



## Agenda

**COMMITTEE OF THE WHOLE  
GOVERNING BODY  
CITY OF LENEXA, KANSAS  
17101 W. 87TH STREET PARKWAY**

**NOVEMBER 12, 2024  
7:00 PM  
COMMUNITY FORUM**

### **CALL TO ORDER**

### **ROLL CALL**

### **APPROVE MINUTES**

August 27, 2024 Committee of the Whole meeting draft minutes (located in the Appendix)

### **DISCUSSION**

1. Recommended fiscal year 2025-2029 Capital Improvement Program

### **APPENDIX**

2. August 27, 2024 Committee of the Whole meeting draft minutes

### **ADJOURN**

Dist. Governing Body; Management Team; Agenda & Minutes Distribution List

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COMMITTEE OF THE WHOLE  
MEMORANDUM

ITEM 1

**SUBJECT:** Recommended fiscal year 2025-2029 Capital Improvement Program

**CONTACT:** Nate Blum, Chief Financial Officer

**DATE:** November 12, 2024

**PROJECT BACKGROUND/DESCRIPTION:**

As required by the City's Capital Improvement Program (CIP) policy, staff is submitting the recommended fiscal year 2025-2029 CIP for review by the Governing Body. The recommended CIP includes capital projects with a cost of at least \$300,000 and a useful life of at least five years. The recommended CIP totals \$208.6 million and includes 54 funded capital projects.

Staff posted the [Recommended CIP document](#) on the City's website.

**VISION / GUIDING PRINCIPLES ALIGNMENT:**

**Vision 2040**

Thriving Economy

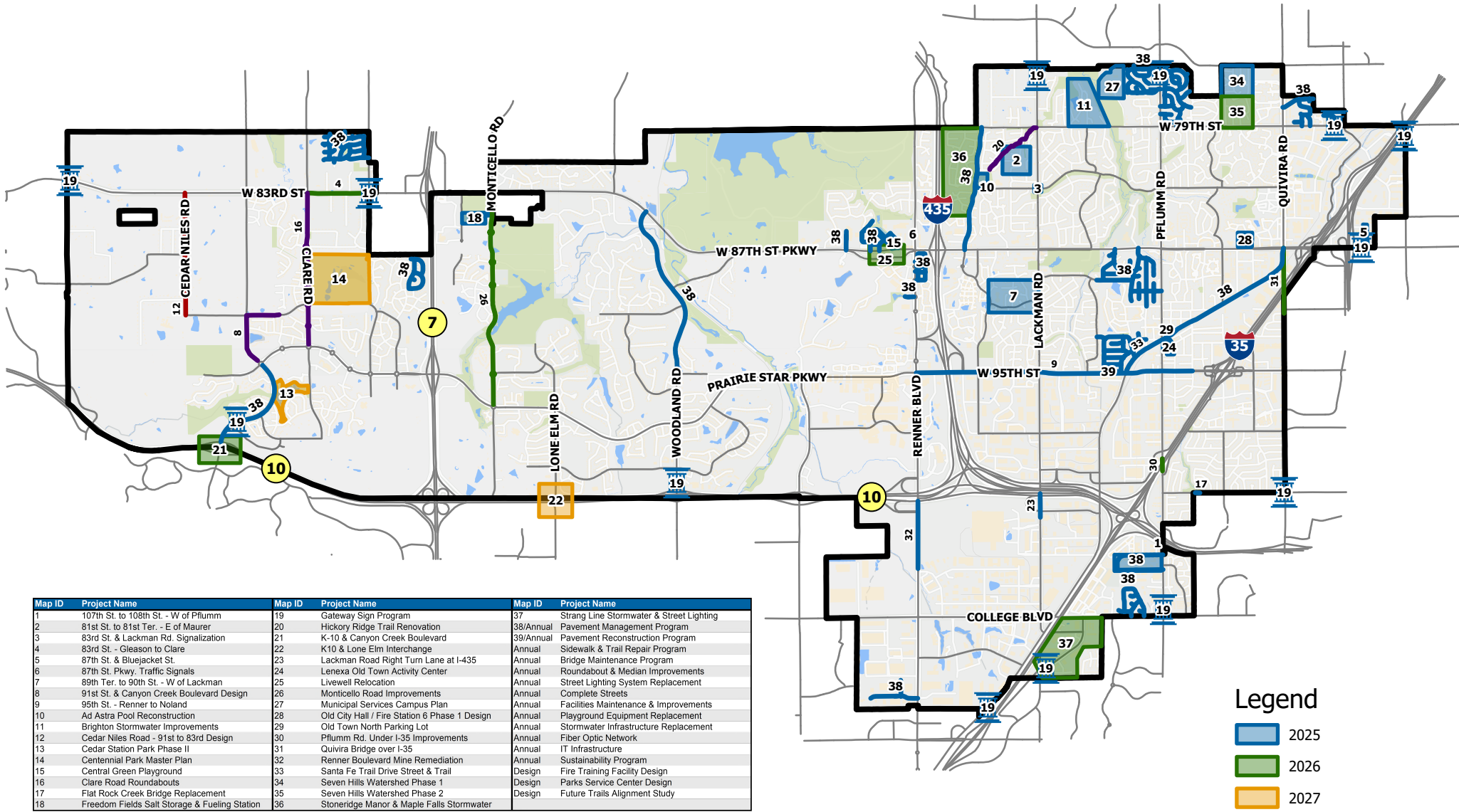
**Guiding Principles**

Prudent Financial Management

**ATTACHMENTS**

1. Map
2. Presentation

## Recommended Capital Improvement Program FY 2025 - 2029



### Legend

- 2025
- 2026
- 2027
- 2028
- 2029



# Recommended FY 2025 – 2029 Capital Improvement Program Overview

November 12, 2024



# Agenda

- Overview of CIP
- CIP Funding/Expenditures
- Review of Recommended CIP Projects
- High Priority Unfunded Projects
- Proposed CIP Calendar
- Questions

# Budget Principles

- Fund on-going operating expenditures with on-going revenue sources
- **Use one-time revenues for one-time expenditures**
- **Maintain sufficient reserve balances to address unforeseen events**
- Use conservative approach to revenue estimating
- **Prepare and fund equipment replacement/building maintenance schedules**

## Overview

- Total FY2025 - 2029 Recommended CIP
  - Capital projects funded - **54**
  - Capital project expenditures - **\$208.6 million**
- Project Breakdown
  - New capital project requests - **16 (\$14.8 million)**
  - Existing capital projects – **38 (\$193.8 million)**

## Overview

- Recommended CIP funds strategic priorities and the City's vision for the future
- Plans for economic pressures – inflation, recession/economic downturn, supply chain disruptions
- Significant amount of cash funding for capital projects – lowers borrowing costs and preserves financial flexibility

## Overview

- The recommended CIP allocates funds built up over time in the Capital Improvement Fund to various new projects.
- All future collections of the County (Courthouse) ¼-Cent Sales Tax are dedicated to the debt service on the Lenexa Justice Center project.
- Focus on the preservation and maintenance of City infrastructure

## Focus on Maintenance Projects

- Pavement Management Program
- Bridge Maintenance Program
- Stormwater Infrastructure Replacement
- Sidewalk and Trail Repair Program
- IT Infrastructure Replacement Program
- Sustainability Program
- Fiber Optic Network Program

# Major Funding Sources

## Key Assumptions

- Mill levy for the Debt Service Fund is **4.849** in FY2025
- Mill levy for the General Fund is **22.110** in FY2025 and estimated to be 21.747 in FY2026
- Stormwater service charge is **\$109** per equivalent dwelling unit (EDU)
- Council approves General Fund transfer of **\$8 million** in reserves

# Fund Reserve Allocation

- General Fund
  - **\$8M** Transfer to Capital Improvement Fund
- Stormwater
  - Increase annual transfer to capital projects as match for SMAC funding

## Funding Sources – FY2025 - 2029 CIP

- 68% of the CIP is funded by 3 sources:
  - General Fund Revenues (\$72.7M – 35% of CIP)
  - General Obligation Bonds (\$27.6M – 13% of CIP)
  - 3/8<sup>th</sup> Cent Sales Tax – (\$41.9M – 20% of CIP)
- The recommended CIP allocates the 3/8-Cent Sales Tax
  - Rec Center Debt Service - \$11.6 million
  - Pavement Management Program – \$29.8 million (of \$47.0M total)
  - Ad Astra Pool Project - \$8.0 million (of \$10.0M total)

## Funding Sources – FY2025 - 2029 CIP

| Funding Source                          | Amount               | Percent of Total |
|-----------------------------------------|----------------------|------------------|
| General Fund Revenues (Cash)            | \$72,714,226         | 35%              |
| General Obligation Bonds                | \$27,630,703         | 13%              |
| 3/8 <sup>th</sup> Cent Sales Tax        | \$41,909,023         | 20%              |
| County 1/4 <sup>th</sup> Cent Sales Tax | \$0                  | 0%               |
| Stormwater Revenues                     | \$23,183,223         | 11%              |
| Federal and State Grants                | \$13,035,764         | 6%               |
| Excise Tax                              | \$9,183,439          | 4%               |
| Special Highway Fund (Gas Tax)          | \$9,030,600          | 4%               |
| Other                                   | \$11,928,627         | 7%               |
| <b>Total</b>                            | <b>\$208,615,605</b> | <b>100%</b>      |

# Capital Expenditures

## Capital Expenditures – FY2025 - 2029 CIP

- 90% of the CIP is expended in 3 areas:
  - Streets/Bridges/Traffic projects (\$128.2M – 61% of CIP)
  - Facility projects (\$26.2M – 13% of CIP)
  - Stormwater projects (\$32.6M – 16%)
- Major CIP projects
  - Pavement Management Program (\$47.0M)
  - 83<sup>rd</sup> Street Improvements (\$13.7M)
  - Lenexa Old Town Activity Center (\$12.2M)
  - Stormwater Infrastructure Replacement (\$13.8M)

## Capital Expenditures – FY2025 - 2029 CIP

| Category                         | Amount               | Percent of Total |
|----------------------------------|----------------------|------------------|
| Streets/Bridges/Traffic          | \$128,201,830        | 61%              |
| Facility Projects                | \$26,239,690         | 13%              |
| Parks and Recreation             | \$15,032,585         | 7%               |
| Stormwater Projects              | \$32,630,250         | 16%              |
| Capital Equipment/Other Projects | \$6,511,250          | 3%               |
| <b>Total</b>                     | <b>\$208,615,605</b> | <b>100%</b>      |

# Capital Project Review

# Unfunded Capital Project Review

# Proposed CIP Calendar

|                                       |             |
|---------------------------------------|-------------|
| Governing Body work session           | November 12 |
| Planning Commission CIP review        | December 2  |
| Public Hearing on CIP                 | December 3  |
| Governing Body considers adopting CIP | December 17 |

# Questions?



**MINUTES OF THE  
AUGUST 27, 2024  
LENEXA COMMITTEE OF THE WHOLE MEETING  
COMMUNITY FORUM, 17101 W 87<sup>th</sup> STREET PARKWAY  
LENEXA, KS 66219**

**CALL TO ORDER**

Mayor Sayers called the meeting to order at 7 PM.

**ROLL CALL**

Councilmembers Eiterich, Charlton, Nicks, Arroyo, Williamson, Denny, and Herron were present with Mayor Sayers presiding. Councilmember Karlin was absent.

Staff present included Beccy Yocham, City Manager; Todd Pelham, Deputy City Manager; Mike Nolan, Assistant City Manager; Scott McCullough, Community Development Director; Sean McLaughlin, City Attorney; Jennifer Martin, City Clerk; and other City staff.

**APPROVE MINUTES**

*Councilmember Arroyo made a motion to approve the July 9, 2024 Committee of the Whole meeting draft minutes and Councilmember Eiterich seconded the motion. Motion passed unanimously.*

**DISCUSSION**

1. Lenexa Outdoor Pools Report

Mandy Danler, Parks and Recreation Assistant Director, introduced Recreation Superintendent Marisa Shartzter and Aquatics Manager Ryan Wiebe, who would be presenting the summer 2025 pools report. She thanked Aquatic Supervisor Joe Crome (swim lessons), Aquatics Supervisor Nicole Deuvall (lifeguards), and Park Facilities Supervisor Jeff Carlson and his team, specifically Parks Maintenance Worker Billy Mercer, for all their efforts in making this a successful summer season.

Mr. Wiebe reflected on a successful summer at the City's three outdoor pools, including the brand new Sar-Ko-Par Aquatic Center ("the Aquatic Center"). Key highlights include the Aquatic Center's opening and running smoothly for the entire summer, frequently reaching capacity, making it a popular spot for residents and non-residents. The department trained and employed a record 211 lifeguards and expanded the "Splash with Me" program to include the Aquatic Center. They also integrated program revenue into the facility's budget for cost recovery and successfully met cost recovery goals at the Aquatic Center.

Mr. Wiebe discussed the outdoor pool memberships and attendance at the three outdoor pools. There are three levels of memberships for both residents and non-

residents: household (family), individual, and senior. Membership numbers fluctuated slightly over the past few years. In 2022, numbers were strong, with it being the last summer of Indian Trails Aquatic Center ("Indian Trails"). In 2023, while Indian Trails was being reconstructed into the Aquatic Center, memberships decreased slightly as some residents used other area facilities. However, in 2024, the numbers surged with nearly 2,000 memberships and 7,000 total members, largely due to the Aquatic Center's success. Pool visit numbers were robust throughout all facilities. In 2023, visits increased at Ad Astra Pool and Flat Rock Creek Pool, as Indian Trails was closed. In 2024, the Aquatic Center saw 58,000 visits from May 25th to August 4th, hitting 28,000 visits by June 28th. Across all three facilities, the total visits for the season exceeded 83,000, a record high for Lenexa's outdoor pools.

Mr. Wiebe said that three programs were held successfully at the Aquatic Center in 2024: swim lessons, Lenexa Laser Swim and Dive Team, and Splash with Me. Outdoor group, private, and semi-private swim lessons saw improved participation compared to previous years. The Aquatic Center met every need for the swim and dive teams, handling both competitive and pre-competitive programs well. The Aquatic Center hosted three competitive swim meets, two pre-competitive meets, and three dive meets, all of which were well-received. Splash with Me, a program designed for children under five and their parents, was held Monday through Saturday mornings with Saturdays being popular, often hitting capacity. At the Aquatic Center, 4,750 parents and children participated in Splash with Me, and those counts are not included in the Aquatic Center's overall visit count of 83,000. Due to the Aquatic Center's popularity, Flat Rock Creek Pool, the original Splash with Me location, saw a slight decline in attendance. Plans for 2025 include possibly adding Saturday sessions at Flat Rock Creek Pool.

The Aquatic Center's most successful additional program was birthday parties, according to Mr. Wiebe. The Aquatic Center hosted 115 birthday parties, significantly more than the 68 total parties held between 2018 and 2023. After-hour rentals were also a big hit with 12 after-hours rentals across the three facilities. He pointed out that the rental numbers do not include the Lenexa Lasers swim and dive team, which has an agreement with the City to use the pools for early morning practices. This will continue at the Aquatic Center, as the facility met all the needs of their pre-competitive team. Coaches praised the facility for its suitability for training.

Mr. Wiebe said the Aquatic Center also hosted its first annual "Movie in the Pool" event this summer with 250 registrations and 150 attendees. The event was a learning experience, and future plans include improving the registration process to boost attendance.

Mr. Wiebe talked about the annual "Paws in the Pool" event at Ad Astra Pool, which had 154 dogs participate, along with many owners. He said next year's event will be held at Flat Rock Creek Pool due to the reconstruction of Ad Astra Pool.

Mr. Wiebe said he is proud of the growth and performance of the aquatic staff over the past three years, noting a record high of 301 employees, including pool managers, head lifeguards, lifeguards, and cashiers, ranging in age from 14 to 22. A significant number of lifeguards (60%) had joined in the past 12 months, and the

culture at the aquatic facilities has fostered strong team morale. The staff is proud of the record number of lifeguards, particularly the high number of 15-year-olds. He said a testament to the strong culture is the fact that 128 lifeguards remained active for the indoor season, a major increase from the previous year's 64. Staff training and the environment contributed to this improvement.

Mr. Wiebe reported on rescues and first aid incidents at all three pools. There were three major medical events: two dislocated shoulders and a head injury. In each case, he said the staff responded swiftly and effectively, earning praise from patrons.

Ms. Shartzter provided context on cost recovery for municipal pools, noting that full cost recovery is rare, with typical recovery rates between 30% and 70%. Expenses include staffing (both full-time and frontline), facility operations (chemicals, uniforms, first aid supplies), utilities, and maintenance of aging infrastructure.

She reviewed the cost recovery rates for the City's three outdoor pools:

- Flat Rock Creek Pool had 16% of membership swipes, day pass sales, a few rentals and birthday parties, concessions, and the Splash With Me program. It achieved a 36% cost recovery.
- Ad Astra Pool, with 13% of membership swipes, day pass sales (primarily from day camps), the highest number of rentals among the pools, some birthday parties, concessions, and a morning swim lesson program, Ad Astra achieved a 37% cost recovery.
- Sar-Ko-Par Aquatic Center accounted for 71% of membership swipes, had excellent day pass sales, numerous birthday parties, rentals, concessions, swim and dive teams, swim lessons, and the Splash With Me program. The Aquatic Center achieved an impressive 117% cost recovery, which is highly rare.

Overall, Ms. Shartzter reported the total cost recovery for all three outdoor pools in 2024 was 91%, a significant improvement from 32% in 2023 and 42% in 2022.

Councilmember Charlton said he recently received an email complementing the summer pool report and in it the constituent asked if it would be possible to keep Flat Rock Creek Pool open on weekends through August. Mr. Wiebe said the college-aged lifeguards leave after the first Sunday in August, so they only have enough to staff the Rec Center and the Aquatic Center the remainder of August. He complimented staff on quickly addressing a trench issue the constituent wrote about as well.

Councilmember Nicks asked if there are any reserved lap swimming times and Mr. Wiebe said that they have them at all three pools. Councilmember Nicks asked why Ad Astra Pool would have more rentals than the Aquatic Center and Mr. Wiebe said that is likely because there is a higher rental cost at the Aquatic Center. Councilmember Nicks asked if the day camps would be staying at Ad Astra Pool after reconstruction and Mr. Wiebe said they would be at Flat Rock Creek Pool and the

Aquatic Center in 2025 and then back at Ad Astra in 2026.

Councilmember Williamson congratulated the team on a successful summer.

Mayor Sayers asked about the swim team and Mr. Wiebe clarified that while the Lazars swim team used the Aquatic Center this year for some needs, their national competitive team continued to use Ad Astra Pool for long course training during the summer. For next year when Ad Astra Pool is being reconstructed, the plan is for the Lazars to find another facility, possibly the Shawnee Mission Aquatic Center, which has a 50-meter indoor pool, to meet their training needs.

## 2. Ad Astra Pool Reconstruction Project Update

Logan Wagler, Parks and Recreation Director, gave an update on the Ad Astra pool reconstruction project, expressing excitement and pride about the progress made so far. He introduced key members of the design and construction teams, including Brian Garvey from SFS Architecture, who has been heavily involved in the public engagement process, and Mark Clayton, the project manager from Prosser Wilbert. He also acknowledged input from City Council representatives Ms. Arroyo and Ms. Williamson, the Ad Astra Coalition, and other community members who have been providing feedback and guidance.

Mr. Wagler emphasized that the project has a total budget of \$10 million, with \$8 million reserved for the aquatics portion and \$2 million allocated for potential site issues and amenities. He reassured everyone that the design process is still in its early conceptual stages but expressed confidence that the project is within budget. He said public engagement will be an important next step as they move forward with the design and planning.

Mr. Garvey expressed pride in the success of Sar-Ko-Par Aquatic Center (“the Aquatic Center”) and said he is looking forward to continuing that energy with the Ad Astra project. Although the Ad Astra pool will differ from the Aquatic Center, Mr. Garvey said he is confident it will be equally exciting. He provided a recap of the project's timeline and public engagement efforts, noting that there have been two rounds of public input since June, with a third round currently underway. The design process will begin this fall and continue through spring and early summer. After the design is finalized, the project will go to bid, and construction is expected to culminate in a grand opening in May 2026.

Mr. Garvey reviewed the respondent demographics and talked about how the online survey responses mirrored feedback received during the open houses. He said that people were presented with different pool types, amenities, and programming to consider and evaluate. He said that some of the key takeaways were that people want ample room to swim, zero-depth entry, deep water, relaxing environment, accessibility, and better bath houses at the new pool.

Mr. Garvey presented and reviewed the two final concept plans that have been designed using the feedback from the public engagement processes: Option A (includes a current channel) and Option B (includes a water crossing), both of which are about half the size of the existing Ad Astra Pool.

Mr. Garvey talked about the next public meeting on September 11th and the survey that will be launched a week ahead and run until a week after to gather public feedback, offering similar information and questions as previous meetings. He said he anticipates a high response rate since the project has been narrowed down to two concepts.

Mr. Garvey said that during this final round of community engagement, the team will present data from past meetings, key takeaways, and the rationale behind the current concepts. And he said following this round, they will proceed to the schematic design, design development, and construction documentation phases.

Mr. Garvey said the survey will be brief, asking participants to choose between concept A or B, or state no preference, and explain their reasoning. He noted that the open-ended responses will be analyzed using AI tools to extract key insights more efficiently, utilizing new techniques recently discovered to analyze large amounts of feedback quickly and effectively.

Mark Clayton, Prosser Wilbert Construction, expressed excitement about being selected to work on the Ad Astra project, especially since his team narrowly missed out on the Aquatic Center project. He highlighted his passion for building pools, noting that pools tend to generate strong community enthusiasm compared to other types of construction projects. He said his company has been involved from the early stages of the project, even attending the first meeting before being officially selected.

Mr. Clayton emphasized their focus on constructability and budget throughout the process saying the next step is to issue a demolition package for the existing Ad Astra pool, with geotechnical testing and material sampling following to inform the design moving forward. He added that the design process is ongoing with weekly meetings, and the goal is to finalize the construction documents by spring 2025. The project aims to be completed in time for a grand opening by Memorial Day 2026.

Mr. Wagler said staff is excited about the project and the progress. He talked about the importance of public engagement, which has been heavily incorporated into the process, acknowledging that it can lead to unexpected outcomes. However, he said he was pleasantly surprised by the smart decisions and priorities set by the community. He noted the design concepts presented align closely with the current Ad Astra facility but with modern twists to elevate the project. He said staff is seeking feedback from the Council before moving forward, with the goal to finalize a design that reflects the community's preferences and use that as the foundation for developing the facility.

Councilmember Denny raised concerns about the placement of the new pool, which appears to be in the same location as the existing one, pointing out a long-standing issue with the elevation differences, requiring people to walk from the parking lot to the sidewalk and then climb stairs to reach the pool deck. He emphasized the need to address this problem to improve accessibility in the new design. Mr. Wagler said that has been discussed and is something they hope to solve in the process.

Councilmember Nicks talked about the existing pool being built on fill and asked if geotechnical testing would be done before the new pool is designed and Mr. Wagler concurred. Councilmember Nicks said he is in favor of the Cosmos theme.

Councilmember Eiterich talked about being pleasantly surprised that it does not look like a typical neighborhood pool. She asked if there would be family rooms in the bathhouse and what the new pool's capacity would be. Mr. Wagler said this is just a concept plan currently, so the details are not set, and the capacity would be about 400 people and the daily average has been between 200 and 300 total.

Councilmember Nicks asked about the capacity of Flat Rock Creek Pool and Mr. Wiebe said it is similar to Ad Astra Pool averaging 200 to 250 daily with higher numbers on weekends. Mr. Wagler said Flat Rock Creek Pool will still be smaller than the new Ad Astra Pool.

Councilmember Arroyo asked if any programming would be changing at Ad Astra and Mr. Wagler said it would be similar to current today. Councilmember Arroyo said feedback she received has been that people do not want the bells and whistles at Ad Astra like those at the Aquatic Center, specifically not the crowds; they want open space and not a current channel. Mr. Wagler said the current channel came from the public engagement process. He said that is why they are presenting two concepts for the public to choose from.

Councilmember Charlton asked if the swim team would be coming back to the new Ad Astra Pool or if they would go elsewhere. Mr. Wagler said that some part of that program will go elsewhere and some will stay at the Aquatic Center.

Mayor Sayers encouraged the team to get the area over 10,000 because that sounds better. Mr. Wagler said as they get into design they will try to maximize and get above that.

### 3. Municipal Services HQ Solar Panel Installation

Nick Arena, Municipal Services Director, talked about staff obtaining quotes from three solar design and installation firms to install solar panels on the Municipal Services building at 7700 Cottonwood, saying SunSmart Technologies was selected based on their competitive pricing and extensive experience in solar panel installation. He talked about the 13-year-old building being designed with solar panels in mind with a roof optimized for solar panel installation, a favorable pitch, and a south-facing orientation. He said he feels that the facility staff can gain hands-on experience with the panels through this installation, adding that some staff have already been trained in solar panel maintenance and repair.

Mr. Arena said the project will be funded through the sustainability initiatives of the 2024-2028 Capital Improvement Program (CIP) and that other solar projects are also being considered, including Ad Astra and the Justice Center. He said that preliminary discussions suggest using project savings to fund a solar installation for the Justice Center on a building housing the radio shop and tactical teams, which could be powered entirely by solar.

Mr. Arena said that before staff requests approval for the contract, they wanted SunSmart Technologies to present the project to the City Council, covering the installation process, potential energy savings, and available federal rebates.

Karlo Meave, SunSmart Technologies, said he has been involved in the renewable energy industry for 18 years, with the last 12 spent growing his company, SunSmart Technologies, in Kansas City. With an engineering background focused on energy and the environment, he holds various certifications and licenses in the Midwest, Colorado, and California. SunSmart Technologies has completed over 1,900 installations, primarily for city and state governments. He said their approach to projects is engineering-led, tailoring solutions to meet clients' financial and energy needs. The focus is for this project is to help Lenexa adopt solar energy to save money, reduce reliance on foreign energy, and take advantage of federal incentives, like those from the Inflation Reduction Act (IRA) of 2022. The IRA provides a baseline of 30% of project costs as a direct payment from the IRS for tax-exempt entities, with potential adders up to 20% for additional savings. Solar energy offers low maintenance, guaranteed savings, and greater energy independence.

Mr. Meave presented some examples of how the solar system works and how savings are achieved.

To develop the scope of work for the solar project, Mr. Meave said the team followed a structured process. First, they conducted an energy review, analyzing the building's energy usage and costs through Evergy to determine the number of solar panels needed to meet specific energy goals. Next, they looked at the design, focusing on utilizing the south-facing roof, which was easily accessible and ideal for maximizing solar panel placement. Finally, a financial review was conducted, considering available incentives and budget constraints to identify the optimal starting point for the project, while leaving room for future system expansion.

Mr. Meave said the project cost is estimated at \$245,000, with federal incentives covering 30%, reducing the net cost to about \$171,000. The system is expected to pay for itself in under 15 years, with an approximate 6% rate of return. The solar panels on the south roof would help the building achieve around 32% net-zero energy status, with anticipated first-year savings of \$41,000 in electricity costs and total savings of \$355,000 over the system's 25-year warranty period. The system is designed to be scalable for future expansions, especially as new technologies like energy storage and electric vehicles become more common.

Discussion followed regarding the cost to maintain the solar panels, with Mr. Meave saying they are low maintenance and last 30-40 years. He noted the panels have passed standards and impact testing as well. He said that while they are made all over the world, these would come from China, stating the IRA does not require they are made in America, but that if they were there would be an extra bonus. In this case, he said the additional costs did not justify the incentive.

Councilmember Charlton asked about technologies they would use, like microinverters or traditional inverters. Mr. Meave said the design for this solar

installation is based on using a central inverter, rather than microinverters. He explained that while both technologies convert solar energy into usable electricity, the difference lies in their application. For this particular project, there is no added performance benefit to using microinverters, and they are significantly more expensive compared to a central inverter. He added that while microinverters may offer more precise monitoring of individual panels, modern central inverters can now detect performance issues effectively. In the event of a panel failure within a string, the central inverter system can rely on internal bypass diodes in the panels, minimizing the impact. Additionally, he noted, the installation will include a monitoring system to quickly identify and address any issues with the panels.

Councilmember Herron asked what other future installations have been considered and Mr. Arena said the Justice Center and Ad Astra are where they are concentrating now, but all City buildings could be looked at to see if it makes financial sense.

### **ADJOURN**

Mayor Sayers adjourned the meeting at 8:25 PM.