



# COMMITTEE OF THE WHOLE AGENDA

September 09, 2024 at 5:00 PM

City Hall, 3rd Floor - Council Chambers, 828 Center Avenue,  
Sheboygan, WI

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This meeting may be viewed LIVE on Charter Spectrum Channel 990, AT&T U-Verse Channel 99 and:  
<https://www.wcssheboygan.com/vod>.

Notice of the Committee Of The Whole Meeting at 5:00 p.m. or immediately following the Finance and Personnel Committee meeting, MONDAY, September 9, 2024, in City Hall, 3rd Floor - Council Chambers, 828 Center Avenue, Sheboygan, WI. Persons with disabilities who need accommodations to attend the meeting should contact Meredith DeBruin at the City Clerk's Office, 828 Center Avenue, (920) 459-3361.

Members of the public who wish to participate in public forum remotely shall provide notice to the City Clerk at (920) 459-3361 at least 24 hours before the meeting so that the person may be provided a remote link for that purpose.

## OPENING OF MEETING

1. Roll Call
2. Pledge of Allegiance
- [3.](#) Approval of Minutes: Committee of the Whole minutes from August 26, 2024
4. Public Comment

## PRESENTATION AND DISCUSSION ON 2025 BUDGET

- [5.](#) 2025 Budget Presentation by City Administrator Casey Bradley

## NEXT MEETING

6. Next tentatively scheduled meeting date: September 16, 2024

## CLOSED SESSION

7. Motion to convene in closed session under the exemption provided in Sec. 19.85(1)(e) Wis. Stats. for the purpose of discussing the investment of public funds, the purchase of public properties, and specified public business where competitive and bargaining reasons require a closed session, to-wit: update on economic development projects within the City.

## ADJOURN

8. Motion to Adjourn

***In compliance with Wisconsin's Open Meetings Law, this agenda was posted in the following locations more than 24 hours prior to the time of the meeting:***

*City Hall • Mead Public Library  
Sheboygan County Administration Building • City's website*

**CITY OF SHEBOYGAN**  
**COMMITTEE OF THE WHOLE MINUTES**  
**Monday, August 26, 2024**

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**OPENING OF MEETING**

1. Roll Call  
Alderspersons present: Belanger, Dekker, Heidemann, La Fave, Mitchell, Perrella, Peterson – 7.  
Alderspersons excused: Felde, Rust – 2.  
Aldersperson unexcused: Ramey – 1.
2. Pledge of Allegiance

**CLOSED SESSION**

3. MOTION TO CONVENE IN CLOSED SESSION pursuant to Wis. State. S. 19.85(1)(f) for consideration of personnel problems or the investigation of charges against specific persons which, if discussed in public, would be likely to have a substantial adverse effect upon the reputation of the person involved in such problems or investigations.

Motion made by Dekker, Seconded by Mitchell.

Voting Yea: Belanger, Dekker, Heidemann, La Fave, Mitchell, Perrella, Peterson – 7.

**NEXT MEETING**

4. Next scheduled meeting date: September 3, 2024

**ADJOURN**

5. Motion to Adjourn

MOTION TO ADJOURN AT 7:10 PM IN CLOSED SESSION

Motion made by Dekker, Seconded by Peterson.

Voting Yea: Belanger, Dekker, Heidemann, La Fave, Mitchell, Perrella, Peterson – 7.



# CITY OF SHEBOYGAN

COMMITTEE OF THE WHOLE  
2025 ANNUAL BUDGET

PRESENTED BY: ADMINISTRATOR CASEY BRADLEY

# Budget Process to Date

## **Department Heads received parameters from City Administrator:**

- Enter known contract/price increases
- Increase IT Fund Service Charges (2%)
- Increase Motor Vehicle Fund Service Charges (2.5%)
- No new positions
- Requests for new purchases or contracts listed on separate spreadsheet
- Analyze fees/revenues
- Capital Asset listing review/compilation for future budgeting update

## **Preliminary budget requests submitted by August 14th**

## **Meetings between Department Heads and Budget Team to review**

## **Budget Team made updates to balance the draft budget**

## **Discussion over changes at Management Team meeting**

# Budget Status

**Draft General Fund budget currently balanced based on known figures**

## **Outstanding Items:**

- WI Dept of Transportation Aid
- State Shared Revenue Estimates (Includes Utility Aid, Expenditure Restraint, etc.)
- Manufacturing Values from Department of Revenue
- Final Assessed Values – Board of Review 9/11/24 and 10/1/24

**Additional review and updates will occur until all figures are received**

## **Notable Changes from 2024 Budget:**

- Combination of Marina & Boat Funds
- Movement of Sanitation expenses to Recycling Fund - renamed "Refuse Fund"
- Separation of Facilities & Grounds out of Department of Public Works
- Removal of Forestry expenses from the Parks budget – remains in General Fund
- Transfer of Stormwater Fund expenses to General Fund

# Refuse Fund (Recycling & Sanitation)

No significant adjustments to fees in the past 10 years

Proposal:

- Move sanitation expenses out of General Fund to Refuse Fund
- Adjust fees to cover the expenses of garbage/recycling collection

Increase fee \$12 annually for the next 5 years

Goal: Fees cover the cost to provide services

	2023 Actual	2024 Budget	2025 Draft
Fees Collected	1,971,515	1,973,056	2,198,820
DNR Recycling Grant/Misc Revenues	217,871	276,278	197,271
Operating Expenses	(2,826,618)	(2,969,043)	(2,774,516)
Depreciation/Equipment Replacement	(177,885)	(0)	(400,449)
Tax Levy Support	<b>815,117</b>	<b>719,709</b>	<b>778,874</b>

# Facilities & Grounds Department

- Current Structure:
  - Facilities Superintendent reports to Public Works Director
  - Various Department Heads oversee maintenance and repairs of buildings
  - Buildings Budget includes City Hall & MSB building
  - Superintendent also oversees street lighting, traffic control, sign shop and 8th St Bridge
- Proposed Structure:
  - Promotion of Superintendent to Department Head
  - Move oversight of maintenance and repairs for City buildings (excl. Wastwater & Parks)
  - Buildings budget includes City Hall, MSB, Fire, Police, Uptown & Library buildings
  - Transit expenses will remain in Transit Fund due to Federal funding
  - Street lighting, traffic control and sign shop will be overseen by Streets Superintendent
- Goals:
  - Consistent review, maintenance and upkeep of facilities
  - Allows various departments to focus on their specialties



# 2025 Salary and Benefit Costs

- Draft budget includes the following salary changes:
  - Non-Represented: Step and Cost of Living Adjustment of 2.6%
  - Police: 3.5%
  - Transit: 3.0%
  - Fire: Placeholder (In Mediation)
- Wisconsin Retirement System Pension increases per State requirements
- Health Insurance Premium: 6% increase
- Dental Insurance Premium: 5.73% increase

	2024 Original Budget	2025 Draft	Increase/Decrease
Salaries	32,355,061	33,533,394	1,178,333
FICA Taxes	1,987,669	2,047,086	59,417
WRS	3,539,712	3,719,659	179,947
Health Insurance	5,700,060	6,055,000	354,940
Dental Insurance	350,749	350,644	(105)
Life Insurance	65,267	55,178	(10,089)
Totals	43,998,518	45,760,961	1,762,443

# Non-Represented Salary Benchmark

Proposed Policy Change: Non-represented salary increases are based on Social Security

Goals: Consistent increases based on inflation to remain a competitive employer in the market

Approximate budget impact is calculated here:

Year	% Increase	SS % Increase	Base Salary Cost	SS Increased Cost	Variance
2020	2.0	1.6	12,630,629	12,581,097	49,532
2021	2.0	1.3	12,883,242	12,744,651	138,591
2022	2.0	5.9	13,140,907	13,496,586	(355,679)
2023	2.0	8.7	13,403,725	14,670,789	(1,267,064)
2024	2.5	3.2	13,738,818	15,140,254	(1,401,436)
Total	10.5	20.7			

\*\*In 2022, the compensation plan updated salaries to match market based on position responsibilities and qualifications



# Time & Attendance Project

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- Consolidation of three software products down to two
- All employees other than firefighters will be moved to Tyler Time & Attendance
- Directly links to the payroll system within Tyler Munis
- Goals:
  - Increased compliance
  - Consistency amongst departments
  - Reduction of staff time spent on corrections and review
- Payroll Coordinator and Finance Director leading project with assistance from IT, HR and Supervisors
- Kick-off meeting has occurred and workshops with Tyler staff start this week
- Intended go-live date for timekeeping of 1/6/25

# 2025 Draft Expense Budgets by Fund

Department	2023 Actual	2024 Original Budget	2025 Draft	% Change
General	\$44,436,634	\$46,073,880	\$46,116,205	0.092%
Federal Grant	\$4,443,570	\$192,402	\$202,452	4.96%
MEG	\$59,834	\$56,717	\$53,504	(6.01%)
Tourism	\$2,340,830	\$1,751,172	\$2,219,550	21.10%
Uptown Social	\$0	\$0	\$488,616	100.00%
Mead Library	\$4,097,248	\$4,249,214	\$4,374,285	2.86%
Affordable Housing	\$5,074,104	\$821,097	\$742,027	(10.66%)
Redevelopment Authority	\$148,051	\$55,276	\$84,039	34.23%
Debt	\$4,645,846	\$4,933,830	\$5,500,161	10.29%
Capital	\$7,255,951	\$19,729,480	\$23,692,870	16.73%
Tax Increment Districts	\$4,535,800	\$12,446,816	\$38,044,143	67.28%
Wastewater	\$8,057,982	\$24,403,841	\$57,070,912	57.24%

# 2025 Draft Expense Budgets by Fund

Department	2023 Actual	2024 Original Budget	2025 Draft	% Change
Refuse	\$1,100,854	\$1,071,591	\$3,174,965	255.23%
Marina/Boat	\$1,384,877	\$1,307,722	\$822,634	(37.09%)
Parking	\$543,275	\$612,531	\$565,532	7.67%
Transit	\$5,343,759	\$4,204,298	\$4,331,755	2.94%
Health	\$7,648,548	\$6,830,411	\$7,181,614	4.89%
Liability	\$415,503	\$445,684	\$443,860	(.41%)
Work Comp	\$421,662	\$626,650	\$549,371	(14.07%)
Information Technology	\$1,175,037	\$1,234,660	\$1,604,103	23.03%
Motor Vehicle	\$3,154,543	\$4,569,427	\$4,282,756	(6.69%)
Cemetery	\$15,360	\$30,500	\$30,500	0.00%

# General Fund Notes

- Election costs budgeted to decrease in 2025 – addition of voting equipment replacement costs
- Permit fee increase to reflect anticipated projects
- Removal of Sanitation expenses – moved to Refuse Fund

Expense Category	2023 Actual	2024 Original	2025 Draft	% Change
Salaries	22,257,685	24,062,149	24,276,926	0.89%
Fringe Benefits	8,930,833	9,518,105	9,811,081	3.08%
Purchased Services	6,447,382	6,611,862	5,334,866	(19.31%)
Materials & Supplies	1,466,529	1,667,496	1,131,787	(32.13%)
Facility & Maintenance	1,299,475	1,439,573	2,318,471	61.05%
Equip & Maintenance	696,256	781,360	537,391	31.22%
Miscellaneous	505,726	1,993,335	752,879	(62.23%)
Total (Excl. Transfers)	41,603,886	44,895,274	44,163,401	(1.63%)

# 2025 Draft General Fund Expense Budgets by Dept

Department	2023 Actual	2024 Budget	2025 Draft	% Change
Council	119,206	127,595	129,162	1.23%
Municipal Court	225,127	271,190	249,171	(8.12%)
City Attorney	564,807	698,209	706,666	1.21%
Mayor	178,325	195,542	214,987	9.94%
Administration	375,974	847,784	867,932	2.38%
City Clerk	383,383	453,032	479,102	5.75%
Elections	81,246	222,017	222,017	(0.00%)
Finance	1,334,548	1,144,862	1,087,461	(5.01%)
Liability Insurance	276,783	297,276	302,418	1.73%
Assessing	540,680	542,770	556,025	2.44%
Human Resources	352,298	328,439	386,136	17.57%
Cable TV	244,754	236,250	238,973	1.15%
Building Inspections	716,028	821,675	885,275	7.74%
Development	457,439	429,188	450,457	4.96%

# 2025 Draft General Fund Expense Budgets by Dept

Department	2023 Actual	2024 Budget	2025 Draft	% Change
Police	13,128,461	14,260,615	14,595,167	2.35%
Fire	9,752,269	10,161,097	10,623,388	4.55%
Public Works Admin	1,548,643	1,052,530	1,096,418	4.17%
Streets	4,219,040	5,429,999	5,340,603	(1.65%)
Sanitation	1,861,194	1,847,806	0	(100%)
Storm Sewer	591,174	509,938	486,167	(4.66%)
Street Lighting	574,395	589,176	510,535	(13.35%)
City Buildings	889,694	1,025,894	1,497,408	45.96%
Civil Defense	5,731	7,677	7,685	0.10%
Parks	2,601,704	2,770,683	2,192,529	(20.87%)
Cemetery	237,303	243,834	254,850	4.52%
Forestry	0	0	848,298	100.0%
Uptown Social	343,679	380,196	0	(100.0%)
<b>Total (Excl. Transfers)</b>	<b>41,603,886</b>	<b>44,895,274</b>	<b>44,163,401</b>	<b>(1.63%)</b>



# 2025 Capital Projects

FY 2024 Total Approved Requests: \$43,164,065

- Included in the 2024-2028 CIP
- Not all general government requests

FY 2025 Total Requests in Previous Plan: \$33,962,398

- Included in the 2024-2028 CIP

Revised FY 2025 Requests: \$81,805,904

- Submitted by Departments in 2025-2029 CIP

# 2025 Capital Projects

## City Buildings:

- ADA Infrastructure Improvements (\$250,000)
- Municipal Service Building Improvements (\$2,500,000)
- Police Department Building Improvements (\$220,000)
- Public Safety Campus Construction (\$12,800,000)
- Fire Station 2 Remodel Engineering (\$400,000)

## Police Department:

- Unmarked Vehicles (\$148,000)
- Marked Vehicles (\$65,000)
- Portable Radios (\$55,000)

## Fire Department:

- Ambulance (\$443,549)
- Turnout Gear, Fitness and Dive Equipment (\$84,321)

# 2025 Capital Projects

## Parks & Forestry:

- Dog Fencing (\$35,000)
- Evergreen Park Bike Trails (\$50,000)

## Street Lighting, Traffic Control & Bridges:

- Washington Avenue & South Business Traffic Signals (\$572,000)
- Bridge Maintenance (\$350,000)
- LED Street Lighting Upgrades - Citywide (\$400,000)

## Cable TV:

- TriCaster Replacement – Council Chamber (\$30,000)

## Information Technology:

- Data Center Refresh (\$50,000)

# 2025 Capital Projects

## Motor Vehicle:

- Vehicle Replacement - 2025 Replacement Schedule:
  - Tri-Axle Dump w/ Salter (2007) \$300,000
  - Tri-Axle Dump w/ Salter (2007) \$300,000
  - Bucket Truck Electrical Dept. (2010) \$375,000
  - Tool Cat (2006) \$70,000
  - Tool Cat (2011) \$70,000
  - Semi Tractor (2001) \$200,000
  - Backhoe Loader (2004) \$145,000
  - Mule Utility Vehicle (2005) \$30,000
  - SmithCo Groomer (2008) \$23,000
- 4-Person Side-by-Side Utility Vehicle (\$25,000)

## Transit:

- Paratransit Buses (\$290,000)

# 2025 TID Capital Projects

## TID 18:

- Land Acquisition (\$4,500,000)
- Business Park Pond (\$1,700,000)

## TID 21:

- Pedestrian Bridge (\$3,500,000)
- Property Purchases (\$5,000,000)
- Commerce Street/Riverwalk Construction (\$6,500,000)
- Marina Design (\$500,000)

## TID 22:

- Taylor & Wilgus Avenue Upgrades (\$1,400,000)

## TID 23:

- Gartman Farm Public Infrastructure (\$8,000,000)
- South Taylor Drive (\$4,000,000)

# 2025 Contracted Street Capital Projects

- Street Improvements (\$4,500,000)
  - Tentative Project List:
    - North 25th Street (Kohler Memorial Drive to North Avenue)
    - South 18th Street (Mead Avenue to Washington Avenue)
    - Washington Avenue Repairs (South Taylor Drive to South Business Drive)
    - North Avenue Intersection design
    - Pavement and Storm Sewer Infrastructure Repairs
- Sidewalk Replacement (\$200,000)
  - \*Street Improvement projects include an estimated \$290,000 of sidewalk work
- Storm Water Management Plan (\$250,000)

# 2025 Tentative In-House Street Projects

- South 20<sup>th</sup> Street (Georgia Avenue to Indiana Avenue)
- Dillingham Avenue (South 8<sup>th</sup> Street to South 12<sup>th</sup> Street)
- South 7<sup>th</sup> Street (Mead Avenue to Union Avenue)
- North 16<sup>th</sup> Street (Saemann Avenue to Superior Avenue)
- Ontario Avenue (North 10<sup>th</sup> Street to North 12<sup>th</sup> Street)
- North 11<sup>th</sup> Street (Ontario Avenue to Erie Avenue)
- North 12<sup>th</sup> Street (Ontario Avenue to Erie Avenue)
- Division Avenue (North 15<sup>th</sup> Street to North 17<sup>th</sup> Street)

# 2025 Wastewater Capital Projects

- Aeration Blower Number Four (\$375,000)
- Old Digester Area Revitalization Plan (\$50,000)
- Ferric Chloride Tank Replacement (\$150,000)
- Laboratory Upgrade (\$500,000)
- North Avenue Pump Station Upgrade (\$150,000)
- Plant Expansion Study (\$50,000)
- Shoreline Interceptor (\$12,000,034)
- Kentucky Avenue Lift Station Upgrades (\$200,000)
- Southside Interceptor (\$6,620,000)
- UV Disinfection (\$30,000)
- Fine Screen System – Wet Well (\$50,000)
- Mini Storm Sewer Program (\$50,000)
- Sewer Line Reconstruction / Relining Program (\$1,000,000)
- Sewer Televising and Manhole Inspection (\$250,000)



# Budget Next Steps

**September 10th:** Draft budget documents posted on the City's website

**October 2nd:** Updated proposed budget documents posted on City's website matching budget resolution

**October 7th:** City Administrator submits budget resolution & Council refers to Committee of the Whole

**October 15th:** City Plan Commission reviews and adopts 2025-2029 Capital Plan

**October 21st:** COW final review of budget and Capital Plan and referral back to Council

**November 4th:** Council adopts 2025 budget resolution and 2025-2029 Capital Plan