

PROCESS EVALUATION

*for MAJOR INVESTMENTS in DEPARTMENT of
PUBLIC WORKS. Village of Shorewood, WI.*

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Master of Sustainable Peacebuilding at UW-Milwaukee

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Special Thanks

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Description of the Problem

The Department of Public Works in the Village of Shorewood is one of the oldest service provision centers for the Village with infrastructure of over 90 years old. The condition of the facility and its incapacity to provide optimum service and a conducive work environment for its staff has led to investment in at least 7 consultant analyses and assessments of the facility over the past 20+ years, while action on investments in facility upgrades has been largely deferred.

Evaluation Report Overview

The purpose of this project was to evaluate the Village of Shorewood's past and present decision-making process for the DPW and suggest a strategic path forward beginning in 2022. This evaluation was conducted through in-depth interviews, deep reading and analysis of past reports, the application of a systems-thinking lens, a survey to departmental leadership and trustees, and a facilitated discussion and input-gathering event.

Stakeholder Evaluation

This stakeholders for this evaluation are:

- The Department of Public Works Staff
- Village Manager
- Village Departmental Leadership
- Board of Trustees
 - Board President
 - Chair of Public Works Committee

Stakeholders external to this evaluation:

- Residents of the Village of Shorewood

Village Manager and Departmental Leadership

Engage the systems-aware talents of the current Village Manager, Rebecca Ewald, and build inter-departmental leadership engagement and dialogue as a Community of Practice¹. As Ms. Ewald made clear, the Village must be aware of and serve its internal clients, and in turn those clients can communicate across lines to support each other and improve innovation. Organizations and governments use Communities of Practice to generate innovations, efficiencies, and improvements through the following activities and characteristics²:

- Problem-solving
- Making recommendations
- Sharing experiences
- Developing shared measurement tools
- Building an argument for a policy campaign
- Growing confidence and encouraging representatives to speak out

¹ Communities of practice are groups of people who share a concern or a passion for something they do and learn how to do it better as they interact regularly. [Etienne and Beverly Wenger-Trayner](#)

² <https://opensource.com/open-organization/19/11/what-is-community-practice>

- Discussing developments in communities and solutions to challenges
- Documenting data needed to move communities forward
- Mapping knowledge and identifying gaps

When Ms. Ewald brought cross-departmental leadership together to participate in the April 19th, 2022, facilitated discussion and input-gathering event around the DPW facility, it was an example of a Community of Practice from which this evaluation gained several key insights.

Connecting DPW Staff to Board of Trustees

Our evaluation has made apparent the need to create more effective and efficient lines of communication between the everyday reality of the Department of Public Works and Village elected leadership. This finding is reflected in Recommendation 9 of the Novak Report, which states:

“Develop approved workload and performance data metrics and regularly report these to the Village Board. The elected members of the Shorewood Village Board of Trustees provide policy and financial leadership to the Village. They guide Village policy, determine the level and scope of services provided to residents, and serve as stewards of taxpayer dollars. One of their most important roles is to adopt the Village’s annual budget, ensuring that funding is allocated as effectively as possible and balancing the cost of government and quality of life. Understanding how each Department operates day-to-day, including the challenges and constraints, helps give Trustees insight into potential opportunities for efficiencies as well as which areas have the greatest resource need.” ([Novak Group, 2020](#))

If Board of Trustees understands how the DPW operates day-to-day through efficient and effective lines of communication, it will prevent future slow-moving disastrous and expensive delays in facility upkeep. **However, as evaluators, we are making this recommendation with several important caveats:**

- Developing workload and performance metrics reports for the Board of Trustees should not be address *until after* a facilities upgrade has been completed. As we will outline in the Strategic Action Plan section of this report, implementing regular DPW metrics reports and the associated process for communication and implementation is an order of operation below a facilities upgrade.
- It should be carefully planned by the Director of DPW, Assistant Director of DPW, the Village Manager and reviewed by the Village President what level of data is needed for Trustee review and why. Staff leadership should work with Board President to determine a recommendation for report frequency. An equally disastrous result could be made by falling into a culture of micromanaging, leading to distrust and fatigue.
- Establish a culture of honesty and communication. The staff should feel free to communicate the realities of operations without fear of reprisal from the Board. This will create a mutually respectful relationship between elected leaders and the experts. The Board and staff should feel part of the same team, and one of the key characteristics of strong teams is “...prioritizing what is best for the organization, then moving forward.”³

³ <https://news.gallup.com/businessjournal/113341/what-strong-teams-common.aspx>

- The process for collecting metrics and building the reports should be as simple and efficient as possible. The Board of Trustees should be able to easily read the reports and apply their contents to decision making.
 - When staff leadership have developed the type and level of metrics, and the report document structure, we suggest the Committee of the Whole is walked through a sample report document and given the opportunity to ask the DPW Director any questions for clarity or understanding. Going forward from there we suggest the Public Works Committee review each report and bring analysis to the Board focused on quarter-over-quarter changes.

Connecting Board of Trustees to Village Residents

A Village Communication Plan is the most appropriate choice for informing residents.

As village residents are at the top of the hierarchical organizational chart but are the least informed in terms of DPW operational and technical intricacies, and as the village residents have already directed the Board of Trustees to consider DPW facilities upgrades while maintaining service levels, resident opinion-gathering devices are not appropriate communication and information-gathering tools at this time. At this point in the 20+ year process of analyzing and assessing the DPW for needed upgrades, resident outreach is more appropriately rendered via a strong communication and informational plan. Without a foundational level of knowledge that will require individual resident investment to acquire, opinion polls and focus groups can work against a good relationship between residents, leadership, and staff. For example, in [2010 Springsted](#) held resident focus groups around DPW service priorities that did not serve the final analysis or result in any action steps, as residents likely did not receive education around the issues prior to the request for input.⁴ When asking for input from residents, all participants must start with the same level of knowledge in order to give feedback that aligns with the realities, opportunities, and limitations of DPW service.

Over the next four months as the Board of Trustees deliberates on the best option to upgrade DPW facilities and appropriately allocate funds for pre-development investigations in the 2023 budget, this evaluation does not recommend resident input as part of 2022 activities.

First, in Chapter 1 of the Village-approved Comprehensive Plan 2040, Strategic Direction 4 is to “Maintain a Resident-Expected Level of Services and Plan for Improvements to Aging Infrastructure and Community Facilities.” Specifically, the Board of Trustees is directed to “Consider implementation of improvements at the Public Works Yard as discussed within 2020 Organizational Analysis.” This evaluation is detailing those considerations so that implementation can move forward in 2023, which this evaluation finds is an appropriate time frame for acting on this issue given the severity of the situation. This severity has been documented most recently in the Facilities Conditions Assessment conducted by FGMArchitects. In addition, Section 4.4.3 of the Plan states, “A 2020 Organizational Analysis of the Department of Public Works noted that DPW’s main office facility is nearly 100 years old, and many of the other buildings on the lot are of a similar age. The lot is not optimized to

⁴ From April 2022 interview with DPW Director Leeann Butschlick

support modern DPW operations, and it significantly limits staff's ability to effectively serve the public.”

Second, this evaluation has found that reaching out to residents for input at this stage in the process could be detrimental to community trust in the governing body. A facilities upgrade does not change service levels to residents. It serves to maintain resident-expected levels of service as directed to do in the Comprehensive Plan. In addition, the [Springsted report](#) showed that even when asking about service priorities (Let alone the engineering challenges and technicalities around upgrading physical and environmental infrastructure in line with operational and service structures) a lack of background knowledge on the operational repercussions of their preferences leads to unclear, even faulty data and potentially a misrepresentation of resident desires.

A more appropriate way to address communication with residents is through a Communication Plan drafted for review by second or third quarter of 2022. This agenda item should come with a history of the issue and might include sections of this report. Please the Village public record for the March, 3, 2022 Community Zoning Update for a previous example of a Village Communication Plan.

About Shorewood's Department of Public Works

It is important to understand the culture and history of the Village of Shorewood, as well as the European layout of its built environment, in the context of how these impact public works operations. These factors inform and specify the demands on Shorewood's Department of Public Works as well as its service capacities.

- At 1.59 square miles with a population of almost 14K, Shorewood is one of Wisconsin's most dense municipalities.
- Founded in 1900, Shorewood retains its historic built environment as well as historic spatial patterns in the European tradition. This creates a highly rated walkable and bike-friendly environment with infrastructure for a thriving business district.
- Shorewood has many parks with opportunities to connect to nature and values being ecologically conscious.
- There is a tradition of craftsmanship, specialization, and an expectation of top tier services.

All these attributes are genuine assets to Shorewood that also create specific challenges for its public works operations. As technology, equipment, and service expectations change and evolve, the Village must adapt within the constraints of its original spatial patterns. This applies to services rendered to the Village as a whole, as well as to the spatial constraints of the DPW facilities site at 3801 N. Morris Blvd.

The dense nature of the community and its narrow streets and alleys with limited off-street parking and maneuverability present special challenges in maintaining infrastructure systems and providing essential services such as waste collection and snow and ice control ([Novak Group, 2020](#)). The DPW is also responsible for maintaining one of the Village's most prized possessions, its mature urban forest of more than 6,500 trees.

All this essential work is currently done out of a 90+ year old, inefficient facilities that were constructed for services that have changed significantly over the life of the site. Nonetheless, the DPW is the lifeblood of this well-functioning community's built environment. This is made possible by the dedication of staff, whose expertise are invaluable to providing the high level of service and flexibility that they do.

The DPW lies on a 3.4 acre long and narrow site on the western edge of the Village that abuts an old rail line that has been transformed into a green bike and pedestrian corridor. It is considered a first-generation style yard, typically built within a first ring suburb of a metro area. It is served by five buildings of various size and quality, including:

- Former incinerator
- A scale, a waste transfer station, and compactors (also utilized by Whitefish Bay)
- Public recycling receptacles
- Above ground fuel tanks
- Fleet, equipment, and material storage and more

Three buildings are original to the site and there have been two additional cold storage buildings assimilated in conjunction with recycling. ([Sigma, 2014](#)) The site is entered and exited by staff and public from one access point, without sufficient security and safety equipment and protocols.

From here it operates its three divisions: Utilities, Fleet and Facilities, and Services.

SAMPLE OF DPW SERVICES

- Maintain more than 70 lane miles of street and alleys, traffic signals.
- Thousands of signs, and historic buildings.
- Refuse collection and management.
- Over 100 vehicles and pieces of equipment.
- Winter maintenance of public streets walks adjacent to public buildings/parks, Village parking lots and contracted lots, salting school lots.
- Maintain 30 miles (160,000 lf) of sanitary and combined sewer.
- Maintain 16 miles of storm sewer, 480 catch basins and 450 inlets.
- Maintain 32 miles water main, 3,528 meters/services and 310 hydrants.
- Administer all public works construction contracts.

Diminishing Returns: Invest in another variable

Comparison studies by both [Springsted in 2010](#) and [Novak in 2020](#) have shown that Shorewood contracts for quite a number of services compared to other communities. Th Village has taken advantage of exploring these opportunities and innovations.

Considering the physical deficiencies of the DPW facilities and site, this evaluation has found that staff is likely operating with the highest level of efficiency possible. At this point in time the calculus for adding contracted or shared services becomes more complicated. A staff person cannot be replaced with a contracted worker one to one. As the Novak Analysis stated, "The existing front-line staff function as generalists; each has core duties, but in practice, they all assist with other necessary functions as their capacity allows. This complicates any potential plan to reduce staffing by contracting out additional services; if the Department contracts out one service and eliminates the associated staff positions, it will also lose staff capacity for other service areas."

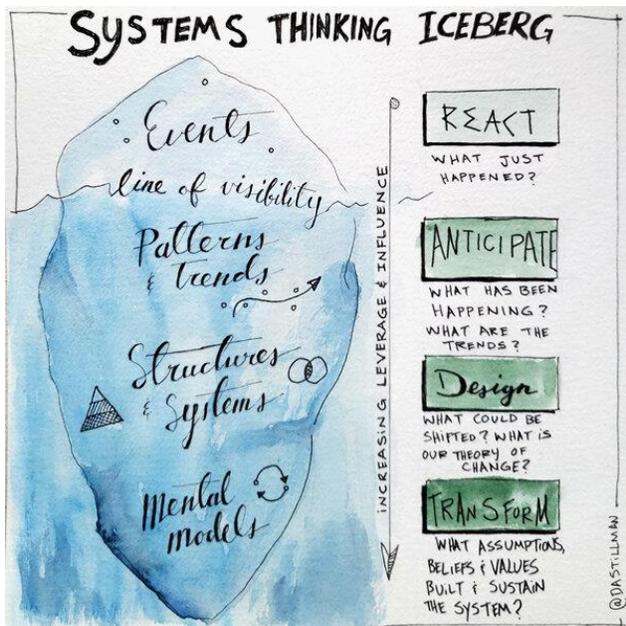
The law of diminishing states that as investment in a particular area increases, the rate of profit from that investment, after a certain point, cannot continue to increase if other variables remain at a constant. As investment continues past that point, the return diminishes progressively.⁵ It may be that the rate of savings from investing in exploration of staff and service operating efficiencies has become a negative number. The cost of inefficiencies caused by the physical facilities and site plus the diminishing return of any contracted service due to new service gaps it would cause suggests that the focus should be on investing in another variable beyond staff operating efficiencies: the DPW physical facilities and site.

Looking at the System: Unprecedented Deferment

The long deferment of this number of needed repairs and upgrades for a departmental facility is unprecedented in Shorewood. The DPW is the only facility over the past 100+ years that has not been upgraded to match its service provisions. It is understandable that in a Village of this age, a lot can come due all at once and there is a limited carrying capacity in terms of projects each budget and election cycle. The Village has a deeply engaged civic sense and leadership has been operating at capacity to meet large projects coming due, yet the DPW has also had to carry more than its fair share of load as other improvements to proceed. The department is under such strain due to this outdated site that they are beginning to lose staff. The DPW team is an important group of stakeholders with which Village leadership now has an opportunity to balance the scales of accountability.

Patterns, Trends, Structures, and Mental Models Creating Today's Events

As systems thinkers we like to use various models to discover the underlying dynamics of visible events. This iceberg model helps us to consider the invisible patterns, structures, and deep mental models that create current conditions.



Above the line of visibility on the iceberg, there are the everyday activities of the DPW. To stakeholders not within the DPW operations team, it looks as though the operations and facilities are functioning well as service on the big things remains good. This evaluation has seen staff as stoic in meeting increasing demands, but long deferments are taking a toll on morale.

Underneath the line of visibility are the patterns and trends. This evaluation has seen a pattern of staff continually stretching, adjusting, and dealing with poor conditions to accommodate less supports, more inefficiencies, and an increasing variety of responsibilities on their individual plates. As

⁵ <https://www.techtarget.com/searchcustomerexperience/definition/law-of-diminishing-returns>

detailed later in this report, preventative maintenance activities have been deferred for decades. The high indirect costs of inefficiencies are paying for immediate but lesser cost savings.

Generating the above patterns and trends is the structure of the system. This evaluation has observed a structure of hiring consultants to report on conditions and operations. Extensive studies, comparisons, pro formas, cost analyses, and lists of recommendations are generated in often challenging technical language that is difficult to translate into holistic and strategic action plans. Moving forward on the big picture can therefore be even more challenging after receiving professional analyses and assessments, as complex and interrelated recommendation sets are presented in a linear fashion. Within a municipal system it is becomes more possible to move on the small things, but the foundational needs remain unaddressed. In short, this evaluation has found that the structure of problem solving does not directly tie the information-gathering phases to the core action steps that will resolve ongoing issues.

And at the deepest level of the iceberg are the underlying mental models and beliefs that most deeply leverage the overall system. Here this evaluation would like to ask questions, as the scope of the work did not include evaluation of principles, beliefs, and mental models. It may be useful to consider what the unprecedented deferment of DPW facilities upgrades communicates about beliefs around the status of such work. It may be an effective team-building exercise to consider whether public works are held in the same esteem or urgency as other departments, and how that impacts decision making.

Integrating Policy Decisions into the Overall System

To leverage change in these structures and patterns, this evaluation suggests that moving forward leadership consider how to synchronize the decision-making process so that it serves the physical facility, operations performance, and the ability of the department to recruit and retain talent, which in turn will allow the department to meet the high demand for services at a good price. This will require balancing the external demands of shorter-term election cycles.



These components, visualized to the left as gears, are all a part of one system. The deferment of policy decisions, instead of supporting an efficient overall system, has in turn enabled the deferment of some items beyond immediate service priority, such as preventative maintenance. This is in the nature of managing the high demands of a historic municipality and not a matter of past boards or individuals failing to meet responsibilities. As the board moves forward, it can learn from how the system functioned in the past.

Structure and Patterns of Investing in External Analysis of DPW

To be clear, the decision delay is not due, in our view, to a lack of information available for the Board of Trustees. Over the past 15+ years, the Village has invested in a consultant report on average every three years. The reports provide a clear view of ongoing issues and highlight the urgent need for foundational remediation. The chart below lists the reports generated by external consultants.

(Not analyzed) 1999 Retaining Wall Study | J.C. Zimmerman Corp.

2007 Facility Study, 3 Alt. Sites Identified | Zimmerman Arch. Studios

2010 Service Prioritization, Comp. Surveys | Springsted

2014 Facility Master Plan for Redevelopment | Sigma Group

2020 Organizational Analysis | Novak Group

2022 Facility Condition Assessment | FGMArchitects

2022 Decision-Making Process Evaluation | UW-Milwaukee MSP

"In all our meetings with management and employees, the importance of addressing infrastructure and facilities was identified as a major concern. As one employee put it, the Village is "working on cosmetics but needs to pay attention to the foundation." ([Springsted, 2010](#))

Our group sees an interesting correlation between the consultant report cycles and the election cycles for trustee terms. On average a new firm was engaged every 3 years. Trustee Terms are 3 years, and every year a vote is held for 2 Trustees. Technically, a fully new Board (minus President) could cycle in every three years. This is what happened, uncommonly, with the current Board, which held its first meeting on May 2, 2022. This is a great opportunity moving forward to consider leadership vis-à-vis how election and budget rhythms impact the culture and process of making long-term decisions for the Village, such as addressing a 50-year investment in a DPW facility.

As the Board of Trustees balances short-term pressures with long-term investments for several generations of residents down the road, we suggest concretely considering the costs of short-term savings to long-term efficiencies as well as approaching next steps by considering the common pit falls of solving complex problems.

Common Pitfalls of Addressing Complex Problems

In solving complex problems, such as addressing the modernization of a major municipal department, there are common corrective processes that fail to function as intended⁶. This

⁶ *A Practical Guide to Solving Complex Problems, Avoiding Unintended Consequences, and Achieving Lasting Results* DAVID PETER STROH

evaluation has seen a pattern of the following common pitfalls in analyzing the history of DPW facilities considerations:

- First is the Quick Fix: When groups stop exploring investments in a long-term solution because immediate problems appear solved.
- Second is Shifting the Burden: When groups do not appreciate the time required to get savings returns on long term investments and shift the burden to more short-term solutions.
- Third is Self-created Limits: When groups invest insufficiently in an organization thereby failing to adequately fund the capacity required to meet needs.

It might be interesting to note here that the [2020 Novak Report](#) states, “The Village of Shorewood spends significantly less on public works services than peer communities. Part of the reason for this disparity may be due to the Village’s embrace of contracting and alternative service delivery models to reduce cost.” However, while the Village has focused on contracting out services and alternate models for decades, it has not addressed the high costs it has been incurring during that same time due to the inefficiencies and inadequacies of the current facilities and site.

The [2020 Novak Report](#) also states, “Another consideration is whether Shorewood DPW has been allocated appropriate resources to effectively support existing service demands in the community.”

As the Board of Trustees moves forward with addressing major needs of the DPW, there are additional questions each Trustee can consider at each juncture of the personal decision-making process:

- Am I expecting every piece of information, or the right information, before making a decision?
- Am I postponing the DPW issue because of its size and scope and diverting attention to other projects or issues?
- Am I focusing in on certain details and missing the big picture?

The Data Reflects that the DPW Facility Requires Urgent Action

Through this evaluation our group has concluded that time is of the essence. In a poll, eleven departmental leaders were asked to identify the level of importance of the DPW facility project. There was unanimous agreement that the DPW facility was the highest level of urgency, and that action should be taken this year.

And although there is urgency to this decision, this is not a quick decision for the Village. Even though the Board of Trustees, all in first terms, may be relatively new to the issue, the process is not starting here. How can this Board of Trustees strategically integrate 2+ decades of analysis, assessments, and operations improvements toward action steps that move forward with an option for the facilities this year?

While the Village Comprehensive Plan 2040, adopted in 2021, directs the Board of Trustees to make, “Improvements to Aging Infrastructure and Community [DPW] Facilities,” if the Board

feels it is necessary to provide, there is ample evidence for needed action steps. Both through the analysis of past reports and through interviews with current leadership, it has been made clear that the facility has been at a tipping point for at least 15 years. The 2022 Facilities Condition Assessment identifies many of the issues with the buildings systems. Below we've included a short list of examples including burdens on staff and the public:

- Some of the Village's most expensive equipment is being stored outside, unsecured, and close to residences. This decreases the lifespan of the equipment significantly.
- The DPW has lost staff due to the poor facilities. A talented mechanic moved to another municipality to be able to work on vehicles under shelter and not be at risk of frost bite or heat stroke.
- DPW vehicles must park each other in, wasting significant staff time and energy on negotiating space.
- Items are being stored in any available empty floor space, causing safety hazards and undue wear on materials.
- There has been damaged concrete and exposed rebar for years. Exposed rebar can rust and weakens the structural integrity of the concrete.
- To reach the Director's office you must pass through Director of Operations office. This severely limits any confidential uses like disciplinary conversations or working with customers to resolve complaints. There are privacy and possible HIPPA conflicts.
- The employee locker areas are small and crowded.
- There is a lack of conference space.
- Restrooms are not handicap accessible (ADA)
- The training room is not large enough to accommodate all the employees having a place to sit and gather at once.
- Pedestrians are forced to walk in vehicle rights of ways to access different parts of the facilities, causing significant safety risks.

These are just a sample of issues that have been ongoing.

To fully emphasize this point we've pulled from each of the five reports issued between 2007 and 2022 some of the issues identified around Site & Facilities Performance. Other themes the reports share are Operations Efficiencies, Equipment and Fleet, Maintenance, Preventative Maintenance, Deferred Maintenance, Comparison Communities, and Shorewood's unique characteristics requiring bespoke operations and facilities.

Note that almost every issue identified in the slides reproduced below is repeated in all five of the reports to some extent or another. These slides can additionally be accessed in the public record for the May 2, 2022, Committee of the Whole meeting.

<p>SITE & FACILITIES PERFORMANCE 2007</p> <ul style="list-style-type: none"> • The site is perhaps the most critical factor for DPW operations. • Efficiency is an appropriate goal for all businesses. The same criteria should hold for the delivery of Municipal Services. 	<p>WHEN AGENCIES MOVE INTO BUILDINGS AND EVOLVE WITHIN THEM OVER DECADES, THEY OFTEN ACCEPT ANY AVAILABLE SPACE. THIS SATISFIES THE SHORT-TERM NEED, BUT AT THE EXPENSE OF EFFICIENCY. IN INSTANCES WHERE SPACE IS NO LONGER AVAILABLE, STORAGE SPACES ARE ASSIMILATED INTO OFFICES, LOCKER ROOMS, ETC.</p> <hr/> <p>IT SHOULD BE NOTED THAT THE VALUE OF THE EXISTING EQUIPMENT HOUSED WITHIN THESE SPACES [AND OUTSIDE] IS APPROXIMATELY \$3,250,000</p> <hr/> <p>THE SITE ACCESS ISSUE INCLUDES THE NEED TO ALLOW SAFE ACCESS FROM THE VEHICLE TO THE BUILDING. ACCESSIBILITY GUIDELINES SPECIFY THAT PROPER DESIGN SEPARATES PEDESTRIANS FROM THE PATH OF VEHICULAR ACCESS. SPACES SPECIFIED FOR ACCESSIBLE PARKING WILL NEED TO PROVIDE DIRECT ACCESS TO THE BUILDING WITHOUT CROSSING THE PATH WHICH VEHICLES TRAVEL.</p> <hr/> <p>PROPER SIDEWALKS TO ENSURE ACCESS ARE REQUIRED. IT IS UNACCEPTABLE FOR PEDESTRIANS TO USE VEHICULAR RIGHT OF WAYS TO GAIN ACCESS TO THE BUILDING. SIDEWALKS SHOULD BE PROVIDED.</p> <hr/> <p>DPW EQUIPMENT PUSHES AND PULLS LARGE LOADS. AS A RESULT, THE EQUIPMENT IS EXPENSIVE AND MUST BE REPEATEDLY SERVICED AND MAINTAINED. THIS WORK GROUP IS RESPONSIBLE TO KEEP THE \$3.0 MILLION DOLLAR FLEET OPERATIONAL AND ALSO IS UNDER AGREEMENT TO SERVICE ASSOCIATED EQUIPMENT FOR THE VILLAGE OF WHITEFISH BAY AS WELL</p>
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<p>SITE & FACILITIES PERFORMANCE 2010</p> <ul style="list-style-type: none"> • In our meetings with employees, we were impressed by their willingness to pull together as needed to get the job done. • This finding is particularly notable when considering the limitations imposed by inadequacies found in the public works facility. • The facility is a hodge-podge of buildings located throughout the site. 	<p>THE PUBLIC WORKS FACILITY IS OBSOLETE AND INADEQUATE FOR THE LEVEL OF SERVICES THE VILLAGE IS CURRENTLY PROVIDING.</p> <hr/> <p>THE CURRENT FACILITY HAS A NEGATIVE IMPACT ON OPERATING EFFICIENCY, AND DIVERTS A SIGNIFICANT AMOUNT OF STAFF TIME FROM SERVICE DELIVERY ACTIVITIES</p> <hr/> <p>MANAGEMENT AND EMPLOYEES IDENTIFIED INFRASTRUCTURE AND FACILITIES AS A MAJOR CONCERN.</p> <hr/> <p>THE PHYSICAL CONDITION OF WORKSPACE IS NOT CONSISTENT WITH ACCEPTED PUBLIC WORKS PRACTICES.</p> <hr/> <p>SOME OF THE BUILDINGS ARE IN POOR CONDITION AND SOME WHILE THEIR CONDITION IS NOT POOR ARE SHOWING SIGNS OF DETERIORATION INCLUDING BRICK THAT HAS SPALLED FROM FREEZE-THAW CYCLES OVER THE YEARS.</p> <hr/> <p>..INSIDE STORAGE OF EQUIPMENT EXTENDS THE LIFE OF EQUIPMENT AND MAXIMIZES THE PUBLIC'S INVESTMENT ...PLANNED UTILIZATION OF SPACE CAN POSITIVELY AFFECT THE TIME REQUIRED TO MOBILIZE STAFF AND EQUIPMENT</p>
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SITE & FACILITIES PERFORMANCE 2014

FACILITY DEFICIENCIES

Existing Retaining Wall
Equipment Storage
Maintenance Area
Yard Area Utilization
Work Day Sequencing/Employee Flow
Office Locations
Site Circulation
Salt Storage
Garbage Transfer Station
Site Pavements
Site Sanitary Sewers
Site Storm Sewers
Storm Water Management

A STUDY AND EVALUATION OF THE EXISTING RETAINING WALLS WAS CONDUCTED IN 1999. TO DATE, THERE HAVE BEEN NO APPARENT PERMANENT REMEDIATION EFFORTS ON THE WALL, AND THE WALL CONTINUES TO DEGRADE.

THE PRIMARY SITE DEFICIENCY IS A CONFLICT OF STORING INDIVIDUAL PIECES BUILDING MAINTENANCE SHOP LOCATED BELOW GRADE OFTEN FLOODS – CAUSING DAMAGE TO EQUIPMENT, BUILT AND STORED WORK

THE LONG-NARROW SHAPE OF THE SITE POSES SIGNIFICANT CHALLENGES IN TERMS OF EFFICIENT SITE OPERATIONS AND TRAFFIC FLOW.

MOST PAVEMENT ON THE SITE IS ASPHALT, SHOWS SIGNIFICANT SIGNS OF DETERIORATION AND IS GENERALLY IN POOR CONDITION AND IN NEED OF REPLACEMENT.

THERE ARE CURRENTLY NO STORMWATER MANAGEMENT CONTROLS OR BEST MANAGEMENT PRACTICES (BMPs) ON THE SITE TO MITIGATE STORM WATER FLOW RATES AND VOLUMES OR PROVIDE STORM WATER TREATMENT PRIOR TO DISCHARGE FROM THE SITE.

MAINTENANCE FUNCTIONALITY SUFFERS FROM THESE INEFFICIENCIES.

SITE & FACILITIES PERFORMANCE 2020

- The Village should address operational issues by developing a plan to provide a more appropriate facility for its DPW operations.
- There are several options for achieving this upgraded facility, including upgrading current facilities on the existing site in a phased process or relocating DPW operations to a new site.

DPW HAS AGING FACILITIES, THAT WERE NOT DESIGNED TO SUPPORT MODERN EQUIPMENT AND OPERATIONS.

ONE BARRIER TO EFFICIENCY IS THE DPW LOT.

THE VILLAGE HAS STUDIED THIS MULTIPLE TIMES WITH THE CONCLUSION THAT THE EXISTING FACILITIES ARE INADEQUATE. THIS ANALYSIS SHARES THESE CONCERNS. THE MAIN OFFICE FACILITY IS NEARLY A CENTURY OLD, BUILT IN THE DAYS WHEN WASTE WAS BROUGHT INTO THE FACILITY FOR INCINERATION. MINIMAL RENOVATION HAS BEEN DONE SINCE THEN, LEADING TO AN ENERGY-INEFFICIENT FACILITY WITH VIRTUALLY NO SPACE FOR MEETINGS OR COLLABORATION.

FURTHERMORE, WHILE THERE ARE SEVERAL OUTBUILDINGS ON THE PROPERTY, THEY ARE INADEQUATE TO STORE THE DEPARTMENT'S VEHICLES AND EQUIPMENT. BECAUSE OF A LACK OF VEHICLE STORAGE SPACE, STAFF MUST SPEND BETWEEN 30 MINUTES AND AN HOUR EACH DAY ACCESSING THEIR VEHICLES IN THE MORNING AND PARKING THEM AT NIGHT. THIS TRANSLATES TO MORE THAN 3,500 STAFF HOURS PER YEAR SPENT ACCESSING AND PARKING VEHICLES

THE MECHANIC'S BAY ALSO CANNOT FIT LARGER PIECES OF EQUIPMENT, REQUIRING MECHANICS TO PERFORM MAINTENANCE REPAIRS OUTDOORS, EVEN IN ADVERSE WEATHER CONDITIONS.

INSIDE THE MAIN FACILITY, THERE ARE FURTHER OPERATIONAL CONCERNS. WITHOUT DEDICATED MEETING ROOMS, THE DEPARTMENT HAS NO SPACE FOR COLLABORATION OR TRAINING.

SITE & FACILITIES PERFORMANCE 2022

- Layout of site prevents efficiency.
- Immediate safety & code issues.
- Unnecessary high operating & utility costs.

CURRENT FACILITIES ... WERE NOT PURPOSE BUILT AS MODERN PUBLIC WORKS FACILITIES. SINCE FIRST OCCUPIED, EQUIPMENT HAS GOTTEN BIGGER AND BECOME MOTORIZED, OPERATIONS HAVE GROWN WITH MORE SERVICES, AND MAINTENANCE NEEDS HAVE BECOME MORE COMPLEX.

BUILDING MECHANICAL SYSTEMS ARE OF CONCERN. MANY ARE PAST USEFUL LIFE. THESE CONVERTED SPACES FROM GARAGE TO OFFICE DO NOT HAVE ADEQUATE HVAC SYSTEMS THAT MEET CURRENT CODES. CONCRETE RAMPS THAT LEAD TO THE UPPER FLOOR IN THE OLD INCINERATOR ARE COMPROMISED. IMMEDIATE PRIORITY.

MANY OF THE BUILDING SYSTEMS ARE AT OR WELL PAST THEIR USEFUL LIFE. THIS ADDS MAINTENANCE COSTS TO OPERATING BUDGETS AND MAY RESULT IN OBSOLETE EQUIPMENT THAT CAN NO LONGER BE REPAIRED DUE TO LACK OF PARTS.

THERE ARE IMMEDIATE AND SHORT-TERM SITE CONCERNS, INCLUDING FAILING PAVEMENT, AND A RETAINING WALL THAT SHOULD BE ADDRESSED IN THE SHORT TERM. THE OVERALL BUILDING ENVELOPE IS A CONCERN IN ALL BUILDINGS, BUT PARTICULARLY THOSE BUILDING WITH HEATED AND CONDITIONED SPACES. WITHOUT ADDRESSING THE BUILDING ENVELOPE ISSUES, THE VILLAGE CONTINUES TO INCUR HIGHER THAN NECESSARY OPERATING AND UTILITY COSTS.

CURRENT LAYOUT OF THE PUBLIC WORKS CAMPUS SITE AND FACILITIES RESULTS IN OPERATIONS THAT CANNOT BE MADE EFFICIENT AND AT TIMES RESULTS IN SAFETY HAZARDS FOR STAFF, CITIZENS AND CONTRACTORS.

The Costs of Delayed Upgrades

These issues have costs that add up over time. In terms of energy inefficiencies, the DPW budgeted \$172,680 on utilities costs for FY2020. In comparison, the neighboring Village of Whitefish Bay, which has a similar population size but a much newer Public Works facility, budgeted only \$40,000.

Let's say Shorewood had upgraded facilities in FY2007, and saved conservatively \$80K per year, it could have saved \$1.2 MM by FY2022.

And because of a lack of vehicle storage space, staff must spend between 30 minutes and an hour each day accessing their vehicles. This translates to more than 3,500 staff hours per year spent accessing and parking vehicles, an estimated \$145,000 of staff time that provides no direct service to the community. ([2020 Novak Report](#)) Let's conservatively estimate this has been going on for the past 15 years, that is \$2.2 Million the Village has paid to have staff simply access vehicles and park them at night. In addition to the cost of time, there is a real cost to staff morale, safety, and well-being. At the end of a long shift, in middle of the night after plowing snow, staff must then engage in a negotiation with colleagues and spend 30+ minutes to park vehicle.

Again, a pattern this evaluation has seen is a continued prioritization on staffing and services efficiencies, when it is the physical facilities wherein you have the most savings and the most profound inefficiencies to rectify.

Other inefficiencies that are costing the Village:

- Paying more than fair share in shared service agreements in terms of direct costs and staff time

- Additional wear and tear of expensive equipment having to be stored outside
- Not enough storage to purchase bulk materials for entire season
- Layout of offices causes frequent interruptions for management
- Inefficient site storage for other materials wastes staff time
- Lack of controls over public recycling dumpsters
- Immediate service expectations that create workload inefficiencies

And while these losses continued to go mostly unseen, focus and attention on staffing efficiencies continued, yet General Fund budgeted salary expenditures were effectively 14% lower in FY2020 than the actual expenditures were in 2016. Adjusted for inflation, the total DPW 2020 General Fund expenditure budget reflects a 4% decline compared to actual expenditures in 2016.

Strategic Action, Make Leadership Decisions by September 2022

Through this evaluation, our group feels it is feasible for the Board of Trustees to move forward on the pre-development phase for one of the options for a DPW facilities upgrade in 2023. This year that means, by September, choosing an option to take next steps on and allocating funds in the 2023 budget.

Recap of Main Issues

The DPW facilities upgrades may be best described as bridging the gap. Simply characterizing this as facilities modernization might not convey that constructing new facilities on a new site or redeveloping on the current site is first an act of rightsizing or filling a gap in the facilities to meet the current service realities. In this process the Village also has an opportunity to further modernize facilities according to sustainable and best practices in addition to giving the Village flexibility to develop service and operational innovations. It will also provide more leverage in future negotiations with other municipalities.

Why is this evaluation suggesting a facilities upgrade *prior* to considering service levels and alternate service delivery options as recommended in the [2020 Novak Report](#)?

- As stated in the 2020 Novak Report, “Program and service demands already exceed in-house capabilities.” The Village can’t simply add more contracted services and eliminate staff positions as staff function as generalists beyond their specializations. The Novak Group found that 14% of staff time in 2019 was spent outside of the primary scope of the position.
- Costs for staffing have gone down significantly over years and not met average inflation.
- The Village has already looked at outsourcing refuse collection and has determined that there are no good private sector options or affordable contract terms that will meet expected level of service.
- Upgrading the facilities will add the equivalent of *at least* one new staff position by saving time through efficiencies.
- A facilities upgrade will save significant funding through buildings-systems and energy efficiencies. With a reduced utilities budget, the Village can more accurately consider its capacity for services.

- A facilities upgrade aligns with the principles and values of the Village of Shorewood, which include being ecologically conscious and pride in a high level of service.

Why is this evaluation suggesting that short-term budgetary concerns are not a roadblock to proceeding with this long-term investment?

Mark Emmanuelson, the Finance Director, and Treasurer for the Village of Shorewood relayed the following:

Related to the DPW facility decision making process and prospective project costs: When building for the future, the final cost variations of any DPW relocation or reconstruction decision relative to the \$5 million placeholder staff has currently programmed into the Long-Range Financial Plan should not be a significant financial concern given long life of this project, and the imperative that with this type of investment, the facility should be built to serve the needs of the community as its primary objective.

Structure for Decision Making

Previous consultant reports all contain valuable data and recommendations, yet that information is not necessarily arranged in a way that makes clear what a strategic action plan will look like. This report can be used as a starting point for creating a strategic action plan.

In 2020 the Novak DPW Organizational Analysis provided a set of 22 recommendations within themes, but not in order of operation for strategic action. While plans will be more complex as issues often need to be addressed simultaneously and have relative impacts, it may be effective at this point to break down action steps in order of priority. A useful analogy might be the basic order of operations for solving mathematical equations: PEMDAS. First, perform the **P**arenthesis, second perform **E**xponents, and so on. Through this evaluation our group's analysis has suggested a strategic order of operation for addressing the complex issues of the DPW. Please note these steps provide a broad outline. Important communication connection points and responsive problem solving between staff and individual trustees will take place between deadline dates.

1. First solve for the foundational and urgent DPW facilities upgrades.
 - I. Board of Trustees agrees to timeline for decision-making this year. This evaluation suggests something like the following:
 - i. June and July 2022: Deliberation and Investigation. Identify preferred Option recommendation.
 - ii. August 2022: Investigate and determine round-number 2023 Budget Allocation for the preferred Option's near-term, pre-development requirements with outside consultation if necessary. This might be a lean version RFI. Staff can start conversations with firms in May if necessary.
 - a. Consult with staff leadership and experts prior to consulting with outside firms.
 - b. RFI's should not stall process and can be informal; it should add information only as needed for decision making. Make sure outside firm does not take the steering wheel if such firms are consulted.

- iii. September 2022: Public Works Committee recommendation and Board of Trustee vote on preferred Option and 2023 pre-development budget allocation.
 - iv. October and November 2022: Develop an RFP for 2023 pre-development.
 - v. December 2022: Issue RFP.
 - vi. Alternate: Issue RFQ in fourth quarter if the specific near-term deliverables and their requirements are clear internally.
 - vii. Alternate: Due to the history of deferment, this evaluation does not suggest the Village start here as there is enough internal expertise and experience to weigh the options and take a vote; but it may be necessary to hold a vote on the preferred Option in 2023 and use allocated funding for a technical or feasibility reading on a specific action. It is important that this be action-oriented, and that the information is gathered only as needed for decision-making.
- II. June 2022: Staff draft a 2022-2023 DPW Facilities Upgrade Communication Plan.
 - III. By May 30, 2022: Board of Trustees assign small, temporary board leadership team with assigned support staff (comprised of staff experts and leaders) to make a recommendation backed by appropriate level of data and experience within timeline.
 - IV. By June 15, 2022: Assigned leadership team create clear pathway for decision-making, can use the tools and suggestions in this report as a starting point.
 - V. By July 30, 2022: Assigned leadership team to work through pathway devised and adjust along the way until one recommendation becomes clear above other(s).
 - VI. By August 30, 2022: Assigned leadership team determine 2023 budget allocation recommendation.
 - VII. By BOT meeting on September 13, 2022 (As suggested above): The Public Works Committee makes official recommendations on an Option preference and budget allocation after a Committee discussion with and presentation by temporary leadership team. Discussion with full Board if necessary and/or vote.
 - VIII. By BOT meeting on September 27, 2022 (As suggested above): The Board of Trustees vote on an Option to move forward with in pre-development and 2023 budget allocation.
 - IX. December 2022 (As suggested above): Staff leadership develop an RFP or RFQ for 2023 pre-development phase.
2. Revisit list of 22 recommendations from the Novak Organizational Analysis and rework into a document that provides guidance for how the Village will operationally approach those recommendations it feels are appropriate. The following list contains all 22 recommendations reordered based on this evaluation. The items with strikethroughs are either in process or have been eliminated from the list:
- Develop a plan for replacing the existing DPW facility to improve efficiency and safety.
 - Use an RFQ process for the selection of professional engineering services.
 - Retain current staff positions while considering appropriate service levels and alternative service delivery options.

- Review desired service level provision and determine appropriate equipment. (After Facility upgrade)
- Develop specific timeline guides for DPW response to reactive service requests. (After Facilities Upgrade)
- Update DPW job descriptions to ensure that the qualifications and responsibilities are appropriate.
- Develop written Standard Operating Procedures as part of a plan for institutional knowledge retention.
- Develop approved workload and performance data metrics and regularly report these to the Village Board. Understanding how each Department operates day-to-day, helps Trustees.
- Create DPW staff development plans and provide budget and other resources to support the effort.
- Use the Village capital asset management plan to refine and prioritize annual work plans for maintenance, repair, and replacement of Village capital assets. (After Facilities Upgrade)
- Evaluate the option of contracting out street lighting and traffic device maintenance services.
- Renegotiate the existing televising truck shared services agreement and increase the number of feet of sewer televised per year to meet CMOM requirements.
- Investigate other opportunities for alternative service delivery with neighboring communities, including the City of Milwaukee. (A redeveloped or new site will allow for this and potentially add negotiating leverage)
- ~~Create an Engineering Inspector/Technician position to provide additional in-house project management capacity.~~
- ~~Route all customer inquiries to Customer Service staff in the Clerk/Customer Service Department.~~
- ~~Develop a comprehensive Village capital asset management plan. (Does this by department. FCA is part of this process.)~~
- ~~Implement the recommendations detailed in the 2019 Emerald Ash Borer Plan Assessment prepared for the Village by the Davey Resource Group. (This is being addressed)~~
- ~~Evaluate the option of contracting out recycling and refuse collection services. (Not feasible)~~
- ~~Evaluate joint contracting of street sweeping services.~~
- ~~Control public access to the DPW site by limiting it to designated times or by appointment.~~
- ~~Relocate the waste transfer station. (with facilities development)~~

Deliberating between the Options

The five Options proposed for a DPW facilities upgrade are the following:

1. Redevelopment of DPW on the current site
2. Move DPW to a new site
3. Repair on current site
4. Consolidate
5. Do nothing

Please refer to the Survey section of this report to see which Options were most preferred in a preliminary tally of the Board of Trustees and Staff departmental leadership. This section of the report has incorporated that data into the evaluation.

Pulling from the data gathered through interviews, consideration of the human toll of facilities, the facilitated input-gathering event, the survey, and a deep reading of the previous consultant reports, this evaluation can recommend narrowing down the Options for the DPW facilities to 2 top Options.

Options Appropriate to Eliminate for Now

First, we will start with the Options this evaluation has determined are appropriate to eliminate now, as they are not suitable for urgently needed facilities upgrades.

5. Do nothing

While this Board of Trustees, all in the first term, has an immense responsibility in integrating a holistic picture of the data and deliberations over the past 20 years to make a leadership decision in the coming months, it is equally an immense and uncommon opportunity. This evaluation has found that doing nothing, or potentially repeating a pattern of deferring the decision for another term by issuing an analysis or assessment, puts the Village at significant risks with ongoing safety hazards to the public and employees due to the site layout and the disrepair of the facilities. Leadership staff within and beyond the DPW have stated that the facilities are at a tipping point. In addition, the human toll - of deferments on morale as well as the impacts of inadequate and dilapidated facilities on the mental and physical well-being of staff – is immense and ongoing. The Village will continue to lose highly qualified staff. Lastly, doing nothing means additional hundreds of thousands of dollars lost each year on energy and site inefficiencies.

4. Consolidate

Taking into consideration the historical knowledge on the timeline and dynamics of consolidation, requiring decades of preceding negotiations, this evaluation has found that moving forward by only exploring consolidation is shifting the burden and installing self-created limits by not being willing to invest what is needed for facilities and staff to meet basic service requirements now. Past efforts by Village departments toward consolidation have taken decades. In addition, no other municipalities have opened or suggested this discussion with Shorewood. In fact, as equity negotiations are currently and have recently taken place around share services and equipment, the trend has been to move away from the direction of consolidation. With that said, updating and modernizing facilities may give Shorewood more leverage and flexibility in the future if it chooses to open these discussions around consolidated efforts with other municipalities.

3. Repair on current site

Repairing building envelopes, HVAC systems, etc. will not solve the problem of the site layout and need for more efficient and more space. In addition, as clearly stated in the 2022 Facilities Assessment by FGMArchitects, the state of repair of the current buildings and site infrastructure

including the retaining wall will likely require an investment far greater than the savings and value repair brings to overall operations.

If the Board of Trustees feels it would like to further investigate any of these Options as an alternative way to move forward this year, we highly suggest interviewing the DPW Director, Finance Treasurer, and Village Manager on each of these options and their experience around the pros and cons.

In addition, while it is a large time commitment, we feel a review of each of the reports from 2007, 2010, 2014, 2020, and 2022 will give any Trustee unsure about eliminating any of these options a stronger footing in moving forward.

Historic Preservation

Before discussing this evaluation's suggestions for addressing the remaining Options, we feel it is important to address the issue of historic preservation. As an order of operation for decision making, this is a secondary consideration after the Board of Trustees has decided on how to move forward with DPW facilities upgrades. Neither redeveloping the current site or building the DPW facilities on a new site precludes or necessitates maintaining the facades of the WPA era buildings. Opportunities for various methods of preservation or recycling building materials can be explored when the Village knows within which context the preservation discussion is being held: As a part of DPW facilities or as part of new development.

There are no legal protections or requirements in place for the WPA buildings. In 2008 the Village of Shorewood DPW was designated as a Milwaukee County Landmark for educational purposes and notes the architectural design of the buildings as well as the architect's significance in Wisconsin.

Determining Between the Remaining Options

In determining whether to move forward with 1. Redevelopment of DPW on the current site, or 2. Move DPW facilities and operations to a new site, our group has built a decision tree included toward the end of this report that can be used to record each question that needs to be answered for each option as well as how each question can be answered. Essentially, it starts with: What needs to be known now, and of what needs to be known now, what needs to be known first? Do we have that information or How do we get that information efficiently?

Note The Tax Incremental District No. 3 will benefit both Options, whether in redeveloping the DPW on site or in developing a new tax-generating use. In addition, the current DPW site is in a WHEDA census tract for affordable housing tax credits, which can be attractive to developers and aligns with Village stated values.

Note As Village Financial Manager Mark Emmanuelson alluded to, developing detailed budgets for each of these options prior to moving forward as a way to inform a decision is not necessarily strategically efficient given the long-term investment. In 2023/24 the Board of Trustees will be focusing the LRB funding bookmark of \$5MM as the plans for the determined Option come into focus.

This table demonstrates a possible work path forward for June and July.

START HERE

1. Redevelopment of DPW on the current site

2. Move DPW facilities to a new site

FIRST: Determine whether the current site size and shape can safely, efficiently, and effectively contain all current operations and equipment – within a reasonable margin of error.

1. Interview DPW leadership, then if needed
2. Review 2014 Facility Analysis and Interview Sigma Group⁷ (may need to interview former staff)

Note: In 2014 Sigma Group predicated their DPW site redevelopment⁸ with the relocation of the waste transfer station⁹, the largest site factor and determinant of operations layout.

DPW Director, Leeann Butschlick has noted that moving the waste transfer station to another site and distributing operations across sites is generally not feasible within the current organizational structure. With appropriate security considerations and/or if one of the sites is storage only, operational issues could be addressed over two sites. If both sites are active and require supervision/management, it is likely the Village would need to increase staffing and operation costs for the same set of services.

SECOND: If the answer is no, the options become splitting operations between 2 sites or developing full operations on a new site. Take into consideration opportunity costs of not redeveloping the current site to tax generating property. Then, if splitting operations, will the 2nd site need to be outside of Shorewood's boundaries? If so, which option is most efficient over time and better serves residents?

SECOND: If the answer is yes, how can the Village continue to provide services while the site is being redeveloped? Are the options reasonable, or do they cancel the benefits of keeping operations on the current site?

- Initial suggestions include collaborating with adjacent municipalities including Milwaukee, and setting-up temporary sharing agreements.

Note: It is common for municipalities to locate facilities beyond their jurisdictional boundaries. Our group consulted with Michelle Ferguson who was lead on the 2020 Organizational Analysis.

FIRST: Determine if there are appropriate and available lots within an acceptable proximity to Shorewood. Depending on status of Option 1 and whether the new site will hold all operations, the DPW will need more or less space.

1. Review the 2007 Zimmerman Analysis to gain perspective. Zimmerman developed a pro forma and identified available new sites for the DPW.

SECOND: Engage brokerage through design/engineering firm to identify currently available and appropriate potential sites. Beware of scope creep.

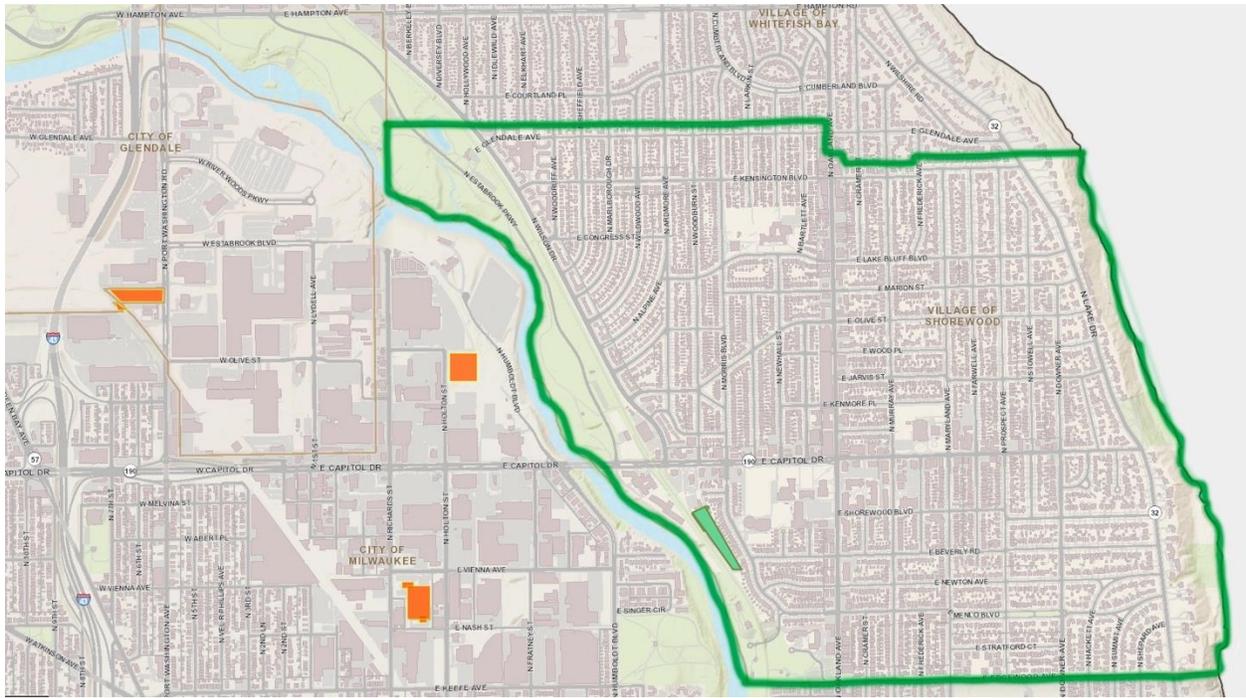
THIRD: Staff broadly identify the operations implications of distance and travel routes.

FOURTH: Staff analyze and assess needed political and external communications.

⁷ Our group has a call into Sigma to answer the question around whether the site can be redeveloped for all operations as well as how the Village could continue to provide services while the current site is being redeveloped.

⁸ Sigma Group was not confident the WPA era buildings could be preserved in their redevelopment plan.

⁹ The Village is currently looking at shared waste transfer services agreement with Whitefish Bay to negotiate something that is more equitable.



Sites in orange identified in 2007 by Zimmerman Studios for Shorewood DPW (Image by this evaluation)



Image from 2014 Sigma Group report depicting the redeveloped DPW site without waste transfer station

Facilitation with Village Staff Leadership

We conducted an information gathering facilitation event that included leadership from both the DPW and other departments across the village. A multiple department facilitation was used to gain input from both DPW and other Shorewood public servants. The information from the facilitation was converted into a decision-making tree that the board can use going forward.

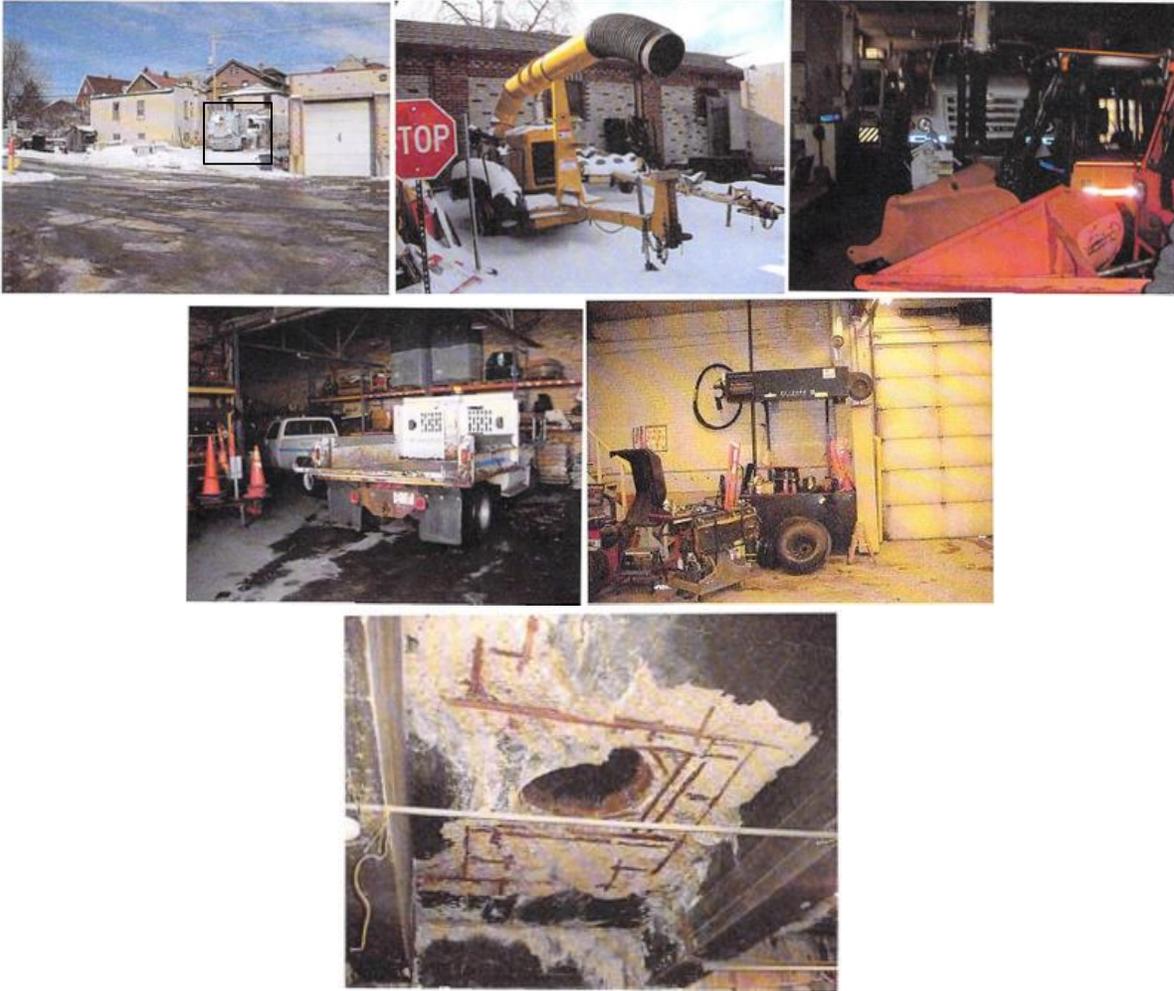
In addition to gathering information, the facilitation illuminated and emphasized a major theme that has not been addressed fully in previous reports.

Major Theme: The Human Element

The evaluation team was not asked to make this a part of the report, but it was a subject that consistently arose during the facilitation, and we therefore thought it was important to include.

There has been a lack of acknowledgment of the human costs for DPW staff. Working conditions and worker safety were mentioned continuously during the entire evaluation process as well as the facilitated discussion.

The staff are putting their health and livelihoods on the line to serve the people of Shorewood. They want to provide excellent service for Shorewood, yet they are not given the tools they need to do their jobs in a safe and constructive manner.



In the 2007 report, there are pictures (see above) of the facility that display the working conditions that staff have had to manage, and the facility has only deteriorated more within the last 15 years. The pictures showed a vehicle being stored outside in winter, vehicles crammed into a garage parking in other vehicles, poor equipment storage, and a giant whole in the ceiling. The board will also have a chance to look at more current pictures of the conditions in the new facility analysis.

As the facility continues to age and degrade, the likelihood of an accident increases as does the potential severity of the accident. These conditions put workers in the position where they have to decide whether they do things safely or efficiently. Leadership has to continuously ask workers to make these decisions while knowing what could happen if the facility fails.

The mechanics do not have enough room to work on vehicles and as a consequence have to work on them outside of the shelter of the garage. Mechanics are directly exposed to the cold, heat and the elements. They are at risk for frostbite and heat stroke which will not only hinder their ability to work but also have a detrimental impact on their lives. Frostbite for example, can cause permanent health issues and constant pain within the frostbitten areas. If not treated or exposed for long periods of time the skin, tissue underneath, nerves, and muscles will die. The affected area may have to be amputated or if left it will never revert to what it once was. A gifted

mechanic has already left for another municipality due to the poor working conditions which has left the DPW one mechanic short.

These conditions lead to an increased likelihood of worker turnover as seen with the mechanic above who indicated that the primary reason for leaving was because they wanted to be in a better situation. They moved to Deerfield which has a facility that was built within the last five years. Worker turnover means a loss in institutional knowledge, and it will take more time to train new workers without being able to pass on the knowledge of past workers. This raises the additional point about attracting employees who will choose Shorewood last if presented with other choices. In turn this translates to less cohesion within the department that will hinder teamwork.

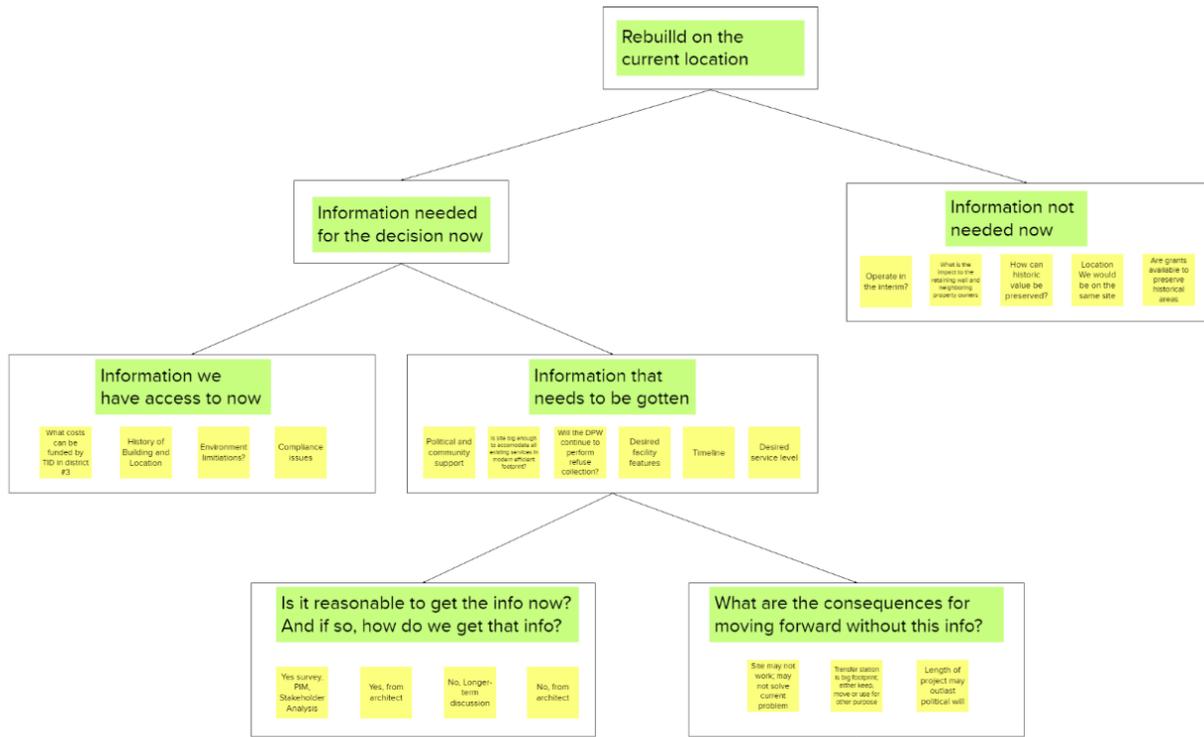
Another condition that workers have had to put up with is that water leaks in through the ceiling causing damage. The floor, ceiling, and walls are not designed for this level of water damage which has led to many issues. We heard of mosquito eggs within the walls that need to be removed to prevent mosquitos from running wild in the building. We also heard of mushrooms growing out of the floor. These issues take time from staff that hinder them from doing their jobs and make working in the building miserable at times.

DPW staff have been holding this ship together despite the lack of resources they have had to work with. This is not a sustainable practice for staff who have put up with this situation without having the agency to change the situation.

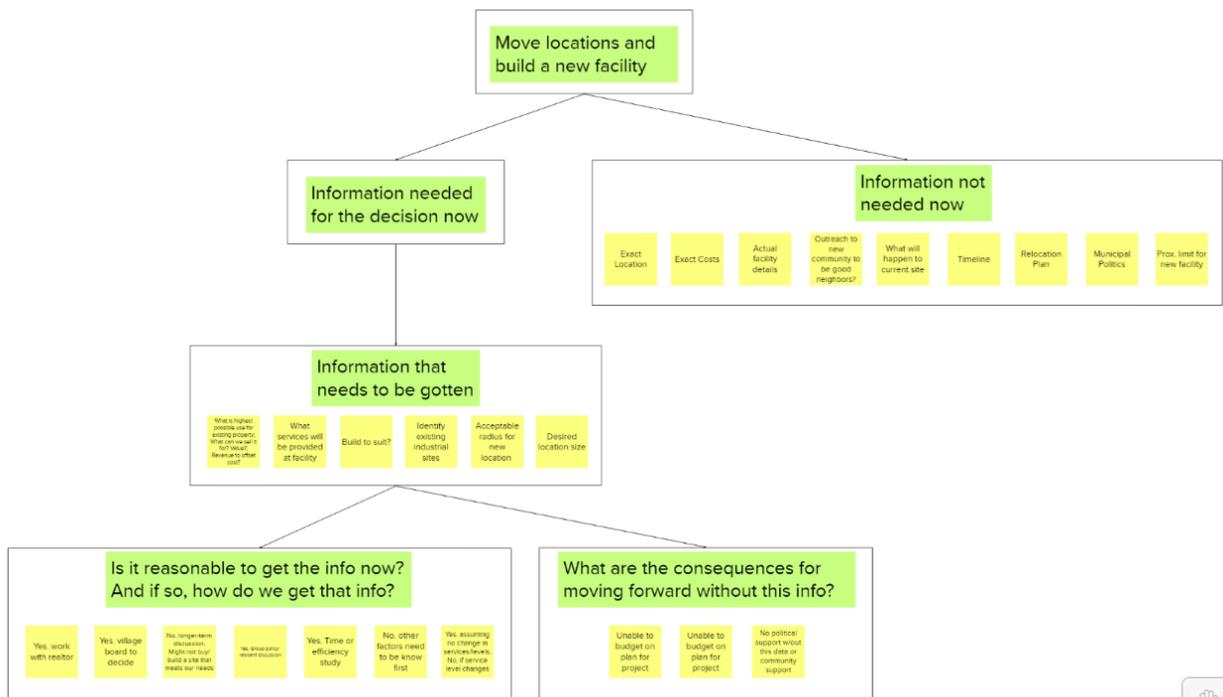
What staff is going through is something that the board should acknowledge and take into consideration when making this decision

Decision Tree

Option 1



Option 2



Survey

This is an important requirement for this project which is to understand the position of the various stakeholders involved in this project and how they may be affected by the condition of the facility. The goal of evaluating the Department of Public Works (DPW) facility is to foster the decision-making process of the facility by the board of trustees.

This process involved the development and review of survey questions which contained well-structured and well-laid out questions developed to better understand the position of the stakeholders and their decision for the DPW facility. The survey was distributed to 22 people. Responses were received from 21 respondents with 7 of them being members of the Board of Trustees (BOT) while the remaining 14 were members of staff from both DPW and Village of Shorewood as a whole. The survey provided the respondents with options to identify their most preferred options for the DPW structure in order of priority. These responses were collected and analyzed through the use of Qualtrics as the primary data analysis tool. The tool was used for the distribution and analysis of the received responses.

Survey Responses and Analysis

During the consultation stage of the project, after a series of questioning, the leadership team extensively shared some of the previous discussions they have had on the project. During these conversations, they concluded on five options that can be considered to make a decision for the site. As a form of next step, survey questions were developed towards these options to identify the stakeholders' preferred options in order of importance. The options are as follows:

- I. Demolish and rebuild DPW on the current site
- II. Move DPW to a new site
- III. Repair on current site
- IV. Consolidate
- V. Do nothing

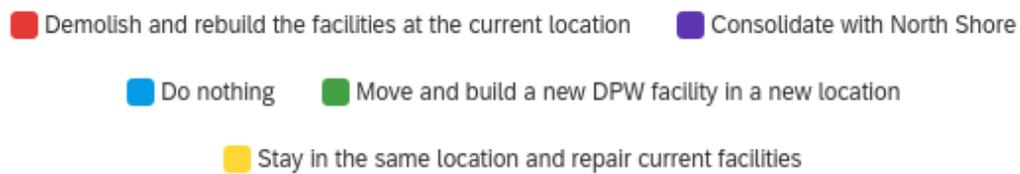
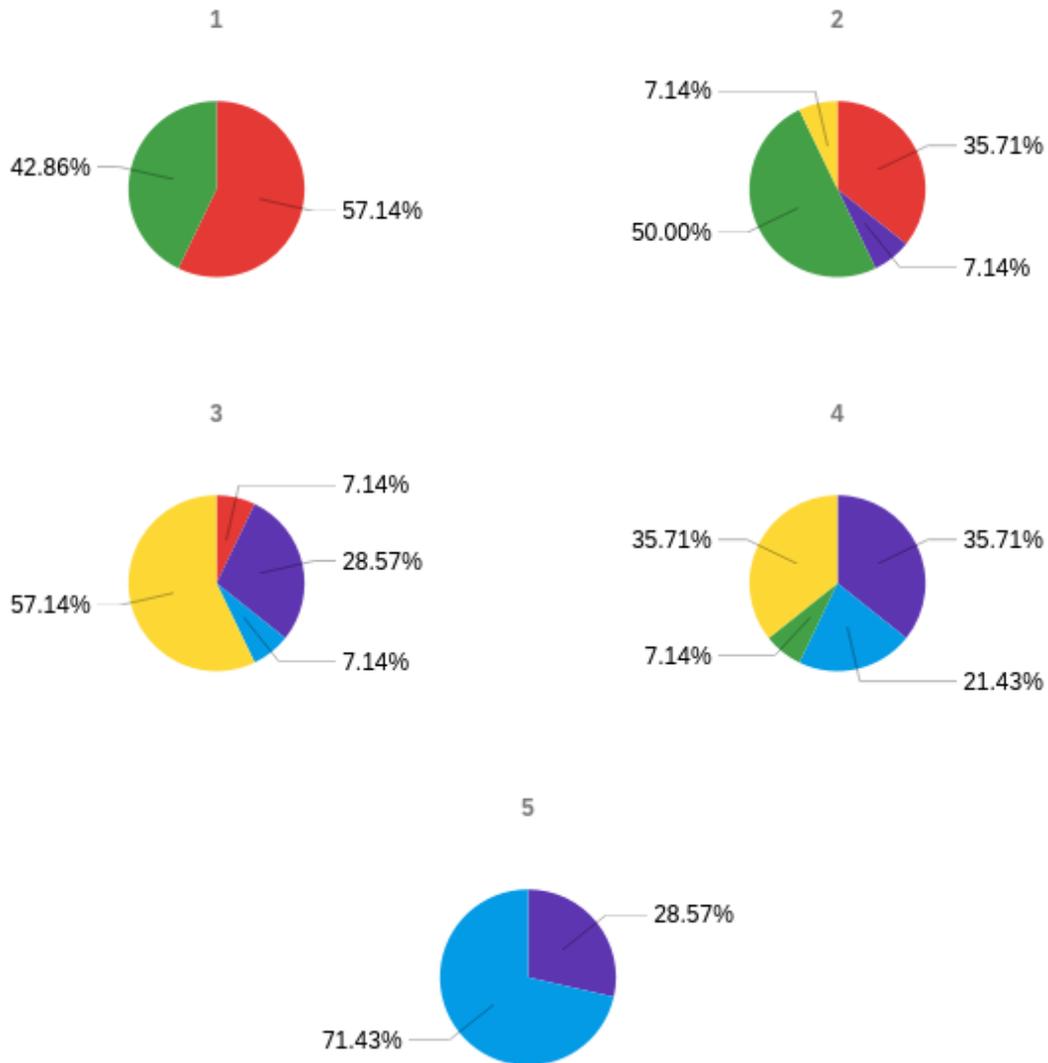
Respondents identified the following as the most important questions you have that need to be answered in order for you to identify the direction in which you want staff to proceed.

- How **soon** can the razing **on** the current DPW site start?
- What is the **possibility** of rebuilding on the same site?
- What's the **preferred location** if considering building on a new site?
- What are the **pros and cons** of rebuilding on the new site or not?
- What type of building would be considered as **standard** for the DPW facility and does the current facility location have those features?
- What community/communities are willing to **consolidate** with Shorewood for shared services?
- Is there a **historical significance** of the current site that is worth preserving?
- What is the **cost** attached to each of the options if need to be considered?
- What would be the "**score**" of the building in its current state? What is the desired score to reach?
- What **kind of building** does DPW desire for the kind of service it renders?
- What should the **level of service** be for the DPW? What services should / shouldn't be provided?
- Can the current DPW site **accommodate** the desired facility?

The analysis below will be three segments;

- Staff response only
- Board of Trustee response only
- All response

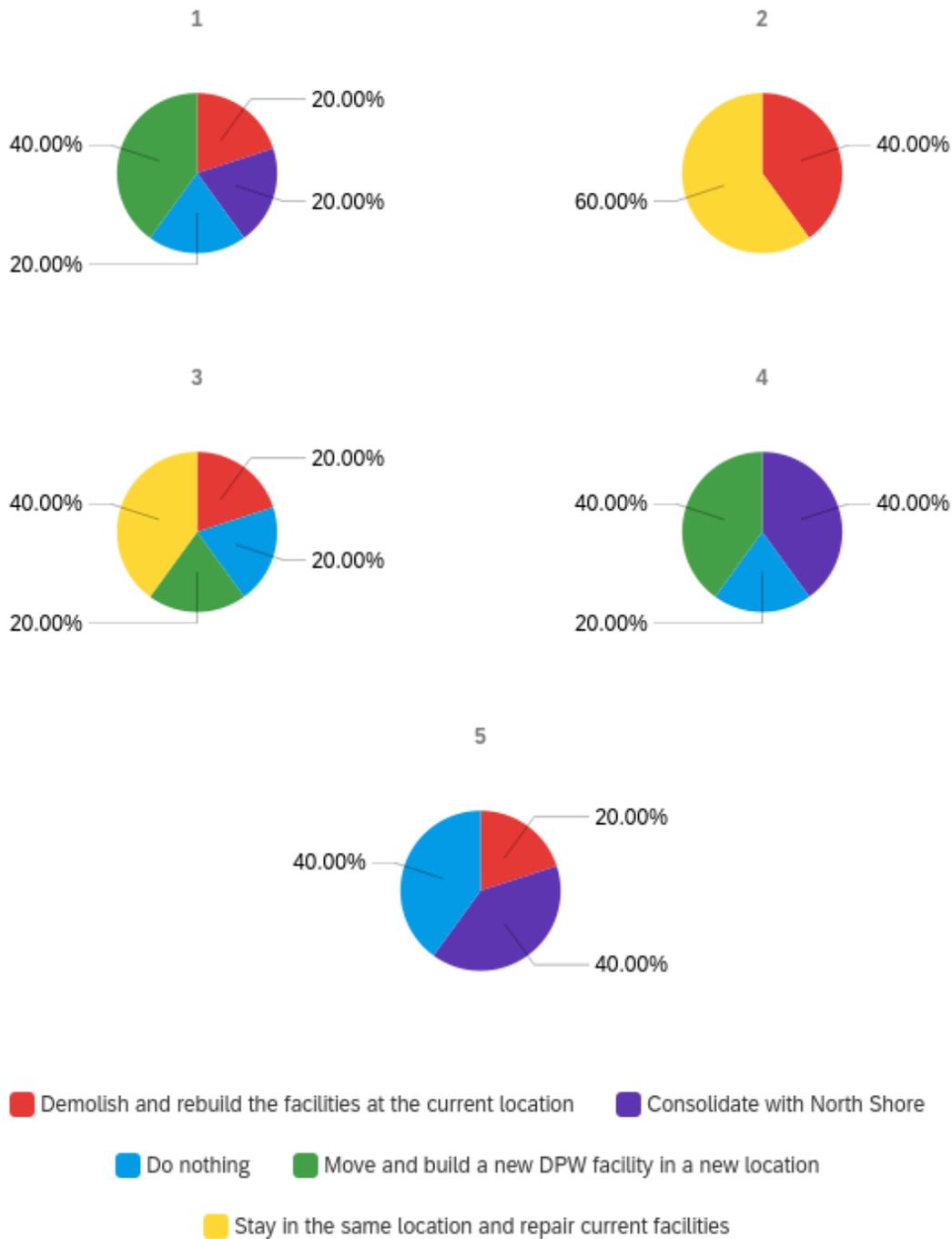
Staff Response



The image above summarizes the received staff responses and it shows their most preferred options in order of preference. For this category of the survey, the option 'Demolish and rebuild in current location' represented in red is identified as the most preferred option. It dominates the category of the 'most preferred option' with a total response of 57.14% among other options. Similarly in the category of the second most preferred option, it is ranked as one of the two most preferred options in this category with 35.71%.

Option "Move and build a new DPW facility in a new location" which is represented with the green color is the second most preferred option from the responses received. 42.86% of the respondents identified this as their most preferred option while 50.00% identified it as their second most preferred option.

Board of Trustee (BOT) Responses



The above chart summarizes the received responses from the Board of Trustees (BOT). In this chart, 40% of the respondents identified the option “Move and build a new DPW facility in a new location” as their most preferred option, and this is captured in the first chart. 20% and 40% of the respondents identified the option ‘Demolish and rebuild in current location’ as their top option in both the first and second category respectively. This analysis proves that both options are the most preferred options by this category of respondents.

All Responses



The figure above is a pictorial representation showing in percentage the preference for each of the options. The option “Demolish and rebuild on the current site overall is the most preferred option with 47.37% and 36.84% of the respondents making it their first and second preference respectively. Consequently, the option ‘Move and build a new DPW facility in a new location” is

the second most preferred option among all options with 42.11% and 36.84% of the respondents making it their first and second preference among other options.

As important as all these options are, the survey responses in all three categories have shown that the most preferred options are both the option 'Demolish and rebuild the facilities in current location' and option 'Move and build in new location'. With the former taking the position of the most preferred option while the latter taking the position of the second most preferred.

The respondents extensively provided reasons for identifying these two options as their most preferred options. In their word, these options are preferred because:

- Space is required for staff to do their job safely and efficiently
- DPW is vital to the fabric of the Shorewood community as quality services are always high on the list of what the residents appreciate. The current DPW is in a dire strait, constrained by its location and outdated facilities. It has an opportunity to be a leader in urban forestry, green infrastructure, and sustainability but is being held back. Modernizing the DPW is a necessary next step for it to keep offering high-quality services to the community while becoming a gold standard for GI, Urban Forestry, and Sustainability efforts in the Milwaukee area.
- While there are concerns about DPW's current location, it needs to be weighed against concerns about a new location as well. Repairs do not seem extensive enough to make the new facility functional to the required standards. If there is a way to maintain some of the historical significance of any of the buildings that would be great, but functionality and sustainability are necessary for the future.

Limitations and Benefits of Top Priorities

This survey went further to analyze the limitations and benefits accrued to the two top prioritized options. Some of the responses received dominate across various respondents. To easily identify these limitations and benefits, the images below with the help of Mural have been used to capture the received responses from the respondents.

As seen in the tables below, the size of the words is a reflection of the number of people who indicated it as either a limitation or a benefit.

3.1 Benefits of Demolish and Rebuild in Current Location



3.2 Limitations of Demolish and Rebuild in Current Location



3.4 Benefits of “Move and Build a new DPW Facility in a New Location”



3.5. Limitation of “Move and Build a new DPW Facility in a New Location”



Conclusively, the outcome of this survey analysis reveals the urgent demand for innovation in the DPW facility should it continue to provide optimum service for the village of Shorewood generally.