



*"...meeting community needs...enhancing quality of life."*

## MEMO

---

**TO:** Municipal Services Committee

**FROM:** Paula Vandehey, Director of Public Works  
Nathan Loper, Deputy Director Operations

**DATE:** June 17, 2021

**SUBJECT:** **Additional information pertaining to proposed changes to DPW operations, along with proposed MODIFIED plan.**

---

Following is additional information as requested by the members of the Municipal Services and Utilities Committees regarding the Department of Public Works proposed changes to operations, along with a proposed MODIFIED plan:

**1. Under the proposed plan, will there be a designated week once a month residents will get brush collection?**

Yes, there would be a designated week each month May through November, plus 4 weeks in April.

**2. Could a second brush collection be scheduled for October or November like April has?**

Only if we don't collect overflow since this is the same truck and crew picking both items.

**3. If we don't do the monthly yardwaste collection as proposed between the spring and fall collections, what would this staff be assigned to do?**

They would be picking bulky items if not picking brush. See Modified Plan at end of memo.

**4. What if we find that monthly yard waste pickup volumes wane substantially during the late summer? Would/could we reduce that offering and if so, what impact might that have on staff, equipment and any additional costs or savings?**

Our determination is this collection will be fairly consistent all season, which is what other communities have experienced. This allows customers to do their trimming and yard work on their own schedule. If the volume turns out to be really low, we could pull the crew off towards the end of the week and assign them to other tasks.

**5. What are the impacts if we do not change our method of leaf collection?**

Our Stormwater Management Permit through the Wisconsin Department of Natural Resources (WisDNR) requires that we develop a plan to reduce our phosphorus load to ultimately meet our Total Maximum Daily Load Target per drainage area or “reachshed.” Each reachshed has a different target as established by WisDNR (see attached Exhibits 1 & 2). One method to help us work towards meeting our target goal is to collect leaves from the terrace instead of placing them in the street. If we continue to collect our leaves as we are, then we will need to find additional ways to work towards meeting our target goal.

Because phosphorus causes excessive algae growth which can destroy other life forms found in our waterways, we should do everything we can as a community to help keep our waterways clean and healthy.

**6. For leaf pickup, do we incur any additional costs anywhere for not being in compliance with the DNR on our phosphorus levels?**

No. Our permit requires us to show a plan towards continuous improvement. Converting to terrace collection versus street collection is part of our current City-Wide Stormwater Management Plan update being developed at this time. However, not showing continuous improvement could reduce our grant opportunities.

**7. Does WisDNR have any programs to help with the costs of going away from putting leaves in the road?**

None that we are aware of. However, we continuously apply for WisDNR grants as they become available so we will watch for any opportunities for funding.

**8. For 2022 and the next few years, will leaf collection be a hybrid claw and vacuum collection until all of the proposed vacuum units are purchased?**

Yes, we anticipate a 5-year phase in plan to convert entire City to vacuum collection.

**9. How do the CEA payments come into play for each of the years of equipment purchase? Does that mean the CEA contributes that much from its budget toward those purchases?**

CEA payments are from stormwater budget to CEA to fund the next leaf collection unit(s).

<u>Year</u>	<u>Equipment Purchases</u>	<u>CEA Payments</u>	<u>Total Cost</u>
2022	\$325,000	\$95,400	\$420,400
2023	\$365,000	\$60,240	\$425,240
2024	\$435,000	\$60,660	\$495,660
2025	\$450,000	\$62,856	\$512,856
2026	\$300,000	\$43,344	\$343,344

**10. The purchase prices vary for each of the five years of proposed buying. Is that due to differing amounts of equipment purchased in each of those years?**

We are purchasing different types and amounts of equipment throughout the 5 years. To save money, we are converting our old automated garbage trucks for the first 6 units. Then we plan to purchase 2 roll-off units for our 2 roll-off trucks and then will purchase trailer units after that.

**11. What happens to the claw attachments when we no longer need them for leaf collection? Do we sell them or do they have other uses?**

We will continue using these for cleaning up large amounts of storm debris, large Christmas trees in January and may pick some larger leaf piles off the terrace with them.

**12. Would the cost of having people bag their leaves and having staff pick up those bags be higher or lower than the cost of vacuuming them off the terrace?**

Cost would be lower since we would not have to purchase and maintain the leaf vacuum equipment. The process of collection would be slower since it would be a manual collection and we only have 3 trucks to load the bags into. We would only be able to do 2 rounds instead of 3 per year.

**13. Can you guess how much of fall leaf collection is actually not debris the vacuum could collect?**

We currently only keep track of the volume of leaves collected. We estimate less than 10% of the volume collected is not leaves.

**14. Any concerns about some debris being just large enough to be sucked in and damage the equipment?**

No, if the vacuum can lift it, it will make it into the truck.

**15. Would there be additional savings if the City only collected leaves in fall and residents hauled other yardwaste to the sites?**

There would not be realized savings as we would assign this staff to other tasks.

**16. What would be the cost to continue clearing all crosswalk locations?**

The additional cost to clear all crosswalk locations on our list (which is a small percentage of the crosswalks citywide) would be \$100,650 for 4 part-time employees and associated trucks and snow blowers. This would be a very challenging option as part-time, reliable labor is extremely difficult to find at this time.

**17. What would be the additional cost to keep status quo with sidewalk snow removal and bulky overflow?**

If we don't change bulky item collection and continue this service in the winter, we won't have a crew to clear the 18 miles of sidewalks during the winter months (December through March). If we continue picking these items (bulky items, appliances, metal, non-compliance piles, etc.) during the winter months, we need to add 2 additional employees during the winter.

- Cost for labor is \$60,000. This is in addition to the \$100,650 for clearing crosswalks
- Challenges with hiring, retaining and training part-time staff, especially for operating this larger equipment and needing to be available 24/7 all winter.

**18. How will Valley Transit handle snow removal at the bus shelters?**

We discussed the change with Valley Transit and they will address the snow removal as they deem most appropriate for their operations.

**19. Does WisDNR ding us at all for salt in the storm water?**

No. However, as part of our Stormwater Permit, we are required to report the amount of salt, brine, etc. we use monthly, and to document that our salt applying machinery is calibrated. As you can see from the attached Exhibit 3, we are doing a great job of reducing salt usage over the past 20 years.

**20. Has the City looked into using beet juice instead of road salt?**

Yes, the City has researched the use of beet juice. Because there is not a local supply, the product is more expensive and not any more effective than road salt.

**21. What would be the anticipated cost comparison if we hired a contractor for the snow removal services and paid them a guaranteed amount regardless if there is snow to remove or not?**

Because this option relies on receiving quotes (and we have not had any competition in over 20 years) it is difficult to estimate a cost. However, our current contract for snow removal services has a laborer (shoveling) rate of \$54.47/hour and a snowblower rate of \$84.99/hour (see attached Exhibit 4 for entire list of costs). In comparison, the top end hourly rate for our Operator II's is \$32.10.

In addition, a significant benefit of paying City staff is we get other work tasks (tree trimming, street maintenance, etc.) accomplished versus paying a contracted service to stay home.

**22. Is staff considering increasing the fines for non-snow removal compliance?**

No, we are not considering any changes at this time.

**23. How much overflow do we collect in a year?**

2018 -- 1374 tons (2,748,000 pounds)

2019 -- 1420 tons (2,840,000 pounds)

2020 -- 1631 tons (3,262,000 pounds)

**24. Why did DPW settle on a \$10 charge vs. \$5 or \$20 for example?**

This seemed like a minimal expense to get rid of a large item. It is half the cost of a trailer rental and less than someone would pay to dispose of an old mattress with a furniture delivery. \$5 did not seem like it would deter enough people. \$20 seemed too high.

**25. The bulky item collection fee of \$10 per item is a common amount for other communities to charge, but do we know why they charge \$10? Is it related to their costs to provide the service or just a number that a number of places picked because it was more than zero but small enough to not be too punitive?**

The \$10 fee does not come close to covering our costs, but it is an amount to promote finding alternatives to throwing the items away without the cost becoming unaffordable.

**26. How will DPW administer the \$10 bulky item fee?**

Customer will call our office to pay for and schedule the collection. Our front office staff will enter this into our sanitation app and our collection crew will see the paid customer addresses on their field iPad.

**27. Do we expect to see the proposed \$10 fee reduce the amount of items we will collect?**

Yes, that is the desired outcome. We can't collect the current annual volume in fewer collections, so we need to incentivize people into finding other means of re-use or collection instead of putting items out for us to collect and bring to the landfill.

**28. In the memo, you stated that the collection fee for non-compliant items will be \$250. But in the chart it shows \$2,500. Just wanted to clarify which one it is.**

The chart shows the anticipated revenue of \$2,500. We are only estimating 10 collections at the \$250 rate.

**29. Currently DPW allows residents to drop off garbage/bulky items at the Glendale yard waste site. But if residents can load it up and haul it to the yard waste site, why not just make them go a mile further and take to the landfill? Wouldn't that save DPW some staff work and wear on equipment?**

This would save us about 4 hours per week hauling dumpsters. The equipment is operated daily so it would still be utilized. Also, the County landfill drop-off hours are very limited.

**30. What would be the additional costs if we don't change our bulky overflow collection and also collect yardwaste April through November?**

The additional cost would be \$192,000. \$152,000 for 2 employees and \$40,000 for truck operation and maintenance. We already have a rear load truck that could be used so no new equipment needed.

In addition to cost, the goal of reducing tonnage going to the landfill will most likely not be realized as there is no incentive to change behavior.

**31. What would be the ramifications of keeping bulky overflow status quo and only collecting yard waste in spring and fall?**

We would not have the necessary staff to insource the sidewalk snow removal services. See question 17 above.

**32. Is there a way to create a tiered system for non-compliance overflow fees?**

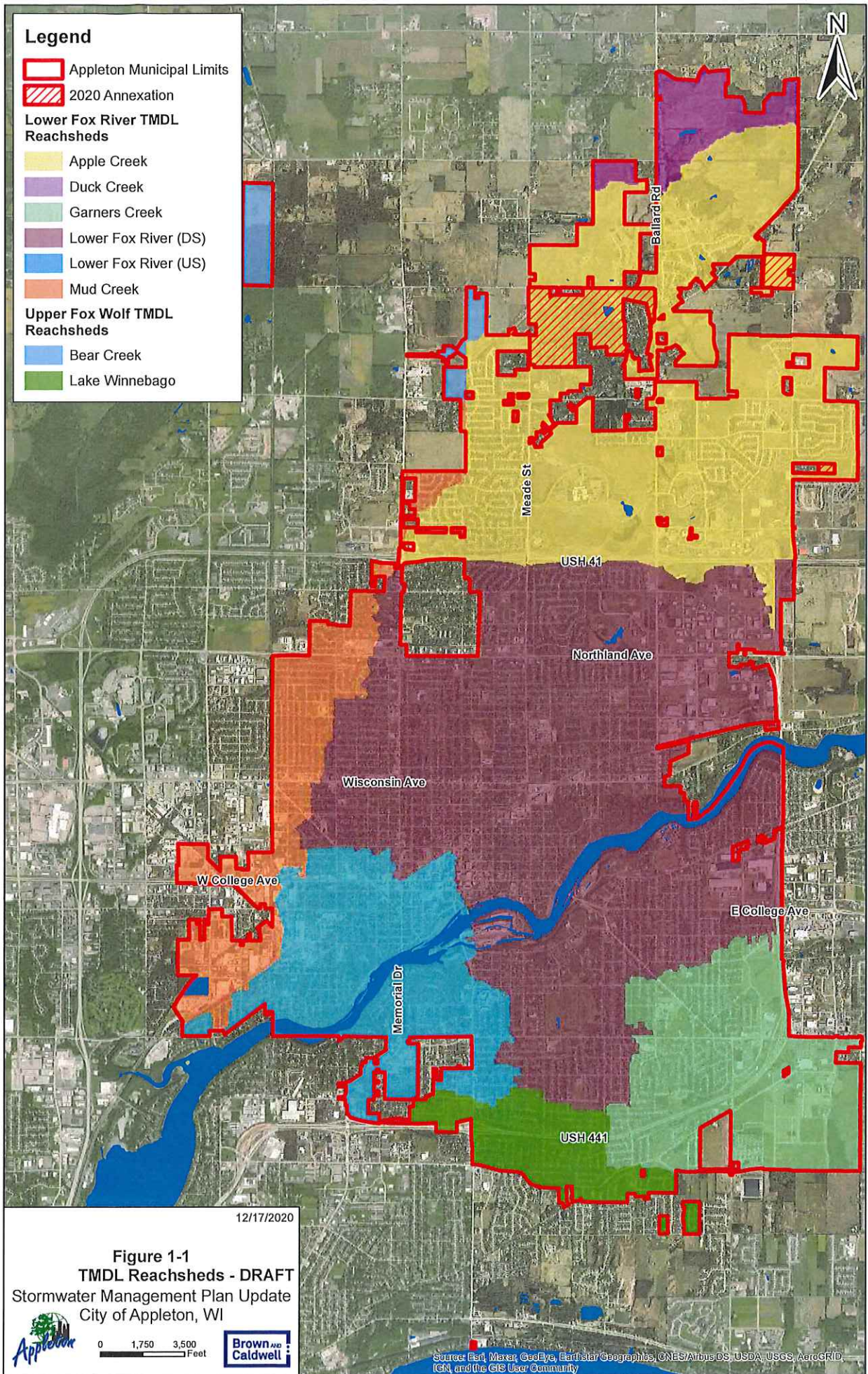
A tiered system for fees would be difficult to manage and administer, and would add additional trips to the property to check on compliance for the next step in the tier. We also recommend the non-compliance fee to be high enough to promote compliance. One option would be to give the property owner one week to come into compliance after the "Oops" notice was issued instead of 48 hours.

**33. For bulky item collection, if we were to not do yard waste pick up at all, would we be able to keep collecting bulky items as we do today?**

See Modified Plan described at end of this memo.

Based on the questions and feedback received regarding our Proposed Plan, we have developed a Modified Plan that includes the following elements (See Exhibit 5 for comparison of plans):

- Offer free overflow April through September, opposite of each recycling week (vs. monthly April through November for a \$10 fee)
  - Max of 2 items per collection (approved items only as highlighted on Exhibit 6)
  - No move outs
  - No bulky collection October and November to allow this crew to pick yard waste
  - No bulky collection December through March to allow this crew to assist with snow removal
- Brush and yard waste collection 4 weeks in April
  - Must be bagged and bundled properly
- Brush and yard waste collection for all weeks of fall leaf collection
  - Each customer should get 3 rounds of collection, the same week as their leaves
  - Must be properly bagged and bundled
  - No pumpkins – must go in black garbage cart

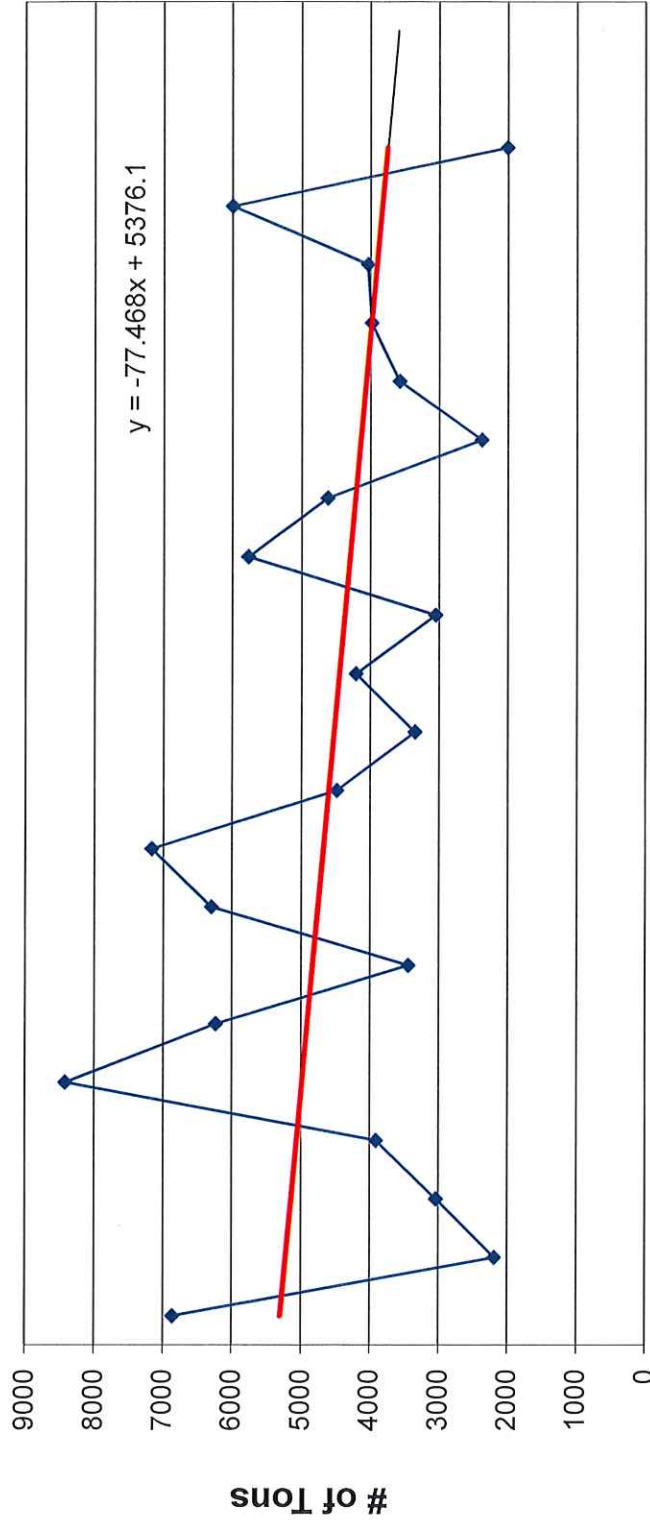


**Table 3-8. With-Controls TP Reduction Results - DRAFT**  
 Stormwater Management Plan Update  
 City of Appleton, WI

Reachshshd	GIS Name	Total Treated Area (acres)	Lower Fox River TMDL				With-Controls TP Reduction (tons/year)	TMDL Target TP Load Reduction %	With-Controls TP Reduction % (compared to no-controls total load)	Is TP Load Reduction Target Met?
			No-Controls TP Load (tons/year)	With-Controls TP Load (tons/year)	TMDL Target TP Load Reduction %	With-Controls TP Reduction % (compared to no-controls total load)				
	Apple Creek	3,388	2,277.2	1,107.9	40.5%	48.6%	Yes			
	Duck Creek	57	33.7	16.4	40.5%	48.5%	Yes			
	Garners Creek	1,576	1,280.0	717.3	68.6%	56.0%	No			
	Lower Fox River (DS)	5,966	5,015.6	1,179.9	40.5%	23.5%	No			
	Lower Fox River (US)	1,506	1,281.0	168.5	40.5%	13.2%	No			
	Mud Creek	1,055	868.0	326.5	48.2%	37.6%	No			
<b>Totals</b>		<b>13,548</b>	<b>10,755.5</b>	<b>3,516.3</b>		<b>32.7%</b>				
<b>Upper Fox-Wolf TMDL</b>										
Reachshshd	Total Treated Area (acres)	No-Controls TP Load (tons/year)		With-Controls TP Load Reduction (tons/year)	TMDL Target TP Load Reduction %	With-Controls TP Reduction % (compared to no-controls total load)	Is TP Load Reduction Target Met?			
		No-Controls TP Load (tons/year)	With-Controls TP Load Reduction (tons/year)							
	137	46.9	5.4	85.6%	11.4%	No				
	586	456.1	98.3	85.6%	21.6%	No				
<b>Totals</b>	<b>723</b>	<b>503.0</b>	<b>103.7</b>		<b>20.6%</b>					



## Appleton's Salt Usage History



**Years 2000- 2020**  
**20+% Reduction**

YEAR	TONS
2000	6862
2001	2194
2002	3041
2003	3906
2004	8424
2005	6231
2006	3442
2007	6293
2008	7166
2009	4484
2010	3349
2011	4205
2012	3051
2013	5767
2014	4621
2015	2383
2016	3575
2017	3979
2018	4034
2019	5994
2020	2002

TOTAL = 95003

Average : 4524.0

9/8/2017

## PROPOSAL SIDEWALK & CROSSWALK SNOW REMOVAL SERVICES

Description	WINTER 2017-2018	WINTER 2018-2019	WINTER 2019-2020	WINTER 2020-2021	WINTER 2021-2022
*Tractor/Skid Steer	\$ 87.14 /hr.	\$ 88.88 /hr.	\$ 91.54 /hr.	\$ 93.00 /hr.	\$ 96.00 /hr.
*Snowblower	\$ 72.10 /hr.	\$ 73.54 /hr.	\$ 75.74 /hr.	\$ 77.94 /hr.	\$ 84.99 /hr.
*Tri-Axle Dump Truck	\$ 67.50 /hr.	\$ 68.90 /hr.	\$ 72.00 /hr.	\$ 75.00 /hr.	\$ 76.00 /hr.
*Salt Truck	\$ 86.50 /hr.	\$ 88.50 /hr.	\$ 90.50 /hr.	\$ 92.00 /hr.	\$ 94.00 /hr.
Laborer (Shoveling/Flagging)	\$ 48.41 /hr.	\$ 49.26 /hr.	\$ 51.35 /hr.	\$ 52.89 /hr.	\$ 54.47 /hr.
Foreman	\$ 58.71 /hr.	\$ 60.47 /hr.	\$ 67.21 /hr.	\$ 64.07 /hr.	\$ 65.99 /hr.
Pickup Truck Miles	\$ .92 /mile	\$ .94 /mile	\$ .96 /mile	\$ .98 /mile	\$ 1.00 /mile

\* Hourly rates including operator

### OTHER EQUIPMENT

<u>V-Plow Truck</u> (Description)	\$ 75.21 /hr.	\$ 77.46 /hr.	\$ 79.44 /hr.	\$ 81.46 /hr.	\$ 83.90 /hr.
<u>Skidsteer / Blower</u> (Description)	\$ 79.93 /hr.	\$ 82.32 /hr.	\$ 84.50 /hr.	\$ 87.50 /hr.	\$ 89.50 /hr.
_____ (Description)	\$ _____ /hr.	\$ _____ /hr.	\$ _____ /hr.	\$ _____ /hr.	\$ _____ /hr.

BIDDER: Lake Shore Cleaners, Inc.  
 MAILING ADDRESS: 4623 W. Richmond St.  
 PHYSICAL ADDRESS: " "  
 CITY, STATE, ZIP: Appleton, WI 54913  
 BY: Messinger  
 PRINT: Ronald G. Wolff, Jr.  
 TITLE: President  
 TELEPHONE: 920-734-0757  
 FAX: 920-830-2822  
 DATE: 9-8-17

CITY OF APPLETON

DEPARTMENT OF PUBLIC WORKS

Addendum #1 Messinger

## Department of Public Works Proposed Operational Changes

6/16/2021

	CURRENT	PROPOSED	MODIFIED
January	Free Bulky Overflow	Previously Contracted Snow Removal	Previously Contracted Snow Removal
February	Free Bulky Overflow	Previously Contracted Snow Removal	Previously Contracted Snow Removal
March	Free Bulky Overflow	Previously Contracted Snow Removal	Previously Contracted Snow Removal
April	Spring Yard Waste Dates TBD Free Bulky Overflow	Weekly Yard Waste Once/Month Bulky \$10/item	Spring Yard Waste Dates TBD Every Other Week Bulky 2 Items FREE
May	Free Bulky Overflow	Once/Month Yard Waste Once/Month Bulky \$10/item	Every Other Week Bulky 2 Items FREE
June	Free Bulky Overflow	Once/Month Yard Waste Once/Month Bulky \$10/item	Every Other Week Bulky 2 Items FREE
July	Free Bulky Overflow	Once/Month Yard Waste Once/Month Bulky \$10/item	Every Other Week Bulky 2 Items FREE
August	Free Bulky Overflow	Once/Month Yard Waste Once/Month Bulky \$10/item	Every Other Week Bulky 2 Items FREE
September	Free Bulky Overflow	Once/Month Yard Waste Once/Month Bulky \$10/item	Every Other Week Bulky 2 Items FREE
October	Yard Waste & Leaves Free Bulky Overflow	Previously Contracted Snow Removal Once/Month Yard Waste plus Leaves Once/Month Bulky \$10/item	Previously Contracted Snow Removal Every Other Week Yard Waste & Leaves
November	Yard Waste & Leaves Free Bulky Overflow	Previously Contracted Snow Removal Once/Month Yard Waste plus Leaves Once/Month Bulky \$10/item	Previously Contracted Snow Removal Every Other Week Yard Waste & Leaves
December	Free Bulky Overflow	Previously Contracted Snow Removal	Previously Contracted Snow Removal

Municipal Collection Services Comparison Chart

Exhibit 6

Community	Trash Collector	Method	Curbside Overflow Bagged Trash Policy	Curbside Bulky Item Policy	Items Collected	Items Not Collected	Non-Compliance Collections	Bulky Waste Drop-off Center	Curbside Brush & Yard Waste Collection
Appleton - Current	City	Automated	Yes, \$4.00 disposal sticker must be affixed to each bag taken	Yes, collected bi-weekly on regular garbage day; opposite week of recycling. Fee for appliance collection. No construction or contractor debris.	Large items that don't fit in cart.	Pool tables, pianos, other very heavy items	\$75	Yes	Spring & Fall
Appleton - Proposed	City	Automated	Yes, \$4.00 disposal sticker must be affixed to each bag taken	Monthly, April through November. 5 items max per month. \$10 per item, paid and scheduled in advance.	Typical home furniture, recliner, couch, bed frames, doors (not patio), tables, TV stands, rugs, carpets (cut to 4 feet and bundled), small metal (4 foot or less), tires. Weigh less than 50 pounds.	Appliances, electronics mattresses, sofa sleepers, construction/remodeling/building materials, glass doors, bay windows, hot tubs, pools, trampolines, exercise equipment, basketball hoops, tractor tires.	\$250	Yes. Appliances, metal, garbage, tires and recycling accepted.	Monthly, April through November. No grass collected curbside.
DePere	City	Automated	Yes, extra bags taken outside the cart during traditional holiday weeks. Rest of year, \$2.00 overflow tag must be affixed to each bag taken.	Yes, 1 week in June and 1 week in September. Must schedule and pay fee for collection other 50 weeks of the year. Charges vary, minimum \$40 fee.	Furniture, carpet, doors, metal, windows, doors.	Construction materials and debris, freon appliances, bagged trash.	No	Yes	3 times per year: May, July, and October. No fee. Must schedule and pay fee for collection rest of the year. Charges vary, minimum \$40 fee.
Eau Claire	Contractor	Property owner required to contract individually with approved waste hauler	Per individual contract with waste hauler.	Must contact and pay private hauler	Must contact and pay private hauler	Must contact and pay private hauler	Must contact and pay private hauler	No	Yardwaste collected 1 week in May and 1 week in November. 70 bags free, then \$2.50/bag. No brush collected.
Fond du Lac	City	Automated	Bags outside cart are only collected as bulky items for a minimum \$40 fee.	Yes, \$40 minimum charge plus charges for appliances, tires, etc. Extra charges for non-scheduled items.	Appliances, furniture, bagged trash	Tires and freon require additional fee.	No	Yes	Fall only. Small amounts of plant material only. No grass, brush, fruits or vegetables collected.
Grand Chute	Contractor	Automated	No bags outside of cart will be collected.	4 collections per year provided by private hauler.	Furniture, carpet (4' sections), tables.	Appliances, construction materials, bagged trash.	No	No	Brush chipping 1 week in May and September. No grass or yard waste collected.
Green Bay	City	Automated	Yes, up to 4 extra bags taken outside the cart during 4 scheduled weeks per year.	Yes, 2 scheduled weeks per year, 2 CY max. Other 50 weeks of the year, \$80 minimum charge per trip up to \$240.	Furniture (indoor & outdoor), metal objects, etc.	Appliances, construction/remodel materials (including carpet), move out debris	\$240	Yes, 2 drop-off centers. No fee. No construction or contractor debris.	Spring & Fall. No grass collected.
LaCrosse	Contractor	Automated	Yes, must schedule. Fees apply.	Once per year in Spring. 5 items max. Other weeks must contact and pay private hauler.	Furniture, etc.	No appliances or construction materials.	No	No	Contract individually with private hauler, if want the service. Brush collected one week in the spring.
Menasha	City	Automated	Yes, \$1.00 overflow sticker must be affixed to each bag collected	Yes, each residential property gets 5 bulky item tags per year. Additional tags cost \$15 each. Freon appliance collection is \$15.	Large items or bags of trash with stickers.	NA	No	No	Brush collected monthly. Yardwaste collected in the Spring & Fall. Must use paper bags. Grass collected.