- Average length of stay for a volunteer is 2-3 years
  - o 6 months to 1 year to get a volunteer driver trained
  - o 1-2 years to train EMT's and AEMT's to run a call proficiently
- Average expense to equip and train a volunteer is: \$1,092
- 74% of our hours worked needs are filled by volunteers