

CITY OF ESSEX JUNCTION CITY COUNCIL SPECIAL MEETING AGENDA

Online & 2 Lincoln St. Essex Junction, VT 05452 Tuesday, December 6, 2022 8:30 AM

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This meeting will be in-person at 2 Lincoln Street and available remotely. Options to join the meeting remotely:

• JOIN ONLINE: Join Zoom Meeting

• JOIN CALLING: (toll free audio only): (888) 788-0099 | Meeting ID: 944 6429 7825; Passcode: 635787

1. CALL TO ORDER [8:30 AM]

- 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. Fiscal Year 2024 Budget Work Session
- 6. **EXECUTIVE SESSION**
 - a. An executive session is not anticipated
- 7. 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 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 President. This agenda is available in alternative formats upon request. Meetings of the City Council, like all programs and activities of the City of Essex Junction, are accessible to people with disabilities. For information on accessibility or this agenda, call the City Manager's office at 802-878-6944 TTY: 7-1-1 or (800) 253-0191.

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CITY OF ESSEX JUNCTION CITY COUNCIL SPECIAL MEETING - FY24 BUDGET MINUTES OF MEETING December 6, 2022

COUNCILORS PRESENT: Andrew Brown, President; Raj Chawla, Vice President; Dan Kerin; Amber

Thibeault; George Tyler.

Regina Mahony, City Manager; Greg Duggan, Town (of Essex) Manager; ADMINISTRATION:

Colleen Dwyer, Human Resources Director; Chris Gaboriault, Fire Chief; Ron Hoague, Chief of Police; Wendy Hysko, Library Director; Rick Jones, Public Works Superintendent; Karen Lemnah, Assessor; Brad Luck, Essex Junction Recreation & Parks (EJRP) Director; Susan McNamara-Hill, Clerk; Chelsea Mandigo, Water Quality Superintendent; Jess Morris, Finance Director; Harlan Director of Parks and Facilities; Ashley Communications & Strategic Initiatives Director, Hannah Tracy, Assistant

Library Director.

OTHERS PRESENT: Dottie Bergendahl, Library Trustee; Jeanne Grant, Library Trustee; Travis

Sabataso, Town of Essex Human Resources Director; Ken Signorello, Kate

Vanni, Irene Wrenner.

1. CALL TO ORDER

Councilor Brown called the meeting to order at 8:30 AM.

2. AGENDA ADDITIONS/CHANGES

None.

3. APPROVE AGENDA

None needed.

4. PUBLIC TO BE HEARD

a. Comments from public on items not on the agenda None.

5. **BUSINESS ITEMS**

a. Fiscal Year 2024 Budget Work Session

Overview. Revenues

City Manager Mahony began by noting that this budget year is not comparable to past years, given the Junction's separation from the Town and conversion to a City since the last budget season. She noted that staff have prepared a "mock" budget FY22 for general comparison, noting that the FY24 General Fund budget is approximately \$11.4 million, which is 6.6% higher than an inflation adjusted FY22 mock budget. This results in a tax increase of 1.6% or \$40.64/year on a \$280,000 home over FY23. She noted the major items that make up the increase in the General Fund, which include an increase to health insurance rates, new positions that were not contemplated in the Fy22 mock budget, a higher-thannormal increase in fees to Essex Rescue, the Essex Junction Cemetery Association, new stormwater costs, several city events, and a capital transfer of 15%. She noted that the current budget includes approximately \$420,000 in an administrative allocation from the enterprise funds, which is a 33% increase over last year.

City Manager Mahony then outlined the Council's goals around the budget for FY24. These include a 6-8% budget reduction post-separation (and the proposed budget includes programmatic increases that result in a 1.6% tax rate increase), taking a more proactive approach to ordinance enforcement (and the

proposed budget includes funds for a half-year FTE to do so), allocating more funding to board stipends/trainings, incorporating more diversity, equity, and inclusion work (and the proposed budget includes a placeholder for Essex Best and \$3,000 for DEI initiatives), and increasing revenue (and the proposed budget increases community development fees, developing a stormwater utility to offset its growing budget, incorporating grant match amounts, a placeholder for local option sales tax revenue, and projected revenue for the collection of a penalty for late homestead declarations).

City Manager Mahony walked through assumptions for the budget. These include assumptions for compensation and benefits, which include several new positions and wage increases of 5.25% (and an additional recommended increases of 1.25% that is not currently included in the budget, which is roughly equivalent to \$28,000). She noted that personnel costs account for approximately \$3.8 million of the \$11.4 million proposed FY24 budget.

Fire

City Manager Mahony noted that the overall budget is increasing by 13% and that the proposed budget includes a technology subscription increase and a small tools and equipment increase (to account for scheduled replacements of portable radios). Chief Gaboriault said that this would be to start repairing radios on an annual basis as repairs are needed, as opposed to replacing everything at once every five years. He also spoke about capital needs, in terms of a new fire department facility. Councilor Tyler asked whether the Fire Department would consider c-locating with Essex Rescue, given that both entities are in need of an upgraded physical space. Chief Gaboriault replied that yes, that could be a solution. Council Thibeault asked if the radio replacement/repair line item would be consistent going forward. Chief Gaboriault replied that yes, since they are trying to repair the radios on a rolling basis, he anticipates it to be a line item with consistent funding going forward. Raj asked about a larger regional fire district, given that other municipalities are looking to upgrade their own fire facilities. Chief replied that a regional fire district makes sense in terms of cost but said that no municipality wants to give up control over fire services.

Clerk

City Manager Mahony noted that this was previously under the Town's budget, except for the City's share of election expenses. Councilor Tyler asked whether the increased prevalence of mail-in ballots have increased costs for the clerk department. Clerk McNamara-Hill replied that it adds to the cost of elections and stretches the election process out a day or two longer.

Brownell Library

City Manager Mahony noted that past revenue from the Town (\$15,000) has been removed from the budget. She noted that part-time staffing has been increased by 10 hours per week to ensure that 4 staff are on each shift. She noted an increase in adult collections for high-demand digital materials and an increase in the machinery and equipment line to replace furniture with wipeable surface pieces (post-Covid hygienic improvements). Director Hysko noted that in terms of the part-time line item, they have found that having 3 people on staff at a time isn't sufficient when responding to issues. She noted that the Junction received a grant to replace furniture and that they have elected to replace furniture with more easily cleanable pieces. Councilor Tyler asked if the library is tracking the traffic of users that come through and access services. Director Hysko replied that demand has shifted between types of media post-Covid and that a different population of people are accessing the library than prior to Covid. She said that the library is busy and is being used as a community center and gathering place for various populations. Dottie Bergendahl, a Brownell Library Trustee, emphasized the importance of the library as a resource for the community.

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City Manager Mahony noted that budgets for buildings have been increased for cleaning frequency for 2 Lincoln Street and Brownell. She noted an increased communications line for 2 Lincoln to add internet service currently covered by the Town, as well as a general increases across most lines to account for increased use of the building overall. She said that the Brownell building's communications budget increased due to a switch to Burlington Telecom services. She said that the Fire Department building budget increased to account for increased electricity costs. She noted that the gasoline costs for fire trucks moved to the operating budget. She noted that in terms of potential capital plan items, the City will be conducting facility analyses of the public works and fire department buildings in order to obtain cost estimates to begin planning for those in the FY25 budget. She noted that for the Park Street School building, there is an increased cost for repair/maintenance that had been taken out of previous years' budgets. Councilor Tyler asked why the Park Street budget is included in this section of the budget and not EJRP's budget. Finance Director Morris replied that the building is owned by the City and is included in the general fund budget. Councilor Chawla asked about the repair line item for the Maple Street Park building, which notes that several systems are at life expectancy. Superintendent Jones replied that a number of buildings have roofs that need replacing and that he has been conducting those replacements in sections rather than all at once.

City Manager Mahony then spoke about the capital budget. She noted that for the rolling stock fund, the plan is to replace a pickup truck, dump truck, and landscape trailer. She noted that the City Capital fund, it includes the 15% increase to the general fund contribution, major projects including the Crescent Connector, Main Street waterline project, and the previously-mentioned strategy for the new public works building in FY25. She said that for the EJRP capital fund, there is a general fund transfer of 1%. She said that for the building maintenance fund, there was an opening balance of \$250,000, planned expenditures of \$175,00 and planned transfer of \$50,000. She said that for the economic development fund, the available fund balance is around \$650,000 and is funded by the penny on the tax rate. She noted that the two projects planned for this fund are the 1 Main Street Park project and matching funds for the \$3 million Amtrak station project. Councilor Tyler asked about the capital committee and whether they need to approve the public works analysis of the building. City Manager Mahony replied that the Capital Committee typically gives approval for the 15% transfer. Councilor Thibeault noted that the Capital Committee typically reviews projects that are above \$10,000. Councilor Tyler asked if the Public Works Department has enough staffing and whether wages are adequate. Superintendent Jones replied that a few more dollars would make pay more competitive, but that's not included in the budget. City Manager Mahony noted that the 5.25% wage increase is across the board, but the additional 1.25% increase is not. Councilor Tyler asked about the project to replace the library roof and the rejected bids. Superintendent Jones replied that there was some confusion about the original request for proposals around the roof replacement project, and that they anticipate clarifying and reposting that RFP.

Public Works/Stormwater

City Manager Mahony noted that the streets budget includes increases related to paving costs and salt, and replacement of streetlight banners and entrance signs for the City. She noted that the storm sewer maintenance line item was moved from streets to stormwater. She noted that they split out safety supplies from general supplies. She noted an increase in electricity and fuel costs. She finally noted a planned increase in the rolling stock transfer. Finance Director Morris added that there isn't a building budget for the public works facility and that all of the current building-related expenses are baked into the other line items in the public works budget.

City Manager Mahony then walked through the stormwater budget. She noted that the budget was previously funded by Town dollars and includes part-time salaries for interns that were previously funded by the Town, expenditures related to MS4 permit requirements, storm sewer maintenance expenses (which were moved from the streets budget), and increased grant match funds for the Better Roads

grant opportunities. Councilor Tyler asked whether they could move stormwater/sewer expenses from the general fund into an enterprise fund that would be funded by rate payers. Finance Director replied that that is an option. Councilor Tyler asked whether stormwater and water costs are increasing, decreasing, or staying the same. Water Quality Superintendent Mandigo replied that they anticipate costs to increase for a number of reasons. Councilor Chawla confirmed that the City does not have impact fees associated with stormwater. City Manager Mahony said that impact fees are tough for Essex Junction, since they are tied to new development and associated increased capacity and usage.

Finance, Debt

City Manager Mahony noted the addition of 3 new FTEs in the finance department, in order to separate finance operations from the Town. She also noted expenses for software and an increase in casualty insurance that resulted from a revaluation of recreation buildings and structures. Finance Director Morris added that she and VLCT went through an exercise this summer to review every building and ensure it was valued appropriately, and that they found that certain structures were missing from the schedule or were combined and undervalued. She said that they should not see another 22% jump in rates after this.

Finance Director Morris noted that most of the City's debt lives in the enterprise fund, so the expenses associated with the general fund are minimal. She noted a transfer to the Town for police facility debt that was approved by both the City and the Town voters.

Economic Development

City Manager Mahony said that this budget reflects the addition of the Junction Jam event and that other events are captured in the EJRP budget. She said that other line items that had previously been in Economic Development were moved to the County/Regional budget. Councilor Tyler noted that Junction Jam was an event put on during Covid and asked whether it should continue and whether it could be moved into the EJRP budget if it continues. Councilor Chawla agreed, noting that Junction Jam was a mechanism for pandemic relief. Councilor Kerin suggested filling the Community Development Director position prior to making large changes to some of these line items.

Community Development

City Manager Mahony noted that the budget includes \$46,000 for a half-year FTE for a code enforcement officer, as one of the Council's goals has been to explore implementing ordinance enforcement and rental registry program. She said that the budget also includes funding for GIS services that are currently covered by the Town, \$10,000 in match for grants relate to Transit Oriented Design visioning and bylaws for train stations, and an increase in funding to have Town Meeting TV cover two additional meetings per month (for the Planning Commission and Development Review Board). Councilor Chawla noted that there could be additional municipal meetings beginning, including for Essex BEST and a citizen advisory board.

Administrative/Legislative

City Manager Mahony said that for the administration budget there is a net decrease in personnel costs of around \$104,000, though there is the addition of a full-time administrative assistant position. She noted that costs related to the City Council, communication, and election expenditures were pulled out and put into their own budgets. She noted a line item around rebranding and DEI initiatives. She further noted that staff would like to conduct some big-picture strategic planning in the spring, involving staff, the Council, committees, and the public, which could help with FY25 design. She said that there is no funding to hire a facilitator for this strategic planning, but that ARPA dollars are a potential funding mechanism. She estimated that a facilitator would cost around \$40,000. Councilor Tyler asked how the strategic planning would differ from municipal planning. City Manager Mahony replied that the

Comprehensive Plan is a good starting place, since it was revised in 2019, but the question is more about how to achieve the goals laid out in the plan. Councilor Brown said that the last several years have felt reactive rather than proactive, and is looking forward to developing thoughtful plans for moving forward. City Manager Mahony added that there is the potential for additional revenue from fees related to a rental registry.

City Manager Mahony noted that the legislative budget used to be included as part of the administrative budget but has now been separated into its own costing center. She noted that there is \$5,000 in the legislative budget for a strategic planning facilitator (though this does not cover the \$40,000 that she estimated previously). Councilor Brown said that the \$5,000 would cover a one-day session, and that \$40,000 would cover more than one strategic planning session. City Manager Mahony additionally noted \$2,500 for training for Council members.

Essex Junction Recreation & Parks General Fund

City Manager Mahony began by noting a shift in duties for the Grounds & Facilities staff and an increase in hours for part time staff to establish a part-time Buildings Coordinator, at approximately \$36,000. She said that there is also the proposed addition of a full-time half-year Adult Program Director position at approximately \$56,000. She noted the inclusion of the City's share of the senior center and senior van programs for the first part of the fiscal year, and the City's share of the senior van for the second part of the fiscal year. She noted that they did not have estimated costs for the City's share of the senior van until recently, and the line item is at \$20,000. She noted that it will need to increase to approximately \$38,000 to \$40,000, since the City has since received information on the cost of its share of the van from the Town. She said that additional changes in the budget include \$7,500 for the Memorial Day Parade, which was previously in the Town budget, and \$10,000 for the July 4th celebration, which was previously covered 100% by program funds (the total expense is around \$30,000).

Councilor Mahony reviewed the EJRP administration budget, noting increases, that the technology costs moved to the IT budget, and the Memorial Day parade and 4th of July events. She noted that the 4th of July has typically been covered by EJRP program costs, but she would like to have some of that funding moved to the general fund to cover that. Councilor Brown asked about Junction Jam and programming. Brad Luck said that EJRP has taken the lead on many of the events, and that these events were geared more toward economic development. He said the new Community Development Director should be involved in this once that position is filled.

Director Luck noted that in general, the EJRP administration budget in the general fund is 92% salaries and benefits and that only \$50,000 is not directly attributed to people. He said that the overall EJRP budget is \$4.5 million, with \$1.4 million in the general fund and \$3.1 million in the program fund. He noted that that split is almost the opposite of what is normally seen in a parks & recreation department (the split is typically 60% in general fund and 40% in program fund). He said that there is not much to cut out of the general fund now except for people. He noted the success of the 4th of July event, and that EJRP is seeking corporate sponsorship for Citywide events like this. He said that the City may need to increase the monetizing of events or cutting costs. Councilor Brown asked how administratively burdensome it would be to have events be free for residents and paying a fee for non-residents. Director Luck said that it could be challenging, and that they have explored charging for parking at events, which is easier than dealing with proof of residency. He noted that EJRP has a scholarship fund for residents who can't afford the costs of attending events put on by the City. Councilor Kerin also suggested asking for donations. Councilor Tyler asked if the Building Coordinator will be a permanent position within the EJRP department. He asked whether a more natural fit could be the public works department. City Manager Mahony said that they will permanently need someone focused on buildings moving forward. with that position potentially going to full-time at some point. She said that they haven't thought about

 where it goes if it becomes full-time and that it could potentially become its own department. She noted that Burlington's buildings coordinator position is house within its recreation department.

City Manager Mahony then discussed the adults programming budget. She noted that for the first six months of the budget, the City is under an agreement with the Town for senior programming and van. She said that the proposed Adult Program Director position and \$20,000 for continuing the senior van service are for the remainder of the budget year (January-June 2024). She noted that the true cost of the senior van will be closer to the \$38,000-\$40,000 range than the \$20,000 that was originally proposed. She said that the City could discontinue the van service, which could lead to higher GMT/SSTA costs since more people would access SSTA services (and not everyone who uses the senior van would qualify for SSTA). She said that alternatively, the City could keep the senior van. She said that if they discontinue the van, they should leave the \$20,000 in the budget to cover increased GMT/SSTA fees. She noted that the senior center is about 30% City usage, and the van is closer to 40% City usage. She said that the number of trips in FY23 for City users was 250 and the average number of trips per week is 13. Director Luck asked whether the senior center need a dedicated 24/7 space, or whether the City could use different spaces at different times. He suggested reframing the senior programming as centered around activities and events, rather than just a dedicated space for senior programming.

Director Luck spoke briefly about the condition of recreational facilities. He said the recreation building and pool are in fair shape, but that the City's tennis courts are in need of some work. He said that the City also desperately needs gymnasium facilities.

Town: Police, Assessor

Chief Hoague provided a brief overview of the police department's budget, focusing on initiatives and any notable increases. He noted a salary increase driven by the collective bargaining contract signed between the Town and the police union. He said that the department is trying to slightly increase its trainings every year, as well as continue funding its community liaison. He noted continued funding (of \$10,000) for the Community Justice Center. He noted an increase in the community outreach team's funding, noting how valuable their services are to the department. He said that they are also trying to put funding toward capital needs. He said that they will be looking to replace some equipment, including radios and other dispatch equipment, in the next 4-5 years. He said that they are anticipating replacing two marked vehicles (both hybrids) and one of the detective vehicles. He said that there are no changes built into the budget for personnel or positions. Councilor Tyler asked if officer retention has been an issue for the police department. Chief Hoague replied that retention has been somewhat of an issue, though attrition was due to personal/family circumstances for officers, not dissatisfaction with the department or their positions. He said that they are in a relatively good position, compared to other municipalities' police departments.

Assessor Lemnah outlined the assessing budget. She noted that there have not been significant changes. She noted a slight increase in software, and that the majority of the increase over the previous year is due to increases in salaries. She spoke about initiatives in the assessor's office, including updating and focusing on the grand list and increasing efficiencies. She also spoke about the upcoming reappraisal, noting that they have selected a vendor to begin collecting data in summer 2023. She noted that the cost of that vendor's services will be covered by the reappraisal fund. Councilor Brown asked if the assessor's office plans to conduct public outreach and education on the reappraisal process. Assessor Lemnah replied that the vendor will be required to hold at least 3 forums, and that the assessor's office will also put information on the website and Front Porch Forum.

IT/Assessing/HHS/County-Regional

City Manager Mahony noted that the information technology (IT) budget is solely based on estimates, as it was previously included in the Town budget. She said that staff analyzed the Town of Milton's contracted IT services and used that as a basis for estimates. She noted that the professional services line in the budget should decrease over time and that some of the funding could shift to the hardware/software/equipment line item. Finance Director Morris noted that the technology line item is based on the replacement schedule provided by the Town's IT department.

City Manager Mahony outlined the Health and Human Services budget. She noted the inclusion of a Health Officer line item. She acknowledged a previous question from Councilor Chawla regarding whether the funding for that line item is sufficient, and said that Essex Town Manager Duggan has tried to obtain tracking information data from the current health officer but he hasn't been able to obtain that data yet. She also noted a significant increase for Essex Rescue, the inclusion of a request from the Essex Junction Cemetery Association for \$20,000, and the addition of the Essex Police Department for the City's share of the Town budget. The Council discussed the line item related to training for the health officer and determined that \$200 is too low. Councilors recommended increasing that line item. City Manager Mahony noted that the Town and City will both have health officers and that each will serve as the deputy health officer for the other municipality.

City Manager Mahony then provided an overview of the County & Regional budget. She noted that the Chittenden County Regional Planning Commission (CCRPC) and Greater Burlington Industrial Corporation (GBIC) line items had previously been included in the Economic Development budget, but have been moved here. She also noted the inclusion of membership dues and fees for Green Mountain Transit (GMT) and Winooski Valley Park District, which had previously been included in the Town budget. She noted that the GMT budget is based on an estimate from GMT from November and that the county tax line item is based on an estimate.

GENERAL DISCUSSION:

Councilor Brown noted that this could be viewed as a worst-case scenario budget, since potential sources of revenue have not yet been added to the proposed budget. He asked about the 15% capital transfer. Councilor Thibeault replied that it's still necessary, but maybe could be decreased depending on volume of local option tax. Finance Director Morris said that first quarter figures for the local option tax revenue should be available in January.

Councilor Brown expressed support for the addition of an administrative assistant position. He noted the request from the Public Works Department about an increase in salary above what is currently being proposed. Councilor Tyler asked if a hiring bonus could be helpful with recruitment and retention for some of those positions.

Councilor Thibeault asked what the structure of the Community Development office is anticipated to be and what it will handle. City Manager Mahony said that the City's personnel needs are for a Community Development Director, a Code Enforcement position, a Town Planner, and a Zoning Administrator/Administrative Assistant. It is possible that things can shift over time and can figure out how to make 3 positions work for these 4 areas. She said that the Town Planner and Zoning Administrator could be combined into one position in future.

Councilor Tyler asked about the information technology budget, which is still largely based on estimates and speculation. He said that he would like that to be tightened up further. City Manager Mahony noted that they have a request for proposals posted for an information technology contractor. Councilor Thibeault pointed out that the information technology expenses will decrease in future years, since some of the expenses for this budget are related to start-up costs.

The Council acknowledged that a tax increase of any kind will likely not be looked upon favorably, and discussed areas where they could potentially cut expenses. Councilors discussed the line item for strategic planning and the line item for rebranding as potential items for decreases. They also discussed whether they needed both a 4th of July event as well as a block party event several weeks later. They additionally discussed the EJRP adult programming budget and whether line items in that budget could be decreased or removed. They discussed whether they could decrease training/travel/conference lines in different budgets. Councilor Brown suggested removing the senior van funding after December and leaning on GMT and SSTA to provide those transportation services. City Manager Mahony suggested holding several more conversations specifically on the adult programming budget and senior van and that she would like to touch base with GMT staff prior to bringing the topic back to the Council. Councilor Tyler suggested talking to some of the seniors that participate in programming and asking them what they want in terms of adult programming and services.

Councilor Tyler spoke about the library's request for an additional staff member, so that four staff are on per shift rather than three. He noted that the library's budget has grown significantly over the last several years. He suggested retaining current staff and potentially reducing the hours of operation at the library, rather than increasing staff.

City Manager Mahony reviewed the follow-up questions that staff will look into, which include potentially reducing library hours and how that might impact the budget, whether the City can satisfy the need for a senior center space or programs for less than the cost of an adult programs position, whether the City has the capacity to host more adult programming, following up on stipends for Essex BEST, since they are not included in the police department budget, following up with GMT about costs related to potentially halting the senior van service, exploring a reduction in travel/conference costs, and including firmer IT budget estimates when available (which won't be until February).

6. **EXECUTIVE SESSION**

 a. An executive session is not anticipated

7. ADJOURN

RAJ CHAWLA made a motion, seconded by AMBER THIBEAULT, to adjourn the meeting. The motion passed 5-0.

Respectfully Submitted, Amy Coonradt