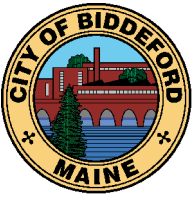


City of Biddeford
City Council - Workshop
January 25, 2017 5:30 PM Biscuits & Company - 25 Alfred Street

1. Workshop Discussion Items

- 1.1. Goal Setting for 2017
[2017 Preparation Goals Setting Workshop Memo.docx](#)
- 1.2. FY18 Budget Process
[1 25 17 cover discussion.pdf](#)
- 1.3. Overview of Parking

City of Biddeford, Maine



The Office of
City Manager

James A. Bennett

Email: jbennett@biddefordmaine.org

MEMORANDUM

TO:	Honorable Mayor Casavant Honorable City Council
FROM:	James A. Bennett, City Manager
DATE:	January 18, 2017
RE:	January 5, 2017 Preparation

On Wednesday, January 25 2017, the Council will hold its second annual goal setting process. In consultation with the Mayor and Council President, we will use the same process as last year. Below is two lists; one is a summary of the significant accomplishments for 2016 and the second is the list of suggested goals for 2017. I have also included the latest updated goal dashboard.

The meeting will be held at:

Biscuits and Company
25 Alfred St.

The meeting will begin at 5:30. Food will be available at 5:00 PM. The facility will be closed for business. However, the public will be able to attend to watch the meeting since it is a public meeting.

The significant accomplishment list is in bullet format. It will also include any items that are outstanding and will be identified in *italic* font.

Significant achievements in 2016:

Based on goals

1. Parking issues:
 - a. Reviewed past plans and reported out the status of 'free parking' in the community
 - b. Held joint meeting with planning board to discuss parking
 - c. Prepared financing plan for garage showing opportunity to finance without property taxes
 - d. Obtained bond counsel opinion to support revenue bond option
 - e. Prepared RFP to hire engineering/architect firms
2. City owned property:
 - a. Completed inventory
 - b. Finance committee reviewed; made determination which properties to sell
 - c. Recommended properties to be transferred to conservation groups (*still needs to completed; awaiting recommendations from conservation groups on which properties to which group*)
3. Strategic plan:
 - a. Established steering committee
 - b. Did some limited outreach

205 Main Street

Biddeford, ME 04005

Phone: 207.284.9313

Fax 207.571.0678

*The City of Biddeford is an equal opportunity provider. To file a complaint, write to
Marcy Faucher, Human Resource Director, 205 Main Street Biddeford, ME 04005, or call (207) 286-0593.*

- c. Established the suggested main goals
- d. Had initial discussion about mission, vision and values
- e. *Next steps include finalizing mission, vision and values; develop minor goals and actable targets; write plan*
- 4. Staff and organization review:
 - a. Completed management reorganization; reduced dept heads from 18 to 11
 - b. In process of creating clear #2 positions for all departments; *several depts. still needed*
 - c. Suspended environmental compliance ordinance (saving businesses \$10,500 in annual fees)
 - d. *Need to finalize building changes to create savings through process*
- 5. Budget process:
 - a. Provided more information and more details to Council and public
 - b. *Formalize the use of the charter's 'budget committee' process; eliminate 'paper' for fringe benefits in FY18 process*
- 6. Rotary Park:
 - a. Rec Commission reviewed current master plan is making suggestions for changes
 - b. Brief report issued
- 7. Pate property:
 - a. Property selected by county court selection process as preferred site
 - b. P&S being finalized for Council approval at Jan 3 agenda
- 8. Abandoned properties:
 - a. List submitted to finance committee
 - b. Staff reviewing each property to determine if they are unsafe, etc
- 9. Gateways:
 - a. New downtown task force is discussion the definition of downtown and is expected to identify the gateways in early 2017
- 10. Downtown infrastructure:
 - a. New 'theme/approach' created in 2016
 - b. Funding obtain and work authorized in 2016 for next phase of sidewalks, etc from Alfred to Lincoln
 - c. *Crosswalks and intersection work to be done in spring 2017*
 - d. *Need funding and plan to complete work for rest of downtown*
- 11. Public Relations/marketing:
 - a. Instituted 'tweeter' use by management personnel
 - b. Started weekly electronic newsletter
 - c. Started daily briefing from police department
 - d. Started periodic electronic police newsletter from chief
- 12. Formal collaboration with Saco:
 - a. Both cities passed ordinances to formalize joint collaboration
 - i. Monthly meeting of joint committee
 - ii. Twice year joint meeting of city council
 - iii. Joint meeting of management team
 - b. Sharing/joint assessing office personnel
 - c. Jointly applied and received for opiate addiction plan
- 13. Crime:
 - a. Crime index dropped 27.1% in 2016 from 2015

- b. All criminal incidents down 18.9%
 - c. All offenses down 9.6%
 - d. Total arrests down 6.0%
 - e. Juvenile arrests down 10.4%
 - f. Downtown criminal incidents down 23.8%
14. Heroin and other drug activity:
- a. Initiated multi-department imitative called 'Operation Safe Streets'
 - b. Applied and received grant funding for recovery program
 - c. Reapplied resources to support street crimes division
15. 3 Lincoln St:
- a. Announcement of \$10-\$12 million standalone hotel to go with project
 - b. Intersection work at Lincoln, Main and Adams will be done in spring
 - c. Estimated \$500,000 of internal work was completed in 2016
 - d. *Awaiting official starting of project*
16. City Hall Clock Tower:
- a. Additional assessment was done in June to assist in refining costs
 - b. Architect working on refine cost estimates
 - c. *Need revised numbers to determine financing plan*
17. Anti-nepotism policy:
- a. Adopted policy as part of rewrite of personnel policy
 - b. All existing violations have an active management plans
18. Adams Square:
- a. Plans approved in spring
 - b. Project awarded; construction in early 2017
19. Support Charter work
- a. Assisted charter commission with questions and language drafting
 - b. 17 of 19 questions passed by voters
 - c. Implementation work being done:
 - i. Replacement advisory committees voted out of policy for Council action
 - ii. *Council rules being rewritten for action in 2017 by Council to comply*
 - iii. *Code of Ethics being drafted for action in 2017 by Council to comply*
 - iv. *Council needs to authorize enough CIP funds in FY18 budget to comply with new requirement*
20. Stabilize tax rate:
- a. FY17 tax rate increased by 2%; some caused by increase in homestead exemption
 - b. Most homeowners with homestead experience a property tax drop
21. Biddeford Capital Improvement Plan:
- a. FY16 BCIP submitted and adopted
 - b. FY17 BCIP Submitted
22. Replace street lights:
- a. The cooperative process with the other three communities (Rockland, So. Portland and Falmouth) is complete. Council will receive recommendation to authorize the conversion at Jan 17 meeting. Estimated annual savings is \$100,000 annually.
23. Develop new orientation process for new hires;
- a. Few changes done for 2016 including creation of 'employee expectations'
 - b. *2017 goal of instituting a new process*

24. Succession planning:
 - a. Reorganization started process
 - b. Several departments need clear number 2 identified
 - c. Some informal training occurring to help prepare in house candidates to be able compete for upcoming anticipated vacancies
25. Cross training:
 - a. Some cross training as occurred
 - b. Physical space issues need to be completed to achieve next level of results
26. Grow Biddeford support center
 - a. Several services are in the center
27. Hired new finance director
28. Riverwalk
 - a. Conceptual master plans have been prepared and submitted
 - b. Laconia Plaza is completed; fencing and gates ordered so that spring opening will happen
 - c. *Council needs to review and approve the master plan and issue direction to proceed*
29. Accessory dwelling unit
 - a. Language has been drafted and reviewed by planning board
30. Create municipal composting plan:
 - a. Solid waste committee has work through details and rfp's for residential service will be available 1st quarter 2017
31. Airport financial review:
 - a. Complete review of processes; number of changes made including fuel pricing, rental car options, securing payment for all hangars, etc.
32. Air Toxic Ordinance:
 - a. Program put on suspension
33. System wide performance reviews:
 - a. Non-union pay for performance adopted
 - b. First informal reviews completed on management
34. Evaluate female and minority hiring:
 - a. Awareness of issue with staff
 - b. 2016 results:
 - i. 17 total hires: 3 females, 3 minorities
35. Evaluate sources of increases in EMS calls
 - a. Internal review conducted
 - b. Formal report to be done in early 2017
36. Evaluate non-property tax revenues
 - a. No changes to fees in 2016
 - b. Will be evaluated in 2017 as part of FY18 budget process
37. Evaluation of need for residential rental evaluation program
 - a. PILOT program started in downtown area with goal to inspect all rentals in coming years
38. Evaluate need for fire/life safety ordinance
 - a. Staff review based on the PILOT inspection program has led staff to support the belief that a new ordinance is needed; staff currently preparing the language and supporting documentation for future Council consideration

- 39. Reduce workers comp mod rate
 - a. Internal safety committee has been successful
 - b. Rates for last five years
 - i. 2013 1.37
 - ii. 2014 1.25
 - iii. 2015 1.21
 - iv. 2016 1.11
 - v. 2017 1.03
- 40. Employee recognition
 - a. Created employee and volunteer of the year program
 - b. Had first employee/volunteer appreciation event with about 200 attendees
- 41. Volunteer recognition event
 - a. Combined with employee appreciation evening
- 42. Update employee handbook
 - a. Complete rewrite and update completed and adopted by Council
- 43. Improve public input for CDBG process
 - a. Revised process used in 2016
- 44. National accreditation for police department
 - a. City is officially enrolled in CALEA program
 - b. Staff hired to administer program
- 45. Comprehensive wage and compensation study
 - a. Initial review of wages based on DH completed
 - b. Report issue with recommended placements
 - c. Comprehensive review of benefits completed and reported
 - d. *All other non-union placements are being reviewed with recommendations forth coming*
- 46. Resolve fire leadership issue
 - a. Permanent fire chief appointed
 - b. Elimination of one deputy chief position, elevation of another to assistant chief

Other issues during year

- 47. LaKermesse
 - a. Worked with organizers to have a successful return to the St. Louis field area in 2016
 - b. Reworked new multiyear agreement based on success of 2016
- 48. Saco River and Biddeford pool dredging
 - a. Put together application for dredging project
 - b. Secured funding to map river floor for debris removal process
 - c. Got buy in from City of Saco in the process as joint applicants
- 49. Bond Issue
 - a. Prepared for bond issuance in early 2017
- 50. Shoreland zoning
 - a. Prepared mandated shoreland zoning ordinance
 - b. Had an extensive public outreach and education process
 - c. Ordinance was adopted
- 51. Labor contracts
 - a. Eliminated outside consultant for labor contracts
 - b. Finalized all labor contracts
 - c. Worked to reduce long term unfunded sustainability issues in contract

52. Unfunded liabilities reductions
 - a. Significantly reduced liabilities (6/30/15 balance of \$15,211,219 vs 6/30/16 balance of \$9,986,035)
 - b. Closed out retiree city paid health insurance for new hires and about half existing workforce
53. Non-union severance liability
 - a. Reduced growing liability by paying out amount owed over next three years into retirement account, saving in excess of \$48,000
54. '*Biddeford Beat*' creation
 - a. Created online weekly newsletter
 - b. 16 issues have been published since the start in August
55. Dangerous buildings
 - a. Introduced process of municipal officers being hearing officers
 - b. Successfully heard 3 hearings (others removed to comply)
 - i. Four properties been torn down
 - ii. One in the process
 - c. One other properties voluntary being removed
 - i. 335 Pool St (Old Notre Dame hospital)
56. Military service recognition
 - a. Celebrated the importance of military service to the community with public event and permanent display of each military flag in Council Chambers
57. Wood Island Lighthouse
 - a. Worked to create a way to get the lighthouse septic issued resolved via contract zoning
58. Electronic agenda conversion
 - a. Converted the agenda process to electronic including the meeting packages
59. Converted the on demand storage of public meetings to new process that included saving money.
60. Public Access
 - a. Revised program to get expenditures closer aligned with actual revenue stream reversing a trend of using other funds to support the operation
61. General assistance compliance
 - a. Got the GA ordinance up to date and in compliance
62. Secured funding for joint community opioid project

Internal Goals

In addition to the larger public goals, there was quite an extensive internal list of items that staff had identified needed to be done in 2016. That list appears below. For all of those that appear in ~~striketrough~~ format, they were completed. Any in *italics* indicate that significant work was also done on that item during the year.

- IG-1 Upgrade computer server: *determine if Office 365 is better solution or update the current exchange server*
- IG-2 Upgrade Office 2007: *this would upgrade the current office suite*
- IG-3 Launch new economic development website: *examine the need for new website for economic development; determine object of new website and launch, if appropriate*
- IG-4 Examine fiber options; *city currently pays a lease on dark fiber connection; might be cost effective to own; evaluate the switch*

- IG-5 Complete mile stretch road project
- IG-6 Implementation of Thatcher Brook watershed mgt plan
- IG-7 Lincoln St improvement project:
- IG-8 Develop data base for septic systems in MS4 area
- IG-9 Develop holding tank/Elm St pumping station options
- IG-10 Climate Adaptation Study
- IG-11 Develop workfare program
- IG-12 Partner with other agencies to deal with growing homelessness issue
- IG-13 Continue involvement with Biddeford Substance Misuse Task Force
- IG-14 Update the assessing software (Vision)
- IG-15 Training for Assessing staff
- IG-16 Update shoreland zoning to comply with state law changes
- IG-17 Develop fire officer training program
- IG-18 Warning light at fire station entrance on Alfred St
- IG-19 ~~Evaluate automation programs to assist staff: many computer and/or mobile apps are available to allow field employees to do more in the field~~
- IG-20 Ocean Ave. repaving project completion
- IG-21 Westland Ave. drainage work and repaving project completion.
- IG-22 Begin the coordination, planning, scheduling, surveying, designing and implementation of roadway projects included in the recent road bond approval by the voters which includes the following projects : South St. and West St. reconstruction projects, South St. sidewalk replacement project, Edwards Ave. and Ocean Spray drainage projects and approximately 7 centerline miles of paving.
- IG-23 ~~Complete installation of scales at Water St. Treatment Plant~~
- IG-24 ~~Complete the pump station replacement project at the Water St. Treatment Plant~~
- IG-25 Begin Phase 1 of the aeration basin upgrades/repairs
- IG-26 ~~Complete dewatering system upgrades at Water St. treatment plant~~
- IG-27 ~~Implement upgrades to the RBC treatment plant at Biddeford Pool including new sampling point, upgrading SCADA communication system, rebuilding influent chamber and lining of tanks.~~
- IG-28 Develop needs assessment for Pre-school programs.
- IG-29 Develop needs assessment for afterschool programming.
- IG-30 Evaluate recreation website consistency with staff.
- IG-31 Explore alternatives to beach parking issues with Recreation Commission.
- IG-32 ~~Revisit Tobacco Policy evaluating whether or not to include vapor and e-cigarettes with Recreation Commission.~~
- IG-33 Create a more effective reporting method for vandalism remediation.
- IG-34 Review of Summer Day Camp Program and future facility options.
- IG-35 Pursue transportation options with 50 Plus Club Board.
- IG-36 Continue to pursue options for in town Teen Center location.
- IG-37 Review and update Recreation Logo and Tag Line.
- IG-38 Address Ross Center Staffing challenges.
- IG-39 Septage/vactor dump improvements at treatment plant
- IG-40 Nissen sewerage pump station improvements
- IG-41 ~~Security gating at Water St. treatment plant~~
- IG-42 ~~Completing FY 15 Capital Paving Program~~

~~IG-43 — Completing salt / sand barn roof replacement~~

~~IG-44 — Completing Phase 1 heating system upgrade at PW facility~~

Suggested Goals for 2017-2018

You will find a list of suggested goals for 2017-2018. They are broken down into two major categories. First, you will find a list that arrives from the 2016-2017 goal listing. These are items that either were not completed in its entirety or was not started. The second listing is the new items that have been included. The sources of these items are from individual Councilors, staff, or the logical next steps based on the achievements in 2016.

The following items were uncompleted or still needed significant work from 2016-2017 goals. Items with an asterisk* had no work accomplished on them at all in 2016. Most of the items were considered low priority by the Council ranking.

- a) **Review current Council committee structure:* the current committee structure has a couple of downsides, including more meetings, less predictable schedules for the Council (and staff) as well as less people that witness the committee meetings (less informed about the issues). On the flip side, the involvement of citizens on the committees does allow more citizen engagement.
- b) *Future of Rotary Park:* is there a different vision and direction that this city owned facility should be moving towards? There have been various suggestions made in years past. If there is a new direction that requires additional funding of any significance, where would the funding come from?
- c) *Special downtown taxing district:* there has been discussion around the creation of a special 'taxing' district in the downtown. A number of policy issues would need to be addressed to create the district. Is it time for the Council to have those detailed policy discussions?
- d) *Gateway plan:* recommendation on the gateways is expected in 2017 from the Special Downtown Task Force. Depending on the recommendations, there may be a number of implementation actions that could be requested.
- e) *Public relations and marketing:* while progress has been made to assist the community in getting the positive word out, there is more to be done. Those paying attention to some of the trends in 2016 realized that things were not heading towards an easier task to create positive information about any government. Should there be more resources devoted to this effort and if so, what is the matrix that would be used to measure success?
- f) *Repairing the city hall tower:* by the end of the first quarter, we should have a better estimate of the real costs to deal with this issue. Based on that information, what priority should making the repairs take in a period of competing financial demands?
- g) **Developing a new orientation process:* the vision is to create a standard multi-day orientation that all employees go through. The process will be offered on a set schedule and all employees have to go through the process. The goal is to make sure we are using the orientation process to set the stage for employee expectations.
- h) *Succession planning:* need to complete the process for all departments
- i) **Housing rental issues:* the growing pressure on the rental market has created a situation where community members that desire to live in Biddeford are unable to find housing they can afford.
- j) **Multi-transportation center:* the goal is to bring a centralized location where all public transportation is serviced out, preferably in the downtown area and coordinated with Saco and the Amtrak station.
- k) *Performance reviews:* all non-union are getting at least one annually; need to start process for unionized workforce in police and public works

- l) **Net zero green house:* determine if there is support for our operations to become more eco friendly
- m) **Encourage neighborhood planning process:* with the changes occurring in the downtown area, the creation and active participation of formal neighborhood associations often is seen as an effective part of a strategy to become more inclusive and have citizens more empowerment

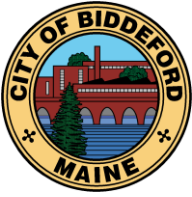
New Suggestions for 2017-2018

- i. *Saco River and Biddeford Pool dredging:* complete the paperwork and all other necessary prerequisites to have Army Corp authorize the project. Will require the debris cleanup of the river and mooring removal and replacement
- ii. *Evaluate joint community opioid project:* evaluate the program to determine the successes and things that need to be done differently; determine how this efforts fits into other efforts to deal with the crisis that exists
- iii. *Establish a deliberative policy regarding EMS services:* the city has seen a steady climb in emergency medical service calls for a few years. There are those that have suggested the current call volume is unsustainable with the current staffing. Emergency transfers (from one medical facility to another) have increased. There is some concern about the future presence of the private ambulance company serving Biddeford area. The goal would be to better understand of the issues and establish a clear policy regarding EMS services and levels of services.
- iv. *Evaluate the equity in the current assessments:* it appears that the certain sales of property in the community are having a negative impact on the assessors equity goal (that all properties in a community are valued in a like fashion based on the market). Evaluation of those sales to determine if partial adjustments will be necessary for the April 1, 2017 assessments.
- v. *Evaluate the on-going positive relationship with UNE and seek to accelerate the relationship:* The City is blessed to have a world class university campus within the community. The relationship between the City and the community has gotten stronger and more positive over the last few years. With the change in President in the next year, the relationship is likely to change.
- vi. *Fire/EMS response times:* The response times to the outer limits of the community have been a concern. The City should evaluate formally if the response time is the acceptable/desirable level of service. If not, what are the alternatives and what are the financial implications.
- vii. *EMS training and leadership challenges:* Like most fire departments, EMS has been an addition to the operations of fire prevention and suppression. Today, EMS calls far exceed fire calls. Yet the department continues to be operated as a fire suppression that does EMS.
- viii. *Staff training and cross training:* most staff has been trained in-house. While cost effective, by its nature, it reinforces bad habits and limits exposure to other issues. Further, staff is thin and there is often not another person trained to do the job.
- ix. *Continue targeted high profile combined criminal enforcement:* ‘Operations Safe Streets’, a interagency, interdepartmental task force, effort coordinated by the police department was formed in 2016. Still in its infancy, there has been success. Continue to support the program and look to improve in 2017. If necessary, other initiatives may be deployed in 2017 if determined they could be valuable.
- x. *Community policing expansion:* a staple of Biddeford policing, 2017 will see additional attention and resources deployed. Tentative plans include assignment of a full time domestic violence investigator, expand an outreach to senior citizens and higher visibility/interaction of patrol through proven techniques i.e. bike and foot patrol.

- xi. *Continue CALEA process*: an aggressive typical department takes 3 years on average to reach certification process. Report back to the community on how the process is going after the one year anniversary of having implemented the program.
- xii. *Integration of public safety training*: Given the unfortunate realities of the world today, developing an integrated training for all public safety departments to deal with the challenges and threats facing communities today.
- xiii. *Riverwalk master plan*: the master plan for not only the Riverwalk but also the pedestrian connections throughout the downtown has been prepared. Acceptance of the masterplan and development of a implementation plan and funding goals.
- xiv. *Implement wellness program*: one of the major drivers in the cost for health insurance is the volume and kinds of claims that the insurance company has to pay for. Aggressive wellness programs have demonstrated to be effective in reducing both the volume and claims.
- xv. *Healthy nutrition program*: as a compliment to the wellness program, developing a healthy nutrition/eating program to help reduce long term health insurance costs.
- xvi. *Airport role in economic development and job creation*: to determine the appropriate role for the airport in economic development and job creation.
- xvii. *Develop workfare program*: develop a formal program that will require any general assistance recipient that is capable of working and meets the necessary criteria to perform work for the assistance they receive.
- xviii. *Develop a plan to adequately take care of all public assets (non-buildings)*: in recent years some staffing reductions have eliminated positions that once took care of public spaces in the city. As usual, staff has found ways to attempt to ‘band-aide’ the lack of staffing and the work load. It is barely working. With visions of adding additional public space, a plan to make sure there is a way to maintain all of the spaces with the resources allocated should be in place.
- xix. *Resolve the in-town teen center*: the location of the teen center limits the effectiveness of the program. It also limits those teens that could be served by a location that was close to the in town portions of the community.
- xx. *Winter sidewalk maintenance*: like most communities, we do not take care of all of the sidewalks in the winter time. Out of 130 miles of sidewalks, we only maintain approximately 40 miles of them.
- xxi. *Winter operations and parking*: in town parking during snow events is a challenge for urban communities. The choices are relatively simple for communities. The first choice is to allow parking in the community and spend the extra funds to work around parking. The second choice is to not allow parking and have more efficient snow operations. There are variations of the two choices. A review of the current operation with an evaluation of the alternatives should be done to determine if the existing practice is still the correct practice.
- xxii. *Establish final boundaries of downtown*: there are a few different boundaries that exist in regards to what is ‘downtown’. For the purposes of establishing different policies and ease of communication, a clear definition should be established.
- xxiii. *Athletic field review*: the current discussion around the future of Waterhouse field has begun to encompass a bigger discussion regarding all athletic fields. This would include the city’s fields in the discussion formally.
- xxiv. *New turnpike exit*: make a final determination if a new turnpike exit is the appropriate strategy for the community and if so, determine the most effective way to achieve it

- xxv. *UNE relationship:* work to engage UNE leadership to develop a stronger and more progressive relationship with the City. As an example, the change in the relationship between Colby College and the City of Waterville.
- xxvi. *Body cameras for PD:* explore the advantages and disadvantages of employing body cameras for the police department
- xxvii. *Consolidate harbor master operations:* This has been an item of discussion on the joint communities' steering committee and currently rests in the hands of staff to work out a plan for consideration.
 - a. *Get a master list of mooring holders with access for both communities.*
- xxviii. *Resolve fire rescue boat issue:* The issue of the fire rescue boat has been around for a few years since Biddeford's was taken off line.
- xxix. *Finalize plan for reuse of former MERC site:* complete the decision on the ultimate reuse of this site and implement the plan for the site.
- xxx. *Monitor state plans for intersection of Main, Water and Hill Streets:* the state is currently in design mode for this intersection; make sure that the City has a voice in the final design and implementation plans.
- xxxi. *Elm and South St realignment:* work to make this project a higher priority for MDOT
- xxxii. *Reestablish and strengthen relationship with sister city (St-Georges, Quebec):* the city at one point had an active sister city program. This would reestablish the program.
- xxxiii. *Parking structure:* the shortage of the parking that is necessary to continue the positive trends in the downtown area is dictating that it is necessary to take some action. The leading solution is to build a parking structure.
- xxxiv. *Make 'pop-up' businesses a permanent option:* explore the law changes and the practicality of making so-called 'pop-up' business opportunities in targeted area in the downtown a permanent option.
- xxxv. *Invest in teenagers:* beyond finding a new location for teen center in the downtown area, make an investment in teens beyond current program. As an example, seek to construct a skate park of significance.
- xxxvi. *Industrial parks:* look to modernize the parks, fix paving and marketing them accordingly, including the airport as an asset.

City of Biddeford, Maine



The Office of
City Manager

James A. Bennett

Email: jbennett@biddefordmaine.org

MEMORANDUM

TO:	Honorable Mayor Casavant Honorable City Council
FROM:	James A. Bennett, City Manager
DATE:	January 23, 2017
RE:	FY18 Budget Discussion

On Wednesday evening, January 25, you will be asked to confirm the changes to the budget process that was discussed at the conclusion of last year's process. This memo will recap the issues that were discussed as a refresher. The items are not listed in any particular order.

1. Fringe benefits: the City historically showed all of the fringe benefits for each and every individual budget. By using this approach, there is a better understanding of the true cost for employment by department. There are a couple of downsides. Those include:
 - a. *Changes cloud performance*: annual enrollment for benefit purposes occurs at the end of the calendar year for the upcoming year. As you are aware, the city's fiscal year covers July to June. Changes in enrollment election, employee status and other issues can have large financial impacts on the budgets. Without explanation, one department manager can overspend their discretionary accounts and appear to have effectively managed the department because the changes in fringe benefits were a positive variance. On the other hand, a very effective manager may have budget overruns because of a negative change in benefit elections.
 - b. *Excessive budget and financial allocations*: when allocated within the individual budgets, it creates work in the tracking of the costs. Instead of paying the individual bill monthly for the insurance, staff has to manually allocate the costs monthly to each and every department. This is repeated for all of the various benefits. In addition, as you recall last year, it made the budget excessively large and unruly.

Suggested changes: We can achieve the positives of understanding the impacts of the fringe benefit impacts within each budget without going through all of the work involved. We suggest that all fringe benefits be budgeted and charged to one centralized account for the general fund. We will provide the actual fringe benefit costs within the individual budgets as an information item so you have that information. The only exception to this change would be for the WWTP account because it is a separate fund and needs to have those charges for calculation of the user fee.

2. Use of 'Budget Committee' within the charter: the charter (Article XI, sec 2) causes the budget submitted by the City Manager to be acted by the 'budget committee' which consists of the entire City Council and chaired by the Mayor. In the past, by practice the City has considered this provision somewhat quirky. While the meetings were called budget committee, the Council acted as if it was similar to a committee during the entire meeting. Under that

umbrella, there were no motions, decisions or other issues resolved. That was reserved back at the Council level which became cumbersome and at times confusion. I suggest to you that the charter language has purpose. The 'Budget Committee' has its own standing. As such, once the Council refers the budget to it (this should be a motion after the Council receives the budget formally from the City Manager on the night of the presentation), the Budget Committee should function like the other committees of the Council i.e. Policy, Finance, etc. It can make motions and change the budget. Essentially, work the budget to an acceptable level for the budget committee. Once completed, the budget committee would send the amended budget back to the Council for its first reading. In theory, this should cause little changes, amendments or other complications during the formal process of the Council enacting the budget.

Finally, there will also be an opportunity to talk about the budget generally.