

VILLAGE OF ESSEX JUNCTION TRUSTEES TOWN OF ESSEX SELECTBOARD SPECIAL MEETING AGENDA

2 Lincoln Street Essex Junction, VT 05452 **Tuesday, Sept. 24, 2019 7:15 PM** (or immediately following Village Trustees Meeting)

[7:15 PM]

E-mail: manager@essex.org

<u>www.essexjunction.org</u> <u>www.essex.org</u>

Phone: (802) 878-1341

The Selectboard and Trustees meet together to discuss and act on joint business. Each board votes separately on action items.

1. CALL TO ORDER

- 2. AGENDA ADDITIONS/CHANGES
- 3. APPROVE AGENDA
- 4. **PUBLIC TO BE HEARD**
 - a. Comments from Public on Items Not on Agenda
- 5. BUSINESS ITEMS
 - a. Discussion of joint budget initiatives and goals Sarah Macy
 - b. Discussion of FY2020 budget schedule Sarah Macy
 - c. Update from Governance Subcommittee and next steps in possible merger

6. CONSENT ITEMS

a. Approve minutes: September 9, 2019 – Joint Meeting

7. **READING FILE**

- a. Board Member Comments
- b. Letter from Joyce Stannard, Passionate About Pickleball

8. EXECUTIVE SESSION

a. An executive session is not anticipated

9. ADJOURN

Members of the public are encouraged to speak during the Public to Be Heard agenda item, during a Public Hearing, or, when recognized by the Chair or President, during consideration of a specific agenda item. The public will not be permitted to participate when a motion is being discussed except when specifically requested by the Chair or President. This agenda is available in alternative formats upon request. Meetings, like all programs and activities of the Village of Essex Junction and the Town of Essex, are accessible to people with disabilities. For information on accessibility or this agenda, call the Unified Manager's office at 878-1341.

Certification: 09/20/2019

mythetall

MEMORANDUM

TO:Selectboard; Trustees; Evan Teich, Unified ManagerFROM:Sarah Macy, Finance Director/Assistant ManagerDATE:September 24, 2019SUBJECT:Establishing FY21 Budget Goals

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Issue

The issue is to establish Selectboard and Trustees goals for the FY21 budget.

Discussion

Management is looking to establish board level goals and priorities for the FY21 budget so that those items may be incorporated into the budget process which is beginning shortly.

To help jump start the conversation, management has identified the following goals for the FY21 budget:

- The overarching theme: Do No Harm all budget decisions should be made through the lens of (1) is this beneficial regardless of the outcome of the November 2020 vote and (2) do not further exacerbate the discrepancy between the Town and Village tax rates.
- No new full time positions will be approved.
- Any new taxes or programs will be placed in the Town budget not the Village budget.
- Departmental goal each department below 2.5% increase
- Integration studies and work i.e. consultant funds for aligning and integrating personnel policies
- IT and Security upgrade capital funds, potential finance software upgrades and HRIS system
- Training and morale
 - Move the Village employee recognition party into the Town budget for an all staff recognition party
 - o Organizational training Microsoft office, safety, etc.
 - Review policies that have a monetary impact
 - Fee structure discussions: dog licenses, community development fees
- Cemetery: stipend for sexton, review maintenance budget
- Alignment and integration
 - Public Works org chart, salary alignments
 - Libraries pay and titles
 - Recreation pay and titles
- Building Maintenance Position
 - Analyze the 20 hour, potential need for 28 hours
 - Continue to work on getting a handle on building maintenance and funding
 - o Incorporate results of the space needs study
- Funding from Town budget to Village budget for Recreation, approx. \$165,000
- Funding for future strategic advance/board retreat/workshop events

- Capital how do we approach capital together?
- Community Justice Center funding

Cost

No cost, discussion

Recommendation

Please discuss and outline goals for the FY21 budget so that staff may incorporate those goals into budget planning.

MEMORANDUM

TO:Selectboard; Trustees; Evan Teich, Unified ManagerFROM:Sarah Macy, Finance Director/Assistant ManagerDATE:September 24, 2019SUBJECT:FY21 Budget Calendar

Issue

The issue is to provide a draft FY21 budget calendar for input.

Discussion

Attached to this memo is a draft calendar of meetings, deadlines, and other important dates for the FY21 budget for review and input.

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Summary of Special Budget Meetings:

Trustees Budget Day:	Wed 12/04/19 from 8:30-3:30 at 2 Lincoln Follow up budget discussions at regular meetings
Selectboard Budget Meetings:	Thu 01/02/20 at 6pm Mon 01/06/20 at 6pm Wed 01/08/20 at 6pm Mon 01/13/20 at 6pm

The Joint Board Meeting of 01/06/20 can include joint budget discussions if needed.

Cost

No cost

Recommendation

Staff is seeking input to finalize the calendar for FY21 budget season

FY21 Budget Calendar

RED text = possible items depending on other factors

	Day	Town	Village
9/20/2019		Town Capital Budgets distributed to Departments	
9/24/2019	Tue	Identify SLB/Trustee Budget Goals and Priorities	Identify SLB/Trustee Budget Goals and Priorities
9/25/2019	Wed	Review Management and Board Goals/Priorities with Dept Heads	Review Management and Board Goals/Priorities with Dept Heads
10/2/2019	Wed	Budget Templates Distributed to Department Heads	Budget Templates Distributed to Department Heads
10/28/2019	Mon	All operating and capital budgets due to Finance Sarah, Greg, and Evan Meet with Dept Heads to Finalize	All operating and capital budgets due to Finance Sarah, Greg, and Evan Meet with Dept Heads to Finaliz
		Budgets Internally	Budgets Internally
11/26/2019 12/4/2019			Present Village Budget to Trustees (??) Village Budget Day 830-330
12/10/2019			Village Budget work on regular village agenda
12/16/2019		Present Overall Town Budget to SLB	3 3 3 3 3
1/2/2020		Special Budget Meeting 6pm	
		Tell the Reporter about space needs for 1/16 public hearing on operating and capital budgets and for 1/30 town meeting	
1/3/2020		warning (1) Special Budget Meeting 6-7, (2) SLB Meeting 7-745, (3)	2/11
1/6/2020		Joint Meeting 745+	
1/8/2020		Special Budget Meeting 6pm	
1/13/2020		Special Budget Meeting 6pm - Finalize the Town Budget - Adopt and Warn a Public Hearing	
1/10/2020			
1/14/2020		Submit Town Public Hearing Warning for Operating and Capital Budgets to the Reporter to be published 1/16	Village Budget work on regular village agenda; Approve Warning public hearing on the Budgets
1/14/2020	Tuc	Reporter runs warning for Town public hearing on operating	Warning public ricaring on the Budgets
1/16/2020		and capital budgets to be held on 1/21/20	
1/16/2020		Last day to file petitions for articles on Town Ballot	
		SLB Meeting for (1) Public Hearing on Operating and Capital Budgets, and (2) Authorize Staff to warn Town	
1/21/2020		Meeting to be published on 1/30 Last day for supplemental petitions for articles on Town	
1/21/2020	Tue	Ballot	
1/22/2020		First Day to Warn Town Meeting	
1/27/2020	Mon	Deadline to file a petition to run for Town elected office	Reporter runs warning for Village public hearing on
1/30/2020		Reporter runs warning for Town Meeting	budgets to be held on 2/11
1/31/2020	Fri	Last Day to Warn Town Meeting	Trustees Meeting: (1) Public Hearing on Budgets, (2)
2/11/2020			Adopt Budgets, and (3) Authorize Staff to Warn Village Meeting for the Week of 2/24/20
2/14/2020		Last Day to Warn a 2/24 Public Informational Hearing if needed for any ballot items other than elections	Last day for supplemental petitions for articles on Village Ballot
2/19/2020	Wed		Last Day for supplemental petitions in the Village (??)
2/21/2020			First Day to Warn Village Meeting
2/21/2020		Last Day to Distribute Town Annual Report	
		Public Informational Hearing, if needed, on any ballot items	
2/24/2020	Mon	other than elections	
2/24/2020		Last Day to Warn Town Meeting if not included in Annual	Deadline to file a petition to run for Village elected office
2/26/2020		Report	
2/27/2020			Reporter runs warning for Village Annual Meeting
3/2/2020		Town Annual Meeting	
3/2/2020		, and the second s	Last Day to Warn Village Meeting
3/3/2020	Tue	Town Ballot Voting	
0.11.1/2000	0.1		Last Day to Warn a 3/24 Public informational hearing if
3/14/2020	Sat		needed for any ballot items other than elections Last Day to Distribute Village Annual Report with Village
3/20/2020	Fri		Annual Meeting Warning in it Public Informational Hearing, if needed, on any ballot
3/24/2020	Tue		items other than elections
3/27/2020	Fri		Last Day to Warn Village Meeting if not included in Annual Report
4/1/2020	Wed		Village Annual Meeting
	Tue		Village Ballot Voting

When are annual report reports due from Departments?
 What is the deadline to get to the printers?

September 2019

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25	26	27	28	29	30	31	27	28	29	30	31		

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
1	2 Holiday	3	4	5	6	7
8	9 Reading File: Budget Goals SLB / Joint	10 Trustees	11	12	13	14
15	16	17	18	19	20 Capital Templates to Dept. Personnel budget updated by HR Dir.	21
22	23 SLB	24 Business: Set Budget Goals Trustees / Joint	25 Review goals at Dept head meeting	26	27	28
29	30	1	2	3	4	5
6	7	Notes			Calendar https://www.v	Templates by Vertex42 ertex42.com/calendars/

October 2019

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29	30						24	25	26	27	28	29	30

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
29	30	1	2	3	4	5
			Budget Templates to Dept. Heads			
6	7	8	9	10	11	12
	SLB	Trustees				
13	14 Holiday	15	16	17	18	19
20	21 Audit Week	22	23	24	25 Capital and Operating Budgets due to Finance Director	26
27	28 Finance, Manager and SLB	29 Department Heads meet to revie Trustees / Joint	30 ew budgets	31	1	2
3	4	Notes	1	1		[·] Templates by Vertex42 /ertex42.com/calendars/

November 2019

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				24 31		26		23 30		25	26	27	28

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
27	28	29	30	31	1	2
3	4	5	6	7	8	9
	Finance, Manager ar GlobalFoundries provide	nd Department Heads meet to r	eview budgets			
	FY20 estimated water use					
	SLB / Joint					
10	11	12	13	14	15	16
	Holiday	Finance, Manager and Depart	ment Heads meet to review budg	gets	>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>>	
		Trustees				
17	18	19	20	21	22	23
	SLB					
24	25	26	27	28	29	30
				Holiday	Holiday	
		Trustees / Joint				
1	2	Notes				
					Calend	ar Templates by Vertex42
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December 2019

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Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
1	2 SLB / Joint	3	4 Village Budget Day 830-330	5	6	7
8	9	10 Review Village Budget at Trustees Meeting Trustees	11	12	13	14
15	16 Present overview of Town budget to SLB SLB	17 Trustees / Joint	18	19	20	21
22	23	24 Holiday	25 Holiday	26	27	28
29	30	31	1	2	3	4
5	6	Notes				Templates by Vertex42 /ertex42.com/calendars/

January 2020

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29	30	31					23	24	25	26	27	28	29

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
29	30	31	1	2 6pm Special SLB Budget Meeting	3 Tell Reporter about space needs for 1/16 and 1/30 warnings	4
5	6 6pm-7pm SLB Budget Mtg SLB / Joint	7	8 6pm Special SLB Budget Meeting	9	10	11
12	13 SLB: Adopt budget, warn public hearing 6pm Special SLB Budget Meeting	14 submit public hearing notice to reporter Review Village Budget Warn Village Budget P.H. Trustees	15	16 Last day to file petitions for articles on Town ballots	invalild petitions returned with letter and reason by 5pm	18
19	20 Holiday	21 Last day for Supp. Petitions SLB: public hearing on oper/cap budgets Auth. Staff to Warn T.M. SLB	22 First Day to Warn Town Meeting	23	24	25
26	27 Deadline for petitions for elected office Town	28 Trustees / Joint	29	30 Reporter: run warning for Vill budget P.H. 2/11 Reporter: run warning for town meeting 3/2	31 Last day to warn Town Meeting	1
2	3	for the 1/21 meeting.		udgets in the town; 1/14 submit as of 1/22; staff submits to the re	porter to publish on 1/23 or 1/ Calendar	-

February 2020

January '20						March '20							
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26	27	28	29	30	31		29	30	31				

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
26	27	28	29	30	31	1
2	3 SLB/Joint	4	5	6	7	8
9	10	11 Public hearing on budget adopt village budget authorize staff to warn V.M w/o 2/24 Trustees	12	13	14 Last day to warn a 2/24 public infor hearing if we need to have one Last day to file petitions for articles on Vill ballots	15
16	17	18	19 last day for supplement. petitions Village ??	20	21 last day to distrbute town annual report first day to warn village meeting	22
23	24 public info hearing if required Deadline for petitions for elected office Village	25 Trustees/Joint	26 Last day to warn T.M. if not in annual report	27 Reporter: run warning for village meeting 4/1	28	29
1	2	Notes				Templates by Vertex42 /ertex42.com/calendars/

March 2020

February '20						April '20							
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16	17	18	19	20	21	22	19	20	21	22	23	24	25
23	24	25	26	27	28	29	26	27	28	29	30		

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
1	2 Last day to warn village meeting	3	4	5	6	7
8	Town Annual Meeting	Town Ballot Voting	11	12	13 Last day to warn a 3/24 public info hearing if we need to have one	14
15	16	17	18	19	20 Last day to distribute village annual report	21
22	23	24 Public Info Hearing if needed Trustees/Joint	25	26	27 last day to warn V.M if not in the annual report	28
29	30	31	1	2	3	4
5	6	Notes	·	·		Templates by Vertex42 /ertex42.com/calendars/

April 2020

 March '20
 May '20

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Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
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			Village Annual Mtg			
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	SLB/Joint					
12	13	14	15	16	17	18
		Village ballot voting				
		cancel: Trustees ??				
19	20	21	22	23	24	25
	SLB					
26	27	28	29	30	1	2
		Trustees/Joint				
3	4	Notes				
					Calendar	Templates by Vertex42
					https://www.v	/ertex42.com/calendars/

Memorandum

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

Cc: Ann Janda, Project Manager

From: George Tyler, Governance Subcommittee Chair; Greg Duggan, Deputy Manager

Re: Update from Governance Subcommittee and next steps in possible merger

Date: September 20, 2019

Issue

The issue is to update the Trustees and Selectboard on work being done by the Governance Subcommittee and to discuss next steps in considering merger.

Discussion

The Governance Subcommittee last met on Sept. 12 to finalize the quantitative survey about potential governance change. The survey, which launched on Sept. 18, provides information about the potential change, and asks questions about opinions regarding merger, representation, voting, taxation, development, and municipal services.

A copy of the survey is attached.

KSV, the firm hired to do market research about potential governance change in Essex, will attend the joint Trustee and Selectboard meeting on Oct. 29 to present the results of the survey.

Ahead of the Oct. 29 meeting, the Trustees and Selectboard may wish to discuss next steps for formulating a merger plan, based on the survey results. Considerations include, but are not limited to:

- Do we want the subcommittee to draft a plan?
- Do we want it to be a joint board effort?
- Some other process, such as a combination of board members, staff, citizens?

Cost

N/a

Recommendation

This memo is for informational and discussion purposes.



ESSEX Resident Survey 2 FINAL September 17, 2019

Proposed Live Survey Link (for Distribution): <u>www.research.net/r/Essex2020</u> <u>PLEASE DO NOT CLICK ON THIS LINK TO TEST THE SURVEY – IT IS A LIVE LINK AND WILL</u> <u>RECORD DATA, USE THE PREVIEW LINK BELOW TO TEST</u>

Preview Link:

https://www.surveymonkey.com/r/Preview/?sm=dYXAObeaVCEgWIB_2FByQEHBuuwq48wQX Di136Pr5bbI5DAQYcxCBoRQO9tiwG4ic4

Survey Title: Essex Resident Survey on Potential Municipal Merger – September 2019

Screening Questions

S1. What will your age be on November 3, 2020? [single selection]

- Under 18 [terminate]
- 18-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65-74
- 75+

S2. Are you a resident of the Town of Essex? If so, please reference this list of street names to confirm whether you live within the Village of Essex Junction or within Essex Town outside the Village.

[this question links out to this PDF: <u>https://www.greateressex2020.org/uploads/1/2/6/3/126381556/streetshandout2.pdf</u>] [single selection]



- I live in Essex Town outside the Village
- I live in the Village of Essex Junction
- I live someplace else besides the Town of Essex [terminate]

Introductory Text

[Description text]

This survey is to gather input from residents of the Essex community on the topic of a potential merger between the municipal governments of the Town of Essex and the Village of Essex Junction.

The objective of this survey is to determine what a proposal for a merged community could look like in terms of governance structure, representation, taxation, and identity.

This is a follow up to a survey that went out in July and a follow up to a series listening sessions that took place in August. Regardless of whether you completed that survey or participated in the listening sessions, you can fill out this survey.

The Town of Essex Selectboard and Village of Essex Junction Board of Trustees will evaluate feedback and determine a governance model proposal that may be placed on the ballot for Election Day November 3, 2020. There will be other opportunities for public input prior to November 3, 2020.

This is an anonymous survey. Though we will ask for basic demographic information, you will <u>not</u> be asked for your name or contact information.

It is estimated this survey will take about 10-15 minutes to complete.

Q1. Are you familiar with the current governance structure of the two municipalities? [single selection]

- Yes [skip to Q2]
- Yes, but I would appreciate a short description [display description text]
- No, I would appreciate a short description [display description text]

[Description text]

The Village of Essex Junction ("the Village") is a municipality within the larger municipality of the Town of Essex ("the Town"):



- *Residents of the Village are <u>also</u> residents of the Town. Village residents pay municipal taxes to <u>both</u> the Village and Town.*
- Residents of the Town living outside of the Village ("the Town outside the Village") are <u>only</u> residents of the Town. Town outside the Village residents pay municipal taxes <u>only</u> to the Town.

General Opinions on Merger

Q2. At present, would you say that you are generally in favor, opposed, or undecided when it comes to the idea of merging the municipal governments of the Town of Essex and Village of Essex Junction? [single selection]

- Generally in favor of merger [go to Q3a, then skip to the description text that follows]
- Undecided [go to Q3b, then skip to the description text that follows]
- Generally opposed to merger [go to Q3c, then skip to the description text that follows]

Q3a. Why would you say that you are generally in favor of merger? Check all that apply. [multiple selection, shuffle all answer choices except the last]

- I believe it's time to make it happen once and for all
- I believe it could result in a governing body that more fairly or equally represents all residents in the community
- I believe it could ultimately result in tax equalization across the entire Town of Essex, where everyone pays the same amount of municipal tax for equal access to services
- I believe my taxes would go down
- I believe we would be a stronger, more unified community if it were a single municipality
- I believe municipal services would be improved if they are paid for and managed with the whole community in mind
- I feel it's confusing that we're the same Town but have two municipalities
- I believe it could make voting and elections more streamlined
- Other (please specify)

Q3b. Why would you say you are undecided? Check all that apply. [multiple selection, shuffle all answer choices except the last]

- I need to see what the proposed plan for a merger would look like
- I don't understand why we are considering a merger at this point in time
- I see both pros and cons to merging the municipalities



- I'm new to the community
- I feel overwhelmed just thinking about this
- I don't really think about this stuff
- Other (please specify)

Q3c. Why would you say you are generally opposed to a merger? Check all that apply. [multiple selection, shuffle all answer choices except the last]

- Things are fine as is
- I'm concerned it could mean my taxes going up
- I'm concerned it could result in a governing body that doesn't fairly or equally represent all residents in the community
- I'm concerned I could pay for services I wouldn't need or use
- I'm concerned it could make it harder to access services or service quality would diminish
- I'm worried it could mean the closure of facilities, like a library or fire station
- I'm worried about negative impacts related to development in the community
- I believe there are more negative consequences than benefits
- I'm worried it could lead to changing the name of the community to something I wouldn't like
- I don't like the way some services have already been consolidated
- The citizens voted "no" the last time the question was on the ballot in 2007
- Other (please specify)

[Description text]

Regardless of whether you are generally in favor, generally opposed, or currently undecided about merging the two municipalities, we would like to get your opinion on the options being considered for a potential merger. If there is to be a merger proposal put up for a vote, the goal would be for the proposal to satisfy most, if not all, of the community. This is an opportunity to gather resident feedback to help shape a solution that works for all of Essex.

Representation

[Description text]

The following questions deal with **representation** and how a governing body in a merged municipality could be comprised.



The five-member Town of Essex Selectboard and the five-member Village of Essex Junction Board of Trustees are presently elected "at-large" from their respective communities. Members of the Town Selectboard, regardless of where they live in the Town, which includes the Village, are elected by the entire community and are expected to represent the entire community; members of the Trustees, regardless of where they live in the Village, are expected to represent the entire Village.

[Description text]

Here is one way a governing body can be comprised to serve a unified municipality. Please read this description, sourced and modified from the National League of Cities website, and answer the questions that follow.

At-Large

All at-large members are elected to serve the same constituency, which is the population of the community as a whole. At-large election proponents favor having council members elected by the entire community because:

- Council members in an at-large system can be more impartial, rise above the limited perspective of a single district and concern themselves with the problems of the whole community.
- Vote trading between councilmembers is minimized.

• Well-qualified individuals are elected to the council because the candidate pool is larger. However, at-large elections can weaken the representation of particular groups, especially if the group does not have a community-wide base of operations or is an ethnic or racial group concentrated in a specific area in the community.

Q4. If the Town and Village governments merge into a single municipality, I believe <u>all</u> members of the new, single governing board, regardless of where they live in Essex, should be elected <u>at-large</u> from the entire community.

- Agree [go to Q5a, then skip to next section]
- Disagree [skip to Q5b, then go to next section]

Q5a. For what reasons do you agree with having a governing body where all members are elected at-large? Check all that apply. [multiple selection, shuffle all except the last two]

• I believe we would get high quality candidates



- I believe the elected members would do a better job serving the entire community and not just their district
- I believe we're all one community, one Essex and this would remove perceived Town/Village separation
- I believe all of Essex would be more fairly represented
- Because that is how the Selectboard and Trustees are currently elected and that's fine
- I'm not sure why
- Other (please specify)

Q5b. For what reasons do you disagree with having a governing body where all members are elected at-large? Check all that apply. [multiple selection, shuffle all except the last two]

- I would be concerned representation would not be fair or equal
- I believe such a structure would favor more populous areas of the community
- I would be concerned that issues specific to my part of Essex would be minimized or ignored
- I'm more in favor of district/ward style representation rather than at-large
- I don't think it would actually result in well-qualified candidates running
- I'm not sure why
- Other (please specify)

[Description text]

Here is another way a governing body can be comprised to serve a unified municipality. Please read this description, sourced and modified from the National League of Cities, and answer the questions that follow.

Districts/Wards

These elections select one or more council members from a corresponding geographical section of the community, called a district or ward. District election proponents favor having council members elected to represent individual wards because:

- District elections give all legitimate groups, especially those with a geographic base, a better chance of being represented on the town council, especially minority groups.
- District councilmembers are more sensitive to the small but important problems of their constituents.
- District elections may improve citizen participation because councilpersons that represent a specific district may be more responsive to their constituency.

However, councils elected by district elections may experience more infighting and be less likely to prioritize the good of the community over the good of their district.



Note: In a district/ward representative model, all districts and wards would need to be near equal in population to maintain balance. With that in mind, a ward may need to comprise a larger area than just your neighborhood or the area immediately surrounding your home.

Q6. If the Town and Village governments merge into a single municipality, I believe there should be representative <u>districts</u> and members of the governing board should be elected from the districts where they live. [single selection]

- Agree [go to Q7a, then go to Q8]
- Disagree [go to Q7b, then go to Q8]

Q7a. For what reasons do you agree with having a governing body where representatives come from districts/wards? Check all that apply. [multiple selection, shuffle all except the last two]

- I believe the issues pertaining to my specific part of Essex would be better addressed
- I believe it would actually encourage more residents to consider running to serve on the governing body
- I believe all parts of Essex would be more fairly represented
- I believe it would bring diverse perspectives to serve all of Essex
- I'm not sure
- Other (please specify)

Q7b. For what reasons do you disagree with having a governing body where representatives come from districts/wards? Check all that apply. [multiple selection, shuffle all except the last two]

- I'm concerned there wouldn't be enough people in each district interested in serving on the governing body
- I'm concerned such a structure would result in representatives only serving the interests of the residents in their district rather than all of Essex
- I'm concerned with the requirement for districts to be near equal in population in that it wouldn't feel like my local concerns would be addressed
- I'm concerned with the requirement for districts to be near equal in population in that it would result in the more populous areas having more districts and thus more seats on the governing body
- I'm concerned it would divide the community
- I'm more in favor of an at-large representation structure
- I'm not sure



• Other (please specify)

Q8. If the Essex governing body were to have representative districts/wards, how likely is it you would run to represent your district/ward? [single selection]

- Extremely likely
- Very likely
- Moderately likely
- Slightly likely
- Not at all likely

[Description text]

Mixed System

Some municipalities combine these two methods by electing some council members at large and some from districts. An individual councilmember will either occupy a district or an at-large seat on the council.

Note: A governing body comprised of both at-large seats and district/ward seats would set different term lengths depending on the type of seat. For example, an at-large seat may be a four-year term whereas a district/ward seat may be a two-year term.

Q9. If the Town and Village governments merge into a single municipality, I believe there should be a <u>combination</u> of both at-large seats and district/ward representatives. [single selection]

- Agree [go to Q10a, then go to Q11]
- Disagree [go to Q10b, then go to Q11]

Q10a. For what reasons do you agree with having a governing body where there is a combination of at-large and district/ward representatives? Check all that apply. [multiple selection, shuffle all except the last two]

- I believe it would be a balanced approach where local concerns are heard and addressed while the perspective of the entire community is kept in mind
- I believe it would be a nice compromise between those that feel strongly about having either at-large representation or district/ward representation
- I'm not sure
- Other (please specify)



Q10b. For what reasons do you disagree with having a governing body where there is a combination of at-large and district/ward representatives? Check all that apply. [multiple selection, shuffle all except the last two]

- It sounds complicated
- I'm concerned there wouldn't be enough residents interested in running to fill these seats
- I believe it would favor more populous areas of the community
- I would rather have an at-large structure
- I would rather have a district/ward structure
- I'm not sure
- Other (please specify)

Q11. Please rank your preference for which representation structure you would prefer in a merged municipality. [rank order, shuffle answer choices]

- All at-large seats
- All district/ward-based seats
- Combination of at-large and districts/wards

Mayor

[Description text]

In council-manager governments (as presently exists in Essex) most mayors are considered "weak" mayors meaning their authority does not supersede the council's or manager's authority in running the government. However, mayors can be elected "at-large" from the entire community and can act as spokespersons for the government, and have other duties assigned by the council and the town charter.* A mayor could be elected for having a vision for the Essex community. An Essex mayor could have a seat on the Vermont Mayors Coalition, which lobbies Vermont government on economic, legislative, and social issues, particularly those affecting the state's largest communities.

(* Sourced from National League of Cities)

Q12. In addition to a unified representative council and an appointed manager, Essex should have a mayor. [single selection]

- Agree [go to Q13a, then move to next section]
- Disagree [go to Q13b, then move to next section]



Q13a. Why do you agree that Essex should have a mayor? Check all that apply. [multiple selection, shuffle all except the last two]

- I believe they could develop an aspirational vision for the entire community
- I believe they would be an effective voice advocating for Essex at the state level
- I believe it would be good to have someone overseeing the government that would be held accountable
- I'm not sure
- Other (please specify)

Q13b. Why do you disagree that Essex should have a mayor? Check all that apply. [multiple selection, shuffle all except the last two]

- I'm concerned there wouldn't be enough residents interested to run for mayor that would result in a competitive election
- I'd rather have those interested in serving the local government run for the new Town council rather than as a mayor
- I'd be concerned they wouldn't have much power to do anything
- I'm not sure
- Other (please specify)

Voting

The next few questions focus on the topic of voting.

The Town of Essex government and Village of Essex Junction government both have "annual meeting" nights where voters assemble at Essex High School auditorium, discuss each municipal budget, add to or subtract from it, and approve the municipal budgets by voice vote.

These in-person meetings allow staff and elected officials to address resident questions and concerns before the vote occurs.

Many Vermont communities use the same process, but some have their budgets approved by the more familiar "Australian ballot voting" with voters marking a paper ballot and depositing it in a ballot box during all day voting. Australian ballot voting also allows for early voting and absentee ballots.



Q14. I think municipal budgets should continue to be voted on by a voice vote during annual meetings rather than through Australian (paper) ballot voting. [single selection]

- Agree [go to Q21, then skip to next section]
- Disagree [go to Q22, then to next section]

Q15a. Why do you agree that the municipal budgets should be voted on by a voice vote at annual meetings? Check all that apply. [multiple selection, shuffle all answer choices except the last two]

- It's Essex tradition to approve budgets in that way
- It is something unique to our community
- I believe it maintains a small community feel
- It allows the opportunity to discuss and amend the budget before approval
- Other (please specify)

Q15b. Why do you disagree that the municipal budgets should be voted on by a voice vote at annual meetings? Check all that apply. [multiple selection, shuffle all answer choices except the last two]

- I believe it would be more convenient for me to be able to vote on the budget through Australian ballot
- I don't believe those that are able to attend annual meetings represent the entire community
- I'd rather more people be able to have a say in the budget and I believe Australian ballot voting will accomplish that
- I'm not sure
- Other (please specify)

Taxation

The next few questions focus on the topic of municipal taxes. Only property owners in the Essex community pay municipal taxes. If you are renting, we would still like your input because your rent amount may be impacted by taxes your landlord pays on behalf of that rental property.

Residents of the Town outside the Village pay municipal taxes only to the Town.





Residents of the Village of Essex Junction pay municipal taxes to both the Village and Town.



*Does not include Town Highway Tax Rate, which is paid only by Town outside the Village residents.

The amount Essex homeowners owe in municipal tax is based on the assessed home value:



- A resident of the **Town outside the Village** with a home value of \$280,000 pays a **total** of \$1,510.88 in municipal taxes
- A resident of the Village of Essex Junction with a home value of \$280,000 pays a total of \$2,405.76 in municipal taxes

The Town and Village coming together means the two different levels of taxation meet somewhere between the two. This requires the lower of the two rates (Town) to rise as the higher of the two rates (Village) falls.

Additional Considerations:

- All residents of Essex, whether in the Village or the Town outside the Village, pay the same rate in education taxes. Education tax rates would not be impacted by merger.
- Only users of municipal water and sewer pay for these services. Residents in parts of Essex that do not have municipal water or sewer service do not pay for those services or their associated infrastructure.
- Any remaining debt owed by the Village municipality will stay with the properties in the Village. A temporary "Village Debt Assessment District" would be established and sunset once the debt is paid in full by Village residents.

Q16. In a merged government, all residents should pay municipal taxes based on a single tax rate, regardless of where in Essex someone lives. [single selection]

- Agree [go to Q17a, then to Q18]
- Disagree [go to Q17b, then to Q18]

Q17a. Why would you agree with having a single tax rate for all Essex residents? Check all that apply. [multiple selection, shuffle all except last two]

- I feel like that's fair because we are all Essex residents
- I believe a single tax rate will help ensure quality of municipal services and access to services is maintained throughout all of Essex
- It would help make us feel like a more unified community
- I believe my taxes will go down
- I'm not sure
- Other (please specify)



Q17b. Why would you disagree with having a single tax rate for all Essex residents? Check all that apply. [multiple selection, shuffle all except last two]

- I believe it would mean my taxes would go up
- I'm ok with my taxes increasing if that means maintaining or improving municipal service access/quality, but I'm worried about taxes going up too quickly to achieve a single tax rate.
- I believe we don't all benefit equally from municipal services so we shouldn't have to pay based on the same rate
- I'm not sure
- Other (please specify)

Timeline

Q18. Merger that results in a single municipal tax rate may cause property taxes to increase for some residents. If a single tax rate for all residents in the community were to be achieved after a period of time of gradually evening out tax rates, what would be the ideal time frame? [Note: shorter time frames = higher annual increases for residents who receive increases.] [single selection]

- Immediate equal tax rate
- Equal tax rate achieved in no more than 3 years
- Equal tax rate achieved in no more than 5 years
- Equal tax rate achieved in no more than 7 years
- Equal tax rate achieved in no more than 10 years
- Equal tax rate achieved in no more than 12 years

Identity

The next two questions focus on the subject of community identity following a potential merger.

Q19. If a new charter is created for a unified community named "Essex," I would like the former Village to be known as the unincorporated Village of Essex Junction, to help maintain its historic identity, but with no separate governing body or separate taxing authority. [single selection]

- Agree
- Disagree



Q20. If the two municipalities merge, we should try to retain some aspects of our Town and Village identities, as long as it doesn't impact costs or the delivery of municipal services. [single selection]

- Strongly agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Strongly disagree

Development

The next few questions focus on the topic of development in the community and municipal services.

Q21. How do you feel about development in the Essex community as a whole, as in the planning and construction of new residential and commercial buildings in the community? [single selection]

- I like the way the community is developing
- I dislike the way the community is developing
- There are both aspects I like and dislike as it pertains to development in the community
- I don't have an opinion

Q22. How important is retention of the character of <u>rural parts of Essex</u> to you? [single selection]

- Very important
- Somewhat important
- Not at all important

Q23. How do you believe merger will impact development in the community? [single selection]

- Merger will positively impact development
- Merger will negatively impact development
- I don't believe merger will impact development
- I don't know enough to say

Services



Q24. I'm concerned that merger will decrease services that contribute to my quality of life in Essex, for example, how often the streets are plowed or the availability of recreational programs. [single selection]

- Agree [go to Q25]
- Disagree [go to Q26]

Q25. I'm concerned about the impact of merger on the following municipal services: [multiple selection]

- Libraries
- Fire department
- Recreation
- Public works
- Senior center
- Planning and community development
- Reduction of employees
- Other (please specify)

Public Outreach and Education

[Description text]

Should there be a public vote on a potential merger of the Town of Essex and Village of Essex Junction municipal governments, it will come in the form of an Australian (paper) ballot vote and occur on Election Day November 3, 2020. Prior to that, a presentation on a merger proposal would take place during the March/April 2020 annual meetings for both the Town and Village. Throughout 2020, the municipalities will provide information and education to residents on the topic of merger, while also seeking additional input and feedback from residents.

Q26. How would you like to receive information pertaining to a proposed merger? Check all that apply [multiple selection]

- Email (sign up for an email list)
- Mail sent to home
- At the Town/Village annual meeting
- In a public meeting outside of the annual meetings
- Town/Village municipal websites
- A website solely dedicated to the merger question
- Town/Village social media accounts
- Front Porch Forum
- Other (please specify)



Merger Options

Q27. If the following proposed merger options were put up for a vote, which would you vote in favor of? **Check all you would vote "yes" for.** [multiple selection]

- A single municipality with a representation structure that includes <u>at-large seats only</u>
- A single municipality with a representation structure that includes <u>district/ward-based</u> <u>seats only</u>
- A single municipality with a representation structure that includes a <u>combination of</u> <u>both</u> at-large and district/ward-based seats
- None of the above I would <u>not</u> support any merger proposal
- I would prefer some <u>other</u> option for merger (please specify)

Q28. Which would be your **top choice** for merger or non-merger? **Select one.** [single selection]

- A single municipality with a representation structure that includes <u>at-large seats only</u>
- A single municipality with a representation structure that includes <u>district/ward-based</u> <u>seats only</u>
- A single municipality with a representation structure that includes a <u>combination of</u> <u>both</u> at-large and district/ward-based seats
- None of the above I would <u>not</u> support any merger proposal
- None of the above I want some <u>other</u> option for merger (please specify)

Demographic Questions

Q29. How long have you lived in the Essex community? [single selection]

- Less than five years
- 5-9 years
- 10-14 years
- 15-19 years
- 20-24 years
- 25 years or more

Q30. Do you own or rent your primary residence? [single selection]



- Own
- Rent
- Other (please specify)
- Prefer not to say



Q31. Are you currently registered to vote in Essex? [single selection]

- Yes, District 8-1
- Yes, District 8-2
- Yes, District 8-3
- Yes, but I'm not sure of my district
- No

Q32. How would you characterize the area in which your home is located? [single selection]

• Urban



- Suburban
- Rural

Q33. Do you have children under the age of 18 living in your household? [single selection]

- Yes
- No
- Prefer not to say

Q34. What was the combined income for all members of your household last year? [single selection]

- Less than \$25,000
- \$25,000-\$49,999
- \$50,000-\$74,999
- \$75,000-\$99,999
- \$100,000-\$149,999
- \$150,000-\$199,999
- \$200,000+
- Prefer not to say

Thank you page

Thank you for taking the time to complete this survey. We appreciate your thoughts on this topic.

For more information about the entire process related to a potential merger vote, please visit <u>GreaterEssex2020.org</u>.

If you are currently not registered to vote in Essex, please visit or contact the <u>Town Clerks Office</u> at 81 Main Street or <u>register online</u>

VILLAGE OF ESSEX JUNCTION TRUSTEES TOWN OF ESSEX SELECTBOARD DRAFT SPECIAL MEETING MINUTES Monday, September 9, 2019

- 6 **SELECTBOARD:** Elaine Haney, Chair; Max Levy; Patrick Murray; Annie Cooper; Andrew Watts.
- 8 **TRUSTEES:** Andrew Brown, President; George Tyler; Raj Chawla; Dan Kerin; Amber Thibeault.

ADMINISTRATION and STAFF: Evan Teich, Unified Manager; Greg Duggan, Deputy Manager;
 Sarah Macy, Finance Director/ Assistant Manager; Dennis Lutz, Public Works Director

OTHERS PRESENT: Nan Abbott-Howrigan; Jim Bernegger; Nicole Clayton; Diane Clemens;
 Patty Davis; Bonnie Doble; Jose Dorlu; Gillian Franks; Barbara Holingdale; Lisa LaBerge; Kar
 Lenowitz; Cindy Rabalcake; Bill Riley; Ken Signorello; Margaret Smith; Harry Summerfield; Carl
 VonStritzky; Irene Wrenner.

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18 1. CALL TO ORDER

Elaine Haney called the Essex Selectboard back to order from the recess of their regular
 meeting, and Andrew Brown called the Village of Essex Junction Trustees to order. They
 entered into the Special Joint Meeting of the Village of Essex Junction Trustees and the Town
 of Essex Selectboard at 8:37 PM.

24 2. AGENDA ADDITIONS/ CHANGES

No changes or additions to the agenda were suggested.

27 3. AGENDA APPROVAL

With no changes to the agenda, no vote to approve was needed.

30 4. PUBLIC TO BE HEARD

a. Comments from Public on Items Not on Agenda

Ken Signorello spoke about two terms used in recent meetings he attended to describe efforts related to the Town and Village merger. In his point of view, the term "merger process" suggests a merger is already in process and he would prefer the term "merger study" be used instead. He also explained his point of view that the term "tax equalization" suggests taxes are currently unfair but, because taxes were voted on and passed by residents, he does not see them as unfair. With this reasoning, he suggested the term "tax shifting" be used instead.

39 5. BUSINESS ITEMS

40 a. Presentation of Building Needs Study, Phase 1

Mr. Alden, of Scott + Partners Architecture, presented Phase 1 of the Building Needs Study 41 they are conducting for the Town and Village to determine facility needs, planning up to 30 42 years out. He explained that the study's focus is on administrative space and facility needs in 43 the Public Works, Fire, and Parks & Recreation departments. He pointed out that the Phase 1 44 report includes a careful analysis to determine adequacy of space as compared to current 45 codes and ideal physical structures for specific operations. He talked about findings, including 46 47 that many of the facilities are experiencing wear and tear and some have been ignored 48 because there seems to not have been incentive to change. Scott + Partners received

49 suggestions from departments when they were asked what is needed. These included a

TRUSTEE & SELECTBOARD (DRAFT)

50 suggestion that Essex would benefit from an indoor gym and a year-round pool. He reviewed 51 current vs. required square footage of buildings and sites, pointing out that, with the exception 52 of Village Parks & Recreation, the existing building and site footage is about half of what the 53 functional needs require. He reviewed the cost difference of where the Town is and where it 54 will need to be and described the next phases of the study, which will include drawing solution 55 to address the needs.

57 The Selectboard discussed opinions about what is needed for space in the three department areas of the study. Mr. Levy clarified with Mr. Alden that the projected square footage needs 58 outlined in the study is over a 20- to 30-year projection. Mr. Alden, when asked by Mr. Murray 59 60 if he had any ideas about what may be most important, pointed out that it is easy to focus on 61 some of the most visible and interesting space needs, like a gym, but it is important to focus 62 on safety concerns and more urgent upgrade needs, like installing exhaust systems in the 63 Town Fire Station. Ms. Cooper advocated for the addition of facilities for indoor swimming, to encourage people to engage in healthy lifestyles, growth and development. Mr. Brown and 64 65 Mr. Chawla discussed with Mr. Alden the role multi-use spaces and combining facilities could 66 play in achieving some of the space needs noted in the study. Mr. Kerin discussed the 67 possibility of growing buildings taller, while considering site sizes, and functionality of spaces. 68 Mr. Teich pointed out that the timeline for space upgrades would be tied closely to the critical 69 nature of some of the building needs and the importance of following codes.

71 b. Introduction to taxation plan—Sarah Macy

Ms. Macy presented key taxation planning concepts that would need to be considered and included with a merger. In order to illustrate how the community could end up, over time, with one tax rate she utilized a zero-growth model. In her model and demonstration she illustrated how the tax amount raised by the Village General Fund could be spread out over the entire grand list. She provided illustrations of what the average tax increase/decreases would look like if done in 3, 5, 7, 10 or 12 years. She illustrated the tax increases on a PowerPoint presentation, in her report for the board members and with a demonstration using water.

80 Mr. Kerin asked what the taxes would look like if the Town outside the Village becomes its 81 own municipality, instead of merging. Ms. Macy explained that this would look like a similar 82 tax change because the Village would need to begin accounting for or contracting for its own 83 finance, IT, human resources and manager expenses. Ms. Cooper added that a separation 84 model would need to account for the costs associated with what is currently a shared police 85 department and Mr. Murray pointed out that the tax rate of the schools would change with a 86 separation plan as well.

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88 Mr. Teich, Ms. Macy and Ms. Haney discussed the fact that the Zero Growth Model was used 89 in the presentation in order to simplify the conversation, but future projects, , inflation, grand 90 list growth, and more would play a role in the true numbers within a merger and would require 91 open conversations of all of the related assumptions .

92

TRUSTEE & SELECTBOARD (DRAFT)

- 93 Mr. Watts wondered if there could be another way to show the merger tax projections. He 94 expressed concern that people may misunderstand the tax increase as presented in one of 95 the charts because if it is done over 12 years it looks like a smaller increase.
- 96

97 Ms. Macy expressed hope that the next community survey would reveal what tax change 98 timeline would be acceptable and tolerable by residents. She pointed out that various items 99 should be discussed that could make a meaningful impact on the tax rates, such as the 100 possibility of introducing a non-property tax revenue (local option tax) or holding down staff 101 growth.

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- Irene Wrenner commented that if the Town outside the Village separated, there would be equal representation and local control. She pointed out that the Essex Police Department could be paid by all districts, and school separation does not need to take place if the Village and the Town outside the Village separate. She encouraged the board members to educate and inform the community about separation as much as they are doing with merger options.
- 109 c. Update from Governance Subcommittee
- Mr. Tyler explained that the Governance Subcommittee provided final revisions to the next community survey, which will be ready for final review on Thursday, September 12 and will be ready to go live next week through the beginning of October. He said that the results of this survey should be tabulated and available to the board members by the October 29th joint meeting. He said the hope, for this survey, is to find out from the community what tax rate increase/decrease timeline would be reasonable or tolerable.
- Mr. Tyler said that the Subcommittee has been re-looking at the possibility of having "special tax districts" within a municipality and determined a flaw in their original understanding of this. He explained that a special tax district can only be for a downtown designation, not for a parks and recreation designation. Ms. Haney clarified that this "special tax district" model is now off the table as an option in the merger discussions. Mr. Duggan explained that special tax districts in Vermont need to account for special services being provided to a certain area of a town, such as a downtown district that has special lighting or sidewalk plowing.

125 6. CONSENT AGENDA

- 126 a. Approve minutes: August 27, 2019 Joint Meeting
- 127

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- 128 MAX LEVY made a motion, seconded by PATRICK MURRAY, that the Selectboard
- 129 approve the Consent Agenda items with Selectboard comments.
- 130 The motion passed 5-0.
- 131

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132DAN KERIN made a motion, seconded by GEORGE TYLER, that the Trustees approve133the Consent Agenda. The motion passed 5-0.

135 7. READING FILE

- 136 a. Board Member Comments
- Mr. Brown pointed out the memo from Ms. Macy about budget goals.

TRUSTEE & SELECTBOARD (DRAFT)

- 138 b. Email from Dan Richardson re: Drafting Charter Language
- 139 c. Memo from Sarah Macy re: Joint Board Budget Goals
- 140 141 8. <u>EXECUTIVE SESSION</u>
- 142 a. An executive session is not anticipated
- 143 144 **9. <u>ADJOURN</u>**
- 145

DAN KERIN made a motion, seconded by ANDREW BROWN for the Trustees to adjourn
 the meeting. The motion passed 5-0 at 10:16 p.m.

148

ELAINE HANEY called for the Selectboard to recess the Special Meeting of the Village of
 Essex Junction Trustees and Town of Essex Selectboard, to re-enter the Selectboard
 meeting at 10:16 p.m.

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- 153
- 154 Respectfully Submitted,
- 155 Cathy Ainsworth
- 156 Recording Secretary

September 4, 2019

Brad Luck, Director, Essex Junction Recreation & Parks Harlan Smith, Director, EJRP Grounds & Facilities Ally Vile, Director, Essex Parks & Recreation 75 Maple Street Essex Junction, Vermont 05452

Dear Brad, Harlan and Ally:

ESSEX GETS IT! That's what pickleball players from outside Essex Junction and Essex Town say about the new pickleball courts at Cascade Park. And now they can say the same when speaking about the new courts at Pearl Street Park and Sandhill Park

The establishment of fourteen dedicated pickleball courts in the Essex community are the result of the enthusiasm of several local players and the cooperation of the Essex Junction Recreation and Parks Department (EJRP) and the Essex Town Parks and Recreation Department (EPR). When funds from the State of Vermont through the Outdoor Recreation grant were not given to Essex Junction, plan B was implemented. In both communities, the tennis courts needed to be refurbished. The recreation departments decided to keep at least one tennis court at each site and convert the other tennis court (two in the case of Cascade Park) into pickleball courts. Passing by Cascade Park on any given day you may see up to 40 players having fun playing pickleball. And participation is sure to grow as more and more people, from 8 to 80, will want to learn this fun sport.

Our sincere thanks to the Brad Luck and Harlan Smith of the EJRP and Ally Vile of the EPR for getting quotes and following through on the refurbishment of the courts at Cascade, Pearl Street, and Sandhill to include the great game of pickleball. We also thank the Village and Town administration and finance departments for their support, as well as other staff members of the two recreation departments who may have helped with the project.

Pickleball players, current and future, are truly grateful that Essex Junction and Essex embraced the sport of pickleball, and yes, Essex Gets It!

On behalf of Donna Kaynor, Gary Gildemeister, and myself, THANK YOU!

annard alle

Joyce Stannard Passionate About Pickleball

cc: Evan Teich, Unified Manager