VLCT Model Town Meeting Articles and Guidance

★ Indicates new information for 2021

Introduction

The town meeting warning must contain the following information, as described in 17 V.S.A § 2641 *et seq*.:

- 1. The date, time, and location of the meeting;
- 2. The nature of the meeting (whether it is a town meeting, school meeting, or both);
- The business to be transacted, by separate articles, including the offices and the questions to be voted upon (these must include any articles requested by a voter-backed petition filed pursuant to 17 V.S.A. § 2642);
- 4. The date, location, and time of all polling places when voting by Australian ballot; and
- 5. The signatures of a majority of the members of the town selectboard, school board, or both for a combined warning. When all positions on the selectboard are vacant, warnings may be signed by the town clerk.

The warning must also be accompanied by information on voter registration and information on early or absentee voting (if applicable). 17 V.S.A § 2642(b).

The warning must, by separate articles, specifically indicate the business to be transacted, to include the offices and the questions to be voted upon. 17 V.S.A. § 2642. The warning must contain any article or articles requested by a petition signed by at least five percent of the voters and filed in accordance with law, the subject of which is "within the province of the town to grant or refuse through its vote." *Royalton Taxpayers' Protective Assoc. v. Wassmansdorf*, 128 Vt. 153, 160 (1969). Vermont law prohibits consideration of articles that have not been warned. An article entitled "Other Business" may not be used for taking binding action. 17 V.S.A. § 2660(d).

The wording of town meeting articles, unless specifically articulated in statute, is indeterminate. For that reason, the VLCT Municipal Assistance Center has developed the following model articles to help municipalities draft their town meeting warnings. Some model articles require editing by either entering your own words or picking a phrase or number, as indicated by italics enclosed with brackets. If you have specific questions about these or other articles, please contact us at 800-649-7915 or info@vlct.org.

VLCT has developed these model town meeting articles for illustrative purposes only. VLCT makes no express or implied endorsement or recommendation of any model article or any express or implied guarantee of legal enforceability or legal compliance. VLCT also does not represent that any model article is appropriate for any particular municipality.



Model Town Meeting Articles

Legend:

- * Indicates a vote that continues in effect until rescinded by the voters at a meeting warned for that purpose.
- † Indicates a vote must be conducted by Australian ballot.

Election of Moderator

The first article on the town meeting warning should be:

• To elect a Town Moderator

Note: If the warning is used for both the town meeting and the school meeting, there should also be an article "To elect a School Moderator" as the first order of business during the school meeting. 17 V.S.A. § 2657. There must be a separate election for the town meeting moderator and the school meeting moderator, although the same person may be elected to both positions. If a town has switched to Australian ballot voting, it must still elect a moderator. 17 V.S.A. § 2646(a).

★Election of Town Agent

Act 84 eliminates the position of town agent. Pursuant to 17 V.S.A. § 2646, municipal voters at town meeting had to elect a town agent to "prosecute and defend suits in which the town or town school district is interested." Act 84 eliminates this provision and all references to town agents elsewhere in statute, including references in several municipal charters. Any elected town agent in office on the effective date of the act (July 1, 2020) may serve the remainder of his or her term. Accordingly, this office should not appear on the 2021 town meeting warning.

Reports of town officers

If the selectboard wants to set aside time to hear from town officers, the following language should be used:

To hear the reports of the Town Officers.

Note: By tradition, the town may warn an article that provides voters the opportunity to hear town officers' annual reports. However, there is no legal requirement that a town report be "accepted" or "acted upon" by the voters.

Election of officers

The election of officers may be presented as separate articles or as follows:

- To elect all Town Officers required by law:
 - Town Clerk [unless the town has voted to authorize the selectboard to appoint the town clerk] for a term of [insert "one" unless the town has voted to increase the term to three years] year;
 - Town Treasurer [unless the town has voted to authorize the selectboard to appoint the <u>treasurer</u>] for a term of [insert "one" unless the town has voted to increase the term to three years] year;



- Selectboard member for a term of three years [must be elected by paper ballot unless the town has voted to elect its officers by Australian ballot];
- Lister [unless the town has voted to eliminate the office of elected lister] for a term of three years [must be elected by paper ballot unless the town has voted to elect its officers by Australian ballot];
- Auditor [unless the town has voted to eliminate the office of elected auditor] for term of three years [must be elected by paper ballot unless the town has voted to elect its officers by Australian ballot];
- First Constable, and if needed a Second Constable, [unless the town has voted to authorize the selectboard to appoint a constable] for a term of [insert "one" unless the town has voted to increase the term to "two"] years;
- Collector of Delinquent Taxes [unless the town has voted to have its Town Manager collect delinquent taxes or has voted to authorize its selectboard to appoint a Collector of Delinquent Taxes] for a term of [insert "one" unless the town has voted to increase the term to three years]; and
- → **Note:** State law also provides that the following town officers may be elected if the town so votes:
 - Cemetery Commissioner for a term of [insert "three" if the cemetery commission is three members or insert "five" if the cemetery commission is five members] years;
 - Trustee of Public Funds for a term of three years;
 - One or two Road Commissioners for a term of [insert "one" unless the town has voted to increase the term to two or three years] year [must elected by paper ballot if the town so votes unless the town has voted to elect its officers by Australian ballot; otherwise appointed by the selectboard];
 - Planning Commissioner for a term of [insert "one," "two," "three," or "four"] year(s);
 - Library Trustee for a term of [insert number] year(s);
 - Water Commissioner for a term of three years [must be elected by paper ballot unless the town has voted to elect its officers by Australian ballot]; and
 - Five [unless the town has voted to elect additional advisory budget committee members]
 Advisory Budget Committee members to serve until the next annual meeting and until
 successors are chosen [must be elected by paper ballot unless the town has voted to
 elect its officers by Australian ballot or the town has voted to have advisory budget
 committee members appointed by the selectboard]

Appointment of the Town Clerk*

 Shall the voters authorize the Selectboard to appoint a town clerk as provided in 17 V.S.A. § 2651e?

Note: The authority to authorize the Selectboard to appoint the town clerk extends to all towns except those that have a charter that specifically provides for the election or appointment of the office of town clerk. ★ If the town is using Australian ballot voting and this article appears on the warning, the town must still elect a clerk per 17 V.S.A. § 2646(2) whose term will expire in accordance with 17 V.S.A. § 2651e(c) if this article is approved. For more information, see our FAQs here.

Appointment of the Town Treasurer*

 Shall the voters authorize the Selectboard to appoint a town treasurer as provided in 17 V.S.A. § 2651f?

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Note: The authority to authorize the Selectboard to appoint the town treasurer extends to all towns except those that have a charter that specifically provides for the election or appointment of the office of town treasurer. ★ If the town is using Australian ballot voting and this article appears on the warning, the town must still elect a treasurer per 17 V.S.A. § 2646(3) whose term will expire in accordance with 17 V.S.A. § 2651f(c) if this article is approved. For more information, see our FAQs here.

Collection of current taxes

• Shall the voters authorize the [insert "Town Manager*, pursuant to 24 V.S.A. § 1236(10)" or "Treasurer, pursuant to 32 V.S.A. § 4791"] to collect current taxes?

Note: State law no longer provides for the election of a collector of current taxes. Instead, a town must vote to have its town manager or town treasurer collect current taxes. If a town fails to vote to have either the town manager or treasurer collect current taxes, then the constable automatically becomes the collector of taxes. 24 V.S.A. § 1529.

Collection of delinquent taxes*

- Shall the voters authorize the Town Manager to collect delinquent taxes pursuant to 24 V.S.A. §
 1236(10)?
 or
- Shall the voters authorize the Selectboard to appoint a collector of delinquent taxes pursuant to 17 V.S.A. § 2651d(a)?

Note: In a town that conducts its voting from the floor, an article to appoint a delinquent tax collector should appear on the warning before an article to elect a delinquent tax collector. In that arrangement, if the vote to appoint is successful, the town can vote to pass over (technically "postpone indefinitely") the article to elect.

Budget Article(s)

 If the town votes all expenditures with one article: Shall the voters authorize total fund expenditures for operating expenses of \$, of which
 If the town votes separate general fund and highway fund articles: Shall the voters authorize general fund expenditures for operating expenses of \$, of
 Shall the voters authorize highway fund expenditures of \$, of which \$ raised by taxes and \$by non-tax revenues? 	shall be

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The town may vote its budget in terms of specific dollar amounts or in terms of the rate on a dollar of the grand list. If the town votes the budget in terms of specific dollar amounts (as per the above article(s)) it is not necessary to vote to authorize the selectboard to set the tax rate. This authority is already provided by law. 17 V.S.A. § 2664.

If the town chooses to vote the rate on a dollar of the grand list, it may do so as follows:

• Shall the town set the tax rate at \$_____on a dollar of the grand list to pay its expenses and liabilities for the [current or fiscal] year?

Tax Payments

The town must set the date by which taxes must be paid. The town may vote to collect taxes in one payment or in multiple installments. If no date is set by the voters then taxes become due 30 days from the date of mailing of the tax bills. 32 V.S.A. § 4772. The town may also vote on the method of delivery of tax payments, i.e. whether they must be physically delivered to the tax collector on or before the due date(s) or whether a postmark on or before the due date(s) constitutes on-time payment. If a town fails to vote on the method of delivery then it must accept payments that are postmarked before midnight on the due date(s) as being paid on time. 32 V.S.A. § 4773.

If the town votes to collect in one payment it may do so as follows:

• Shall the voters authorize payment of real and personal property taxes on [insert due date] by [insert either, e.g. "physical delivery to the tax collector before 5pm on that date" or "delivery to town hall postmarked on or before that date" depending on whether there is a desire to allow postmarks as proof of on time delivery]?

If the town votes to collect taxes in multiple payment installments it may do so as follows:

• Shall the voters authorize payment of real and personal property taxes in [insert number] installments, with the due dates being [insert due dates] by [insert either, e.g. "physical delivery to the tax collector before 5pm on that date" or "delivery to town hall postmarked on or before that date" depending on whether there is a desire to allow postmarks as proof of on time delivery]?

Note: Towns should be mindful of setting due dates on days when the town offices are open and make sure that due dates do not fall on weekends or holidays whenever possible.

Social service appropriation(s)

Social service appropriations may be either included in the general fund budget or listed on the warning. If listed outside of the general fund budget, the appropriations may be listed individually or cumulatively:



- Shall the voters appropriate \$[insert amount requested] to [insert name of organization] for [insert purpose]?
- Shall the voters appropriate a total of [\$] to the following social service agencies, pursuant to 24
 V.S.A. § 2691?

[insert dollar amount] to [insert name of agency] for [insert purpose]

[insert dollar amount] to [insert name of agency] for [insert purpose]

Note: In addition to providing the name of the social service agency and the amount requested for appropriation, the selectboard should include a brief description of the purpose for the proposed appropriation if it is not readily apparent from the agency's name. However, the selectboard should be careful not to imply an opinion on the worthiness or necessity of the appropriation.

Vote to borrow funds for public improvements or capital assets

• Shall the voters authorize [insert the public improvement or acquisition] in an amount not to exceed \$ [insert dollar amount] to be financed over a period not to exceed [insert number of years up to five]?

Note: When borrowing for a term of more than five years, the town must follow the procedural requirements of 24 V.S.A. §§ 1755-1757 which include voting by Australian ballot. 24 V.S.A. § 1786a(b).

Vote to allow the selectboard to borrow for current expenses and in anticipation of taxes

There is no need to vote to allow the selectboard to borrow for current expenses or in anticipation of taxes. Every selectboard has the legal authority to borrow for these reasons for a period of up to one year from the date of the note or order pursuant to 24 V.S.A. § 1786.

Vote to allow the selectboard to apply for and accept gifts and grants

There is no need to vote to allow the selectboard to apply for and accept gifts and grants. Every selectboard has the legal authority to "apply for grants and may accept and expend grants or gifts above those which are approved in the town budget." 17 V.S.A. § 2664. However, the selectboard must include in its annual report a description of all grants or gifts accepted during the year and associated expenditures.

Providing "notice of availability" of annual report

State law requires that the auditors' annual report is "mailed or otherwise distributed to the voters of the town at least ten days before the annual meeting." 24 V.S.A. § 1682(a). If the town wants to distribute the annual report by a means other than mailing or distributing the report to the voters, it must vote as follows:



• Shall the town provide notice of the availability of the annual report by [insert method of providing notice such as "postcard, mailed to all registered voters"] at least 30 days before the annual meeting instead of mailing or otherwise distributing the report to the voters of the town pursuant to 24 V.S.A. § 1682(a)?

Interest on overdue tax payments*

• Shall the town vote that overdue taxes will bear interest at a rate of [insert amount not to exceed one] percent per month or fraction thereof for the first three months and thereafter [insert amount not to exceed one and one-half] percent per month or fraction thereof from the due date of such tax pursuant to 32 V.S.A. § 5136?

Note: Whenever a town votes to collect interest on overdue taxes, interest in like amount must be paid by the town to any person making an overpayment of taxes occurring as a result of a redetermination of the grand list on appeal. Similarly, interest in like amount must be paid to any person for whom an abatement has been ordered.

Interest on overdue installment payments of taxes*

• Shall the town vote that taxes payable in installments will bear interest at a rate of [insert amount not to exceed one] percent per month or fraction thereof for the first three months and thereafter [insert amount not to exceed one and one-half] percent per month or fraction thereof, from [insert "the due date of the last installment" or "the due date of each installment"] pursuant to 32 V.S.A. § 4873?

Interest on overdue water and sewer payments*

• Shall the town vote that [insert "water" and/or "sewer"] charges will bear interest at a rate of [insert amount not to exceed one] percent per month or fraction thereof for the first three months and thereafter [insert amount not to exceed one and one-half] percent per month or fraction thereof, from the due date of such charges pursuant to 24 V.S.A. § 5151(c)?

Discount for early payment of taxes

• Shall the town direct that the officer collecting current taxes deduct [insert number no larger than four] percent from the taxes of a person who makes his or her tax payment on or before the [insert "due date" or "due dates" depending on whether taxes are paid in installments] established by the town pursuant to 32 V.S.A. § 4773?

Reduction of delinquent tax commission / penalty

Unless the town votes to reduce the penalty, the collector of delinquent taxes has discretion to charge a penalty in any amount from zero to a maximum of eight percent. If the town chooses to limit the amount of the penalty it may do so as follows:

• Shall the town limit the amount of the penalty charged by the collector of delinquent taxes for payments made after the due date for payment to [insert number no larger than eight] percent of the tax collected pursuant to 32 V.S.A. § 1674(3)(A)?



The town may also vote to impose a grace period or graduated penalty schedule as follows:

Grace Period:

• Shall the town allow a grace period of [insert number] days after the established time for payment during which the collector of delinquent taxes shall not charge a penalty pursuant to 32 V.S.A. § 1674(3)(B)?

Graduated Penalty:

- Shall the town set the penalty charged by the collector of delinquent taxes for payments made after the due date for payment to [insert number**] percent of the tax for the first [insert number] days, and then an additional [insert number**] percent of the tax for the [insert number] day and thereafter pursuant to 32 V.S.A. § 1674(3)(B)?
- ** The sum of these two numbers may not exceed eight.

Set Certain Town Officers Compensation

Town clerks, delinquent tax collectors, and town treasurers who collect current taxes are compensated for their services through specified statutory fees. However, the voters have the authority to change the way they are compensated by establishing that these town officers will receive a salary—either in addition to, or instead of, the statutory fees allowed. Here is how the articles may be presented:

- 1. <u>Compensation of Town Treasurer who is Collector of Current Taxes</u>
 - Shall the town compensate the Town Treasurer with a salary [insert either "instead of" or "in addition to"] any statutory fees allowed under 32 V.S.A. § 1672?
- 2. Compensation of Delinquent Tax Collector
 - Shall the Town compensate the Delinquent Tax Collector with a salary [insert either "instead of" or "in addition to"] any statutory fees allowed under 32 V.S.A. § 1674?
- 3. Compensation of Town Clerk
 - Shall the Town compensate the Town Clerk with a salary [insert either "instead of" or "in addition to"] any statutory fees allowed under 32 V.S.A. § 1401?

Note: If a town votes a salary instead of fees for the town clerk, those fees shall be charged and collected by the clerk and at least quarterly turned over to the town treasurer and credited to the town general fund. 32 V.S.A. § 1224.

Reserve fund

• Shall the town establish a reserve fund to be called the [insert name of reserve fund] to be used for [insert purpose of reserve fund] in accordance with 24 V.S.A. § 2804?



• Shall the town [insert funding mechanism such as "raise and appropriate the sum of \$X," or "deposit \$X from the general fund surplus"] to fund the [insert name] reserve fund?

Note: If the town votes from the floor, the creation of the reserve fund and the funding of the reserve fund may be accomplished in two separate articles. However, if the town votes by Australian ballot, the creation and funding of the reserve fund must be combined into one article. Regardless of the method of voting, any funding mechanism that is approved by the voters is only in effect for the ensuing year.

Elimination of elected Auditor*

 Shall the town authorize the elimination of the office of Town Auditor, with future audits to be provided by a public accountant licensed in this State in accordance with 17 V.S.A. § 2651b(a)?

Note: This vote must be taken by paper ballot. Also note: In a town that conducts its voting from the floor, an article to eliminate the office of elected auditor should appear on the warning before an article to elect an auditor. In that arrangement, if the vote to eliminate is successful, the town can vote to pass over (technically "postpone indefinitely") the article to elect.

Elimination of elected Lister*

• Shall the voters authorize the elimination of the office of Town Lister in accordance with 17 V.S.A. §2651c(b)(1) and replace it with a professionally qualified assessor who shall have the same powers, discharge the same duties, proceed in the discharge thereof in the same manner, and be subject to the same liabilities as are prescribed for listers or the board of listers under the provisions of Title 32?

Note: This vote must be taken by paper ballot. Also note: In a town that conducts its voting from the floor, an article to eliminate the office of elected lister should appear on the warning before an article to elect a lister. In that arrangement, if the vote to eliminate is successful, the town can vote to pass over (technically "postpone indefinitely") the article to elect.

Vote to allow Selectboard to appoint Constable(s)*†

The town may vote to authorize the selectboard to appoint a first constable, and if needed a second constable, as follows:

• Shall the voters authorize the selectboard to appoint a first constable and if needed, a second constable, in accordance with 17 V.S.A. § 2651a?

Note: The above vote must be taken by Australian ballot. If a written protest against the vote to authorize the selectboard to appoint constables is filed with the selectboard at least 15 days before the



vote by at least five percent of the voters of the town then the vote shall become effective only upon a two-thirds vote of those present and voting.

Vote to Restrict Constable's Law Enforcement Authority

• Shall the voters prohibit the town constable from exercising any law enforcement authority, in accordance with 24 V.S.A. § 1936a(a)(1)?

Vote whether to use Australian ballot to elect officers*

• Shall [insert name of municipality] elect its town officers by Australian ballot pursuant to 17 V.S.A. § 2680(b)?

Vote whether to use Australian ballot for budget articles*

- Shall the [insert name of municipality] adopt all budget articles by Australian ballot pursuant to 17 V.S.A. § 2680(c)?
- Shall [insert name of municipality] adopt its [insert one or more specific budget articles, e.g. "highway budget article"] by Australian ballot pursuant to 17 V.S.A. § 2680(c)?

Vote whether to use Australian ballot for public question(s)*

- Shall [insert name of municipality] vote on all public questions by Australian ballot pursuant to 17 V.S.A. § 2680(d)?
- Shall [insert name of municipality] vote on [insert the specific public question] by Australian ballot pursuant to 17 V.S.A. § 2680(d)?

Change the date of Town Meeting*

The town may vote to start its annual meeting on any of the three days immediately preceding the first Tuesday in March as follows:

• Shall the town vote to change Town Meeting day to the [insert "first" "second" or "third"] day preceding the first Tuesday in March pursuant to 17 V.S.A. § 2640(b)?

Note: If the town votes to change the date of town meeting to one of the three days immediately preceding the first Tuesday in March, it may transact at that time any business not involving voting by Australian ballot. A meeting so started shall be adjourned until the first Tuesday in March.

Change the time of Town Meeting*

The town may vote to change what time town meeting begins, otherwise the time is set by the selectboard:

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Shall the town vote to change the start time of town meeting to [insert time] pursuant to 17
 V.S.A. § 2655?

Change the location of Polling Places*

The town may vote to change the location of its polling place(s). Otherwise, the locations are determined by the Board of Civil Authority:

• Shall the town vote to change the location of its polling place to [insert location of polling place] pursuant to 17 V.S.A. § 2501(a)?

Change Method of Municipal Plan Adoption and Amendment*

 Shall the town vote to adopt and amend municipal plans by Australian ballot pursuant to 24 V.S.A. § 4385(c)(2)?

Change Method of Municipal Bylaws Adoption or Amendment*

• Shall the town vote to adopt bylaws, bylaw amendments, and bylaw repeals by Australian ballot pursuant to 24 V.S.A. 4442(c)?

Note: Only "rural" towns as defined in 24 V.S.A. § 4303(25) may vote at town meeting to change the method of bylaw adoption, amendment, or repeal. Under section 4303(25), a "rural" town is defined as a "town having, as of the date of the most recent U.S. census, a population of less than 2,500 persons, as evidenced by that census, or a town having 2,500 or more but less than 5,000 persons that has voted by Australian ballot to be considered a rural town."

Vote to Designate Town as "Rural Town" * †

Shall the town vote to designate itself as a "rural town" pursuant to 24 V.S.A. § 4303(25)?

Note: Only towns having, as of the date of the most recent U.S. Census, a population of 2,500 or more but less than 5,000 persons may vote by Australian ballot to designate themselves as a rural town.

Local Option Taxes*

Shall the town vote to assess a one percent (1%) tax on [insert any one, two, or all three of the following: 1) "sales;" 2) "meals and alcoholic beverages;" and/or "rooms"] pursuant to 24 V.S.A. § 138(b)?

Note: Only the selectboard, by majority vote, has the authority to place this article on the town meeting warning. A local option tax may only be adopted by a municipality in which "the education property tax rate in 1997 was less than \$1.10 per \$100.00 of equalized education property value; or the equalized grand list value of personal property, business machinery, inventory, and equipment is at least ten percent of the equalized education grand list as reported in the 1998 Annual Report of the Division of Property Valuation and Review; or the combined education tax rate of the municipality will increase by 20 percent or more in fiscal year 1999 or in fiscal year 2000 over the rate of the combined education property tax in the previous fiscal year." 24 V.S.A. § 138(a)(3).Military Personnel penalty and interest exemption*

• Shall the town vote to exempt the payment of any penalty, fee, or interest relative to the failure to make timely payment of taxes upon the principal residences of individuals who have been



called to full-time active duty by the President of the United States as a result of a military conflict in an area designated a combat zone by the President of the United States, for the time such member is on active duty and for 180 days thereafter, provided that said individuals provide a copy of their military orders or other appropriate documentation to the municipal clerk, pursuant to 32 V.S.A. § 4609?

Tax stabilization for agricultural or forest property, open space land, and alternative-energy generating plants*

• Shall the town vote to give the selectboard general authority to enter into tax stabilization contracts with owners, lessees, bailees, or operators of agricultural or forest property, open space land, and alternative-energy generating plants, pursuant to 24 V.S.A. § 2741(b)(1)?

Tax stabilization for commercial or industrial property*

- Shall the town give the selectboard general authority to enter into tax stabilization contracts with owners, lessees, bailees, or operators of commercial or industrial property, pursuant to 24 V.S.A. § 2741(b)(1)?
- Shall the town provide limited authority to the selectboard to negotiate tax stabilization contracts with owners, lessees, bailees, or operators of commercial or industrial property, which contracts shall be effective upon ratification by a majority of those present and voting at an annual or special meeting warned for that purpose pursuant to 24 V.S.A. § 2741(b)(2)?

Note: this vote requires two-thirds of those present and voting at an annual or special town meeting to pass. 24 V.S.A. § 2741(b).

Opt-in (allow) cannabis retailers or integrated licensee establishments*†

- Shall the town authorize cannabis retailers in town pursuant to 7 V.S.A. § 863?
- Shall the town authorize integrated licensees in town pursuant to 7 V.S.A. § 863?
- Shall the town authorize cannabis retailers and integrated licensees in town pursuant to 7 V.S.A. § 863?

Note: Towns may vote by Australian ballot to allow cannabis retailers, integrated licensees, or both to operate within the town. "Cannabis retailer" means a person licensed by the state Board to sell cannabis and cannabis products to adults 21 years of age and older for off-site consumption. "Integrated licensee" means a person licensed by the state Cannabis Control Board to engage in the activities of a cultivator, wholesaler, product manufacturer, retailer, and testing laboratory in accordance with state law.

Other nonbinding business

Discussion of other nonbinding business.

Note: An article entitled "other business" "shall not be used for taking binding municipal action, and the moderator shall so rule." 17 V.S.A. § 2660(d). The town meeting warning must "specifically indicate the business to be transacted... and the questions to be voted upon." 17 V.S.A. § 2642(a)(2).