

Village of Bayside

A CULTURE SHIFT

9075 N. Regent Road
Bayside, WI 53217

Alliance for Innovation:

Applications for the 2011 J. Robert Havlic and Thomas H. Muehlenbeck Awards



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Village of Bayside – A Needed Change

The Village of Bayside is a quiet, predominately residential community located on the shores of Lake Michigan. Just ten miles north of downtown Milwaukee, Bayside offers residents the opportunities of “big city” living while remaining a safe, family-orientated place to live, work and play.

Bayside, a community of just over 4,100 residents, is one of the seven communities that comprise the North Shore. With beautiful Lake views, historic presence and a high quality of life, Village residents have come to expect the highest form of service delivery. Unfortunately, the Village was not immune to the same financial struggles suffered by many as the global economy faltered in 2009. The reduction in Wisconsin state shared revenue, interest rate shortcomings and increasing health care costs, and other adverse financial factors impacted the ability to achieve those expectations.

The Village was able to save nearly \$100,000 in year one, and over \$1.9 million dollars over ten years. The information below outlines a move nearly two decades in the making, but only brought to fruition through progressive thinking with an innovative process.

The Transition

To completely understand the organizational and cultural shift that encompassed the change in service delivery that was undertaken in 2010, we must first examine how operations were originally executed.

The Village aggressively pursues performance measurement and benchmarks to identify successes and areas of opportunity. For 2010, the Village looked at the possibility of making a wholesale change of garbage and recycling services. While the collection of garbage and recycling may seem like a task that is undertaken everyday around the country, the method by which the service was provided in the Village of Bayside makes the shift in delivery a much larger task, and caused for innovative, strategic thinking to ensure a proper transition.

Collection Services Efficiency Enhancement

For several years, the Village provided garbage and recycling collection through an up-the-drive process. To accomplish this feat, the Village operated three or four wheeled Cushman vehicles (Bayside is one of just three communities licensed to operate the vehicles on roads). While the task of collecting garbage up-the-drive seems menial, it involves a great amount of time, labor, and resources to complete this work each week, for over 1,600 residences. To complete the job of collection, workers would need to:

1. Drive up each individual driveway;
2. Exit the vehicle, lift and dump each garbage container over their shoulders into the back of the vehicle;
3. Return to a rear load packer truck to empty when the Cushman filled (which one home could accomplish);
4. Perform this operation twice for recycling (separated materials)



Cushman Vehicle Used for Collections



Obviously, this strenuous activity led to several shoulder, back and knee injuries, increasing the Village’s workman’s compensation claims. To say the least, this process was tedious, physically strenuous, and possibly dangerous to one’s overall health. In addition, as the picture to the left shows, the vehicles themselves could prove dangerous when overfilled and operated incorrectly.

To help address these concerns, the Village decided to conduct several forms of analysis to determine the best option for moving progressively in the future. One important factor was the Village’s participation in ICMA’s Performance Measurement program, tracking specific strategic numbers to improve overall efficiency. Part of this program benchmarks the number of hours the Village’s Department of Public Works (now Department of Community & Utility Services (DCUS)) spends annually on collection-oriented services (garbage, recycling and yard waste). The initial results showed that DCUS spent a large portion of its overall work time on collections. As a result, crews had little time left over to spend on infrastructure maintenance on Village-owned vehicles, machinery and roadways.

The Village revised, reprioritized and placed new emphasis on the work allocation of the Department and its operations. It took a major effort to refocus the staff on the new collections efficiency model, then communicate that refocused effort to residents on how to comply with the changes and actually get their garbage, recyclables and yard waste out on the appropriate days.

Phase I

For phase I of the overall transition, the Village modified collections schedules and switched to a more demand-based service, based on the results of the performance measurement system. The DCUS initiative also included setting collections benchmarks for DCUS workers to ensure a consistently high level of effort. All of this was done successfully, while maintaining the same level of service to the residents. The revised collections involved:

- Analyzing volume and tonnage by month and season and scheduling accordingly;
 1. Consolidating collection days from three to two;
 2. Reducing the number of labor shifts from 10 to 5 on garbage and recycling collections;
 3. Implementing several operational changes, which reduced the amount of time spent collecting these materials by 2,745.5 hours, reducing additional vehicle emissions by that same amount of hours.
- Instituting single-stream recycling;
 1. Developing benchmarking standards for each employee, route, and collection function;
 2. With enhanced communications and educational efforts, recycling tonnage increased 100 tons from the implementation of single-stream recycling in April through December 2008, versus all of 2007.
- Developing strategic collection schedules and standards for yard waste;
 1. Collected 520 tons of yard waste. Instead of taking materials to the landfill, yard waste was stored at the DCUS facility and eventually was tub ground. This created a high-quality mulch/compost material, which was then used on Village lands and made available for free to residents.
 2. Offered special Christmas tree collection and created mulch, providing additional mulch for residents.
 3. Collected 471 tons of loose leaves in the fall, and then transported them to a nearby farm for application and soil enhancement purposes.
- Monitoring standards and performance measurement on a consistent basis.

	Labor hours	Savings
Reduced collections hours	2,745.5	\$96,670

The shift in resources and manpower resulted in a reduction in hours spent on collections 30 percent and a savings of almost \$97,000. Due to that time savings, DCUS workers are able to spend more time doing preventive maintenance work, including infrastructure maintenance work such as road shouldering, stormwater ditching, asphalt repairs, sanitary sewer maintenance, building and equipment maintenance, etc. Those efforts serve to prolong the life spans of village roads, tools and heavy equipment, which saves taxpayers money and frees up budgetary resources to be spent on other projects.

Phase II

Beginning in late 2009, Village staff began discussing the possibility of making a whole sale change to how garbage and recycling collection is performed. With much of the current equipment reaching replacement age, the idea of automated collection services was broached.

The idea of automated service delivery is not necessarily a new one, but in the high expectation, high service delivery North Shore suburbs of Milwaukee, it is one that has been discussed and vetoed several times over. To help make sure the Village's efforts were fully vetted, staff commissioned an independent graduate level study of the future options available. The following information was considered and included in examinations, both internally and externally.

1. Personnel Costs;
2. Capital Equipment Costs;
3. Service Delivery;
4. Staff Acceptance;
5. Residential Acceptance;
6. Long Term Savings;
7. Workman's Compensation Costs.



The first step in the process was to gauge resident input. A community survey revealed that the majority of residents would be willing to move their garbage and recyclables to the end of the driveway (at the curb) if it would help limit their taxes (Bayside met this response with a 0% levy increase for 2010). Taking all the collected information (studies, internal discussion, community survey, employee feedback) into account, Village staff recommended to the Board of Trustees to implement a new automated garbage and recycling collection method. The plan was to be fully implemented on May 3, 2010.

Phase III

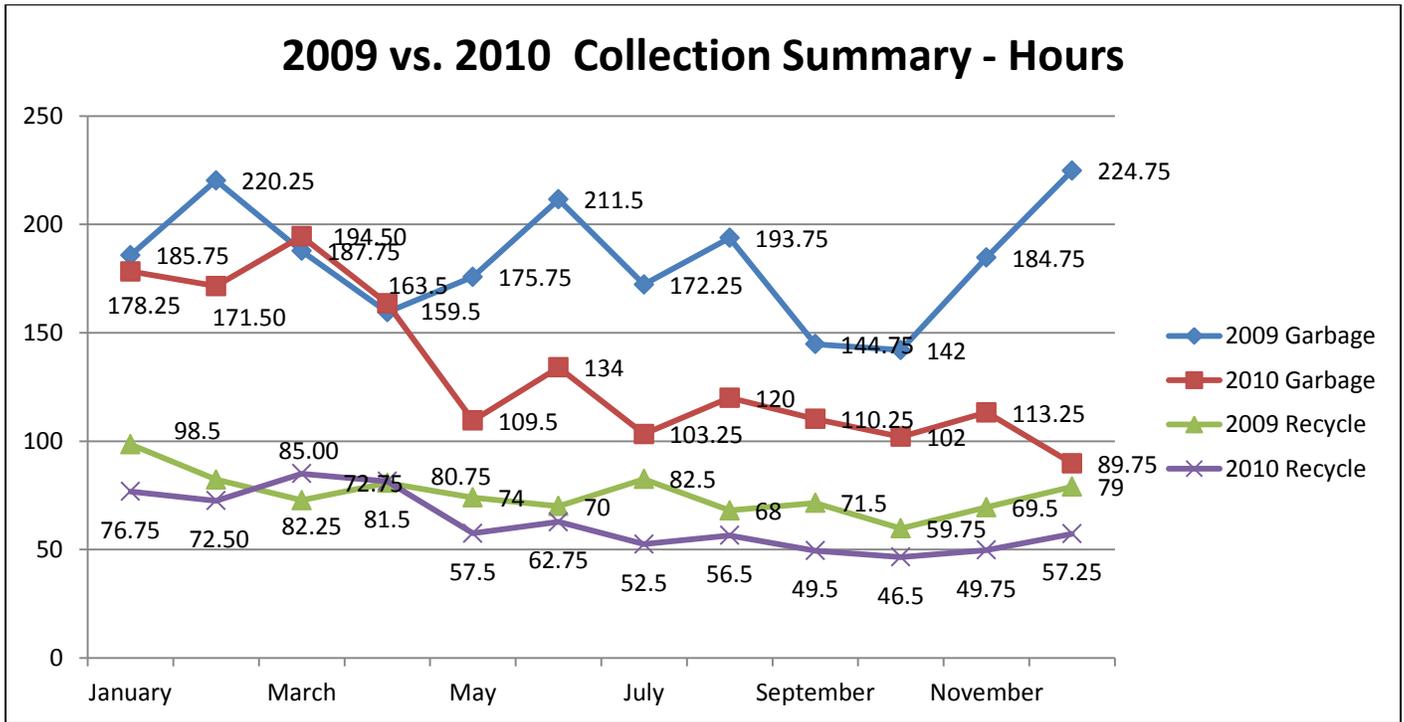
With the approval in place, the most important step was still ahead, to educate the public on the upcoming transition, while accepting that not everyone would be happy with the perceived change in service. To help insure that we reached as large of an audience as possible, we incorporated several methods of communication, including social media. To help avoid miscommunication, the Village inundated residents with consistent, pertinent information, from why the transition was needed to the color of the new collection carts (See Attachments). The following communication methods were used:

1. Hand delivered fliers;
2. Specific village mailings;
3. Inserts included with the delivery of the new collection containers;
4. Articles in the quarterly newsletter delivered to homes;
5. Several documents placed on the village's website;
6. Village's weekly email notification distribution (reaches over 2,000 subscribers);
7. Facebook;
8. Twitter feeds

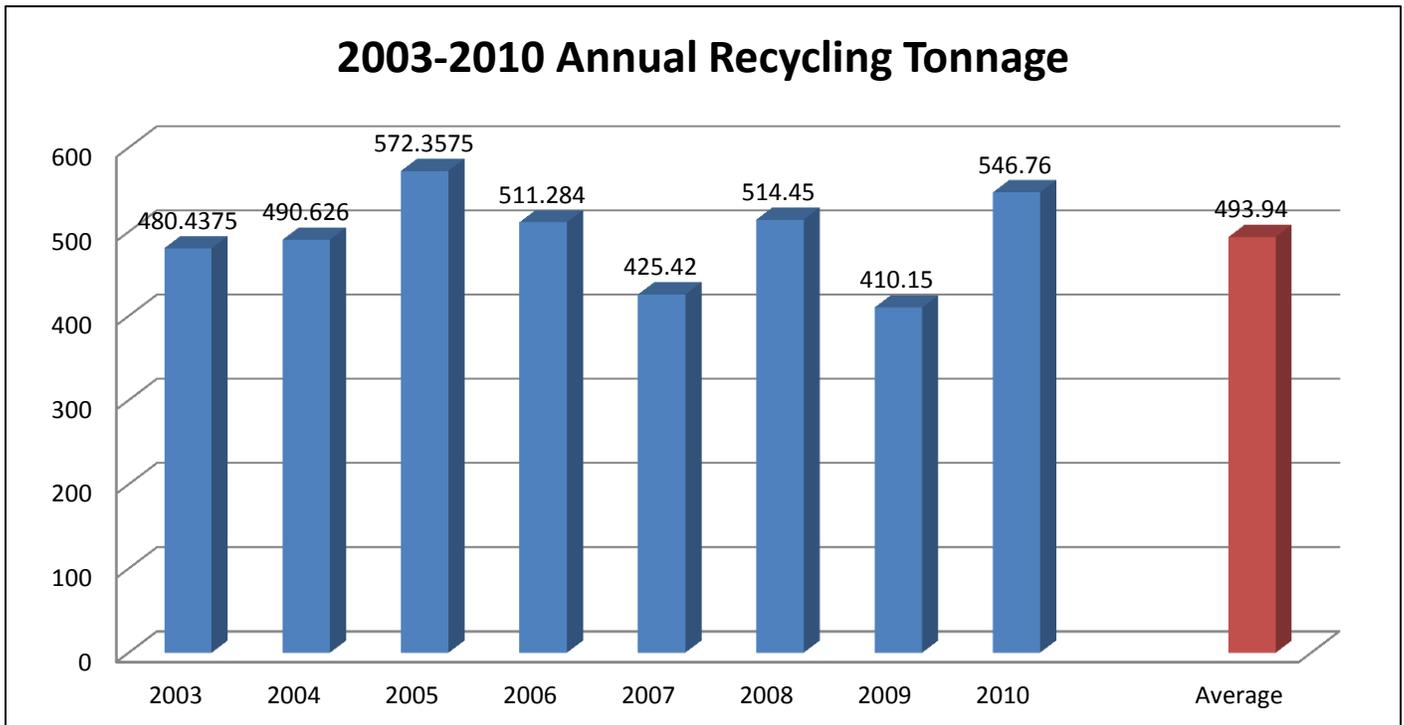
To help ease the transition, the Village Board decided to provide one garbage and one recycling container (64 or 96 gallon) to each resident, giving them the option to purchase additional if necessary. In addition, any resident was offered the opportunity to participate in a Pilot program, which began in April, 2010. With over 150 participants, residents were able to get used to the new system, while DCUS employees were given the chance to operate the new machinery on a regular basis prior to full implementation. On May 3, 2010, the Village fully implemented automated garbage and recycling collection. The overall transition could be described as uneventful (a good thing), which exemplifies the hard work, dedication, and innovative thinking that helped guide the entire decision making and implementation process.

Results

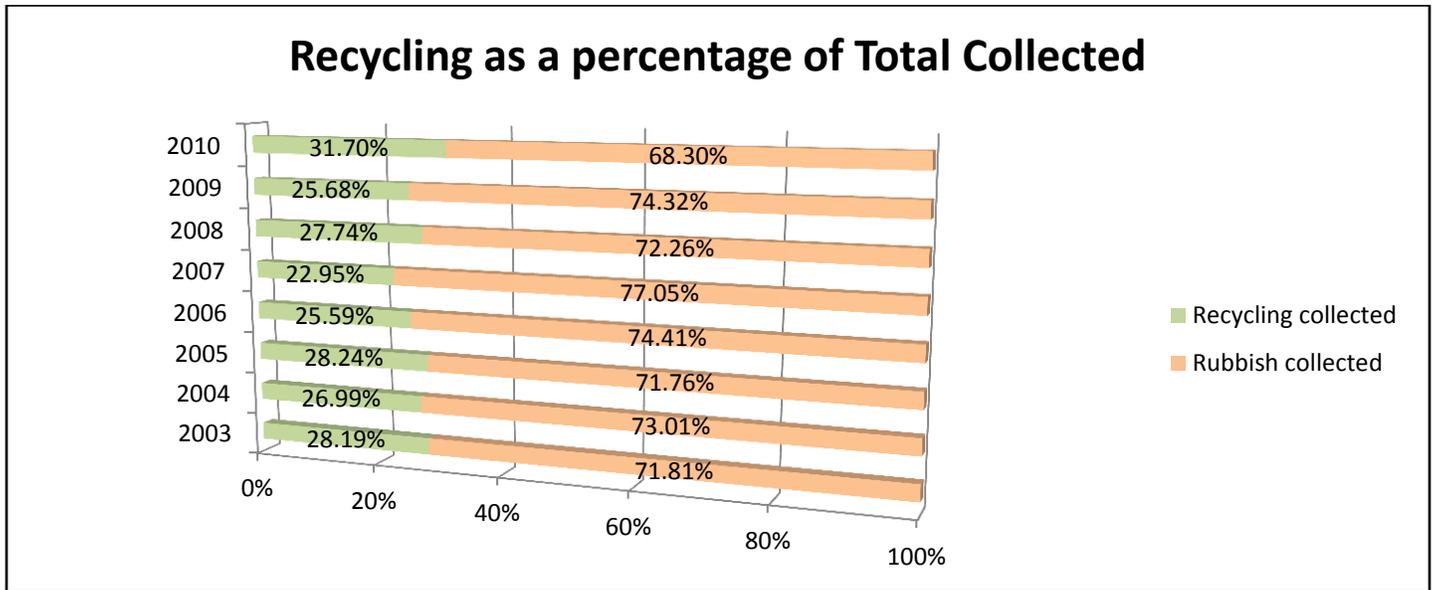
As mentioned, the Village tracks performance measurement data from several metrics. Since implantation of the new automated service, the following improvements have been noted.



As the two charts indicate, since the transition in May, hours have reduced dramatically, while overall recycling tonnage rose (every month), including over 50 total tons compared to 2009. The recycling increase turned out to be a fortunate benefit of the move, providing additional cost savings to the Village (refuse costs nearly \$50/ton to landfill).



Below is a chart that illustrates the impact the new transition has had on recycling, with the Village's overall diversion rate up 6% for 2010. For 2011, the Village has challenged residents to raise this amount to 40% of overall disposal.



Other Community, Infrastructure, Regulatory, & Communication Initiatives

Non-financial benefits include better-maintained infrastructure and a collections service that is driven by residents' demand. Residents who need large items collected can request a special pickup and expect that it will be handled shortly after they've filled out their request. Repairing existing equipment and infrastructure will extend its period of usefulness and allow taxpayers and the Village to more effectively use fiscal resources during these difficult economic times for capital infrastructure, equipment and other operational needs. In addition to the changes to the actual method of collection, the Village enacted additional forms of change to improve the overall residential experience, including:

- Held Spring & Fall clean up days, two day events designed to bring community together to clean yards, ditches, streets, collect yard waste, recycle materials, computer and electronic recycling program, as well as a Household Hazardous Waste drop off, sponsored by a State grant.
- Formed environmentally focused Greenscape Bayside Committee, whose mission is to "to educate and encourage a sustainable relationship with the environment while promoting an aesthetically pleasing community".
- Enhanced environmental corridor collection site, now providing residents the opportunity to recycle used oil and dispose of yard waste.

Take-Aways

How is it a quantum leap of creativity?

The transition in up-the-drive service was such a cultural shift; it required a quantum leap of creativity and faith in the governmental process to insure its success. In addition, the use of all forms of communication, including surveys, outside sources, and social media outline the creative nature of the Village's method of communicating with residents in the 21 Century. The overall results exemplify the benefits of the program, with recycling increased over 100,000 pounds and overall collection hours reduced.

Who has benefited from the innovation?

- Environment (Increased Recycling, reduced landfilling)
- Village residents (Expenditures Reduced, Easy to Use System)
- Village Employees (Injury possibility greatly reduced)

How was the innovation initiated and implemented?

As outlined above, the innovation had been discussed over several years (the option to change service delivery), but was only implemented after completely vetting the issue and communicating the process to stakeholders (Trustees, Employees, Residents)

What risks were associated with planning and developing the innovation?

Overall risk depended upon Public Buy-In. Some challenges include:

1. Employee buy-in
2. Communicating with the public (Acceptance)
3. Initial investment costs

What was the environment in which the innovation was created and sustained?

The initial environment was extremely against the organizational change (continual failure to implement in previous years). However, the ability to think "outside the box" in order to achieve the best outcome for future years and possible cuts outweighed the fear of change.

What were the execution costs and savings?

Total costs savings will be realized over time, with many of the savings listed below experienced on an annual basis (including the ability to permanently reduce DCUS staff). Some of the costs associated include:

<u>Expenditures</u>		<u>Savings</u>			
1.	Automated Truck	\$210,000	1.	Personnel Costs	\$97,000
2.	Collection Containers	\$160,000	2.	Reduced Landfill Costs	\$3,000
3.	Communications	\$1,000	3.	Reduced Equipment Costs	\$120,000

What lessons were learned that could be shared with other local governments?

- Measurement and accountability can lead to significant enhancements without any loss in service.
- Several small changes can make a very large impact.
- While the implementation and effect may not occur quickly, patience and resolve can lead to a positive outcome.
- This type of change is beneficial not only fiscally and environmentally, but also as a public relations tool.
- In our case, the municipality has taken the lead to exemplify the benefits of efficiency.

Which department and/or individuals championed the innovation?

This type of change truly comes as an organization-wide effort and leadership at all levels. The layout of the Village, coupled with the style of organization, required that each department and each staff member all cooperate for the overall benefit of the community and the organization.