

COUNCIL MEETING PACKET
For

March 3rd, 2016
5:00 P.M.

Council Meeting



City of Oberlin, Kansas
Gateway 1 & 2
Oberlin, Kansas

AGENDA
PUBLIC NOTICE OF CITY COUNCIL MEETING

City of Oberlin, Kansas
Gateway 1 & 2, Oberlin, Kansas
March 3, 2016
5:00 P.M.

A regular meeting of the City Council of the City of Oberlin will be held on March 3, 2016 at 5:00 P.M. The Meeting will be called to order by the Mayor.

I. Meeting Called To Order — Mayor

II. Roll Call of the Members of the City Council and determination of quorum.

Wendelin ____ Williby ____ Horn ____ Oien ____ Marchello ____ Addleman ____

III. Pledge of Allegiance to the Flag.

IV. Proclamations

- Celebrate 48 Years of Fair Housing - Mayor
- Flood Safety Awareness Week – March 21-25 – from the Governor of Kansas

V. Appointments

VI. Public Comment

VII. Consent Agenda: Discussion and possible action by motion to approve the following items and or reports:

- Approval of the minutes of the previous meetings.
- Appropriation Ordinance – Payment of Bills
Motion _____ Second _____

VIII. The City Council may discuss and or take actions on the following agenda items:

New Business:

1. **Discuss** 7 Things Smart Communities Do – Presentation. (Kampfer) 15 minutes
2. **Input, Planning and Discussion** of the Proposed 2016 Street Pavement Management Plan. (Kampfer) 15-30 minutes
3. **Consider** Pay-As-You-Throw Solid Waste Program Proposal. (Kampfer) 15 minutes

4. **Personnel matters** of non-elected personnel. (Not related to contracted personnel.)
(Kampfer) 15 minutes

Reports

1. Mayor's Report
2. Administrator's Report
 - Next Council Meeting – March 17
 - Keep Oberlin Beautiful – April 23
3. Treasurer
4. Police
5. Public Works
6. Code Enforcement
7. Other Reports

IX. Future Agenda Items

X. Miscellaneous (Informational Only)

XI. Adjournment

A copy of this notice is posted on the front window of the Oberlin City Hall (Gateway) in a place convenient and readily accessible to the general public at all times, and said notice was posted on **March 1, 2016** at 4:00 p.m. and remained so posted continuously preceding the scheduled time of said meeting.

Sandy Rush, City Clerk

The City Council for the City of Oberlin is committed to compliance with the Americans with Disabilities Act (ADA). Reasonable accommodations and equal access to communications will be provided to those who provide notice to the City Clerk, 785-475-2217; or go by 1 Morgan Drive, Oberlin, KS, during normal business hours at least forty-eight (48) hours in advance of the meeting.

IV. Proclamations

PROCLAMATION

Celebrating 48 Years of Fair Housing

(City/County) of _____

WHEREAS, the Congress of the United States passed the Civil Rights Act of 1968, of which Title VIII declared that the law of the land would now guarantee the rights of equal housing opportunity; and

WHEREAS, the (City/County) of _____ is committed to the mission and intent of Congress to provide fair and equal housing opportunities for all, and today, many realty companies and associations support fair housing laws; and

WHEREAS, the Fair Housing groups and the U.S. Department of Housing and Urban Development have, over the years, received thousands of complaints of alleged illegal housing discrimination and found too many that have proved upon investigation to be violations of the fair housing laws; and

WHEREAS, equal housing opportunity is a condition of life in our (City/County) that can and should be achieved,

I, (Mayor or County Commissioner) of _____, on behalf of its citizens, do hereby proclaim the month of April as

FAIR HOUSING MONTH

And express the hope that this year's observance will promote fair housing practices throughout the (City/County).

Dated this ____ day of _____, 2016

(Mayor or County Commissioner)

STATE OF KANSAS



PROCLAMATION
BY THE
GOVERNOR

TO THE PEOPLE OF KANSAS, GREETINGS.

WHEREAS; Flood Awareness Week is an opportunity to raise awareness about the importance of preparing for and understanding flooding in Kansas, and to encourage all citizens to better prepare their homes, businesses and communities for the upcoming flood season; and

WHEREAS, the Kansas Hazard Mitigation Plan identifies flooding as one of the costliest types of natural disaster in Kansas, in terms of lives lost, injuries and property damage, and

WHEREAS, floods threaten people, homes and other property in every county in Kansas; and

WHEREAS, floods can happen anytime, anywhere and without warning, and

WHEREAS, damage from a flood is not normally covered under a standard homeowners policy; and

WHEREAS, spring and summer flooding in 2013 saw three flood deaths in Kansas and widespread flooding across the State, and

WHEREAS, this winter has already seen flooding in Cherokee County and this spring will bring seasonal rainfall, which can bring the potential for flooding, and

WHEREAS, the National Oceanic and Atmospheric Administration's National Weather Service will initiate Spring Seasonal Weather Awareness on March 1, 2016:

NOW, THEREFORE, I, Sam Brownback, GOVERNOR OF THE STATE OF KANSAS, do hereby recognize March 21-25, 2016, as

FLOOD SAFETY AWARENESS WEEK

in Kansas and urge all citizens to recognize this observance

DONE At the Capitol in Topeka
under the Great Seal of the
State this 12th day of
February, A.D. 2016



BY THE GOVERNOR:

Handwritten signature of Sam Brownback in blue ink.

Kris W. Tuback

Secretary of State

Devinne Tolchin

Assistant Secretary of State

VII. Consent Agenda

REGULAR COUNCIL MEETING – February 18, 2016 – GATEWAY – 5:00 P.M.

CALL TO ORDER - Mayor Ladd Wendelin, called the meeting to order at 5:00 pm and the Pledge of Allegiance to the Flag was recited.

Roll Call of the Members of the City Council - Josh Williby, Rusty Addleman, Marilyn Horn, Jim Marchello and Brandon Oien. **Majority of the Body Present.**

Others Present – City Administrator Pete Kampfer, City Attorney Steve Hirsch arrived at 5:15pm, City Treasurer Steve Zodrow, Police Chief Troy Haas arrived at 6:40pm, City Foreman David Sporn, Water Supervisor Willard Perrin, Cemetery Sexton Jeremy Tally, Nick Oliver with the Oberlin Herald, Chris Miller with Miller & Associates, Marilyn Black, Mike Dempewolf and City Clerk Sandy Rush.

PROCLAMATIONS - none

PUBLIC COMMENTS - none

CONSENT AGENDA –

Approval of the minutes of the January 21, 2016 regular Council meeting.

Appropriations Ordinance – Payment of Bills

Williby moved, second by Oien to approve the Consent Agenda. **Motion carried.**

New Business

Consider No. 8 Pay Request for the Water Main Project. –Chris Miller with Miller & Associates explained that this is not the final payment. The balance to finish plus retainage has been withheld, totaling \$118,169.18 for cleanup, seeding and other items that will need to be completed before paid off. He also clarified that KDOT required the City to relocate the City’s waterline for the construction of improvements in the area of Highway 83. They offered to reimburse the City for funding of the relocation if we could get it relocated ahead of their project. The City had the contractor here and he provided a quote to complete the work and KDOT approved the expenditures. The Change Order No. 2 is the official paperwork to accomplish this. Williby moved, seconded by Horn to pay Request #8 from Myers Construction for \$387,846.88 for the Water System Improvements Distribution System Project and Change Order No. 2 for \$67,103.32 for the relocation of a water line near the bridge on Highway 83. **Motion carried.**

Consider Resolution No. 700– Administrator Kampfer explained the attached Kansas Mutual Aid Program (KS-MAP) Agreement. This is for participation in the Mutual Aid for utilities in case of a disaster. Williby moved, second by Oien to approve Resolution No. 700. **Motion carried.**

Discussion of fully implementing a City wide Radio Read Water Meter System. – Administrator Kampfer discussed the idea of implementing Water and Electric Radio Read Meters. Among the many benefits of investing in this plan are:

- 1) Employee safety
- 2) Increased efficiencies
- 3) Outage detection
- 4) Tamper notification

After a long discussion, the Council decided to table the Water Radio Read Meters until further research. Oien moved, seconded by Williby to proceed with purchasing the remaining Itron Electric Radio Read Meters to be funded with the money that was budgeted for this year’s electric infrastructure plan, not to exceed \$50,000. **Motion carried.**

Kampfer also discussed the possibility of purchasing a hydrovac to be used by all departments to help in exposing underground facilities that are an expense when hit during excavations.

Input, Planning and Discussion of the Proposed 2016 Street Pavement Management Plan – Administrator Kampfer presented a proposal for a street pavement management plan for the Council’s review. This is to assist in decision making for the improvement of Oberlin’s streets. It was decided that each councilmember was to select three streets in town that they think is in need of maintenance and return the pavement rating form to the Council meeting on March 3rd with their selections. This to be used as a discussion tool.

Consider and approve reviewed local Cereal Malt Beverage (CMB) and Liquor License application – Administrator Kampfer asked the Council to approve the CMB license for Cobblestone Inn & Suites. Oien moved, seconded by Williby to grant a license to the business. **Motion carried** with Addleman abstaining due to a conflict of interest.

REPORTS

Administrator Report – Administrator Kampfer reminded the Council the meeting time would be 5 pm instead of 7 pm for the next Council meeting. After a discussion, Addleman moved, seconded by Williby to change the meeting time for all future meetings from 7pm to 5pm. **Motion carried.**

Kampfer reported that he would be presenting information for discussion at the next meeting on a solid waste pickup plan and the airport district concept.

Kampfer said that due to health issues of the code enforcement officer, the code enforcement efforts will be done by the City. Letters will be sent out by the office.

Police Report – Police Chief Troy Haas’s report attached.

Executive Session #1

At 6:49 pm Horn moved, second by Addleman to enter into executive session for 30 minutes to discuss personnel matters of non-elected personnel. Not related to contracted personnel, to include Mayor, Council, City Attorney, City Administrator and City Treasurer Steve Zodrow. **Motion carried.**

Back in session at 7:19 pm with no action taken.

Executive Session #2

At 7:20 pm Oien moved, second by Williby to enter into another executive session for 15 minutes for personnel matters of non-elected personnel. Not related to contracted personnel, to include Mayor, Council, City Attorney, City Administrator and City Treasurer Steve Zodrow. **Motion carried.**

Back in session at 7:35 pm. The Council agreed to have Administrator Kampfer and one Councilmember have discussion with The EDC Chairman with respects to a memorandum of understanding between the City and the Community Development Organizations.

ADJOURNMENT - At 7:40 pm Marchello moved, second by Williby the meeting be adjourned. **Motion carried.**

City Clerk

Mayor

VIII. Action Agenda Items

New Business/Old Business

New Business:

1. **Discuss** 7 Things Smart Communities Do – Presentation. (Kampfer) 15 minutes
2. **Input, Planning and Discussion** of the Proposed 2016 Street Pavement Management Plan. (Kampfer) 15-30 minutes
3. **Consider** Pay-As-You-Throw Solid Waste Program Proposal. (Kampfer) 15 minutes
4. **Personnel matters** of non-elected personnel. (Kampfer) 15 minutes

New Agenda Item Number 1

1. 7 Things Smart Communities Do Presentation

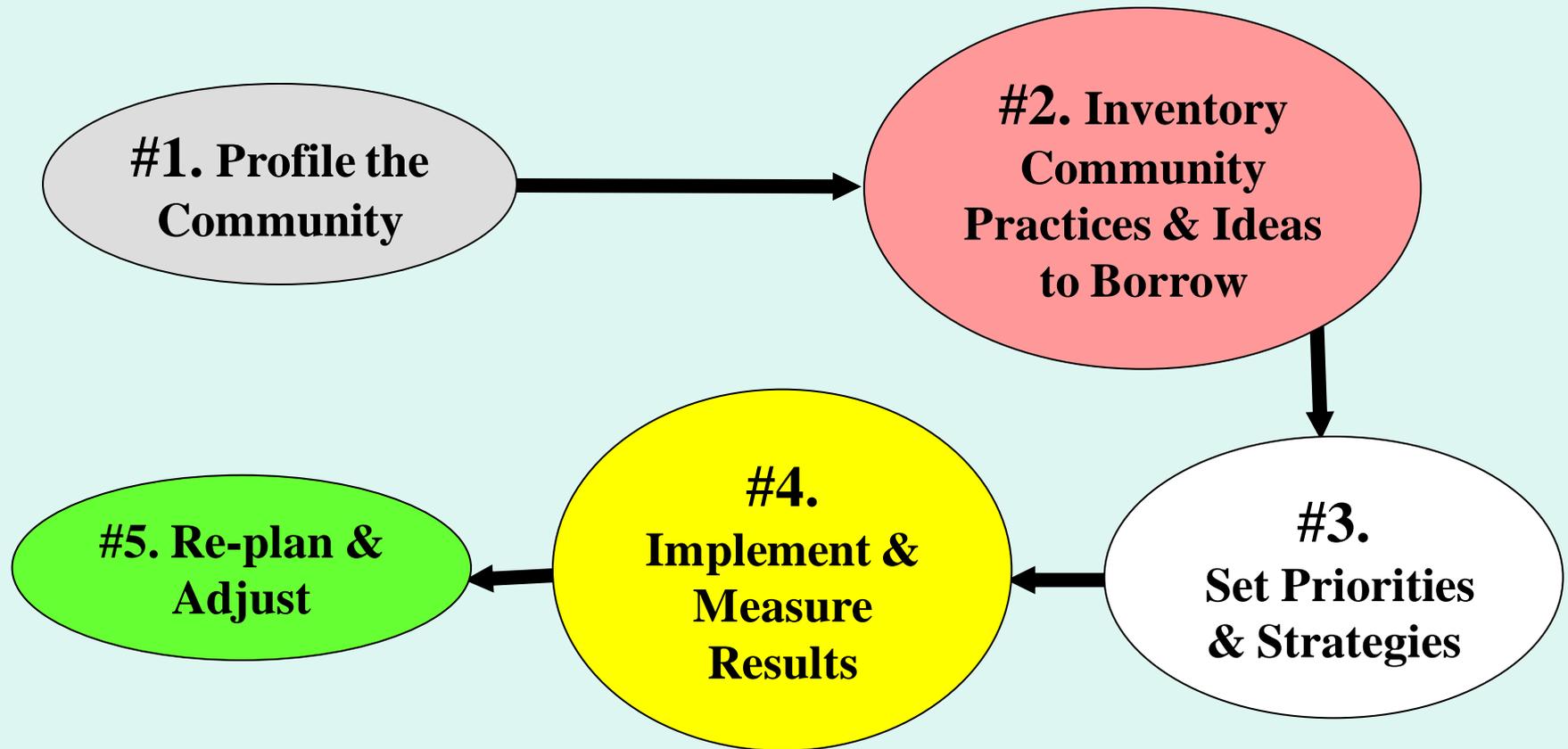
Welcome !

City of Oberlin
Regular Council Meeting

March 2016

Pete Kampfer, CPM
City Administrator

Oberlin Planning Model



Seven Things *Smart Communities Do*

1. Invest Right the First Time

2. Work Together

3. Build on Assets

4. Practice Democracy

5. Preserve the Past

6. Grow New Leaders

7. Invent the Future

Seven Things

We Can Do Today

1. The Mayor/Council

2. Work Together

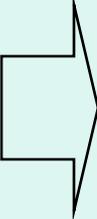
3. Build on Assets

4. Practice Democracy

5. Preserve the Past

6. Grow New Leaders

7. Communication



The Council must apply a Broad range of plans and investments to prepare for Community/Economic Redevelopment:

- Human Capital (Staff/Administration)
- Civic Capital (Political Will)
- Physical Capital (Equipment)
- Financial Capital (Funding)
- Legislation
- Community Education/Communication
- Fiduciary/Funding Oversight

Logic of Oberlin's Strategic Planning

Strategic
Altitude

30,000 ft

25,000 ft

15,000 ft

Ground



Seven Things

We Can Do Today

1. The Mayor/Council

2. Work Together (Team)

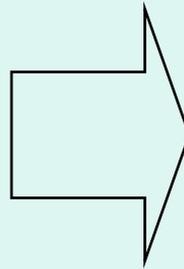
3. Build on Assets (Capital)

4. Practice Democracy

5. Preserve Oberlin's Past

6. Grow New Leaders

7. Communication



**The City Council,
Administration/Employees and
community working together to
prepare for Community redevelopment
get:**

- ✓ Better Results
- ✓ Use resources more effectively

Must:

- Develop the Team.
- Train the Staff.
- Educate the Public.
- Embrace the Vision.
- Communicate .

Seven Things

We Can Do Today

1. The Mayor / Council

2. Work Together (Team)

3. Build on Assets (Capital)

4. Practice Democracy

5. Preserve Oberlin's Past

6. Grow New Leaders

7. Communication

Use all the community assets for community redevelopment:

- ✓ Identify what we have
- ✓ Build from the inside out.

Rebuild with:

- Additional Equipment; Mowers, dump trucks, loaders, tub grinders, etc.
- Additional Labor/Workers/Crews
- Additional Training.

Seven Things

We Can Do Today

1. The Mayor / Council

2. Work Together (Team)

3. Build on Assets (Capital)

4. Practice Democracy

5. Preserve Oberlin's Past

6. Grow New Leaders

7. Communication

Learning to talk together creates new information that can better prepare for Community Redevelopment by:

- ✓ Creating New Ideas
- ✓ Finding Solutions
- ✓ Involving More People for Change
- Enforce all the City Ordinances for the public good. The City Council, City Administration and Municipal Court practicing Democracy.
- Develop and cultivate a common Vision

Seven Things

We Can Do Today

1. The Mayor/Council

2. Work Together (Team)

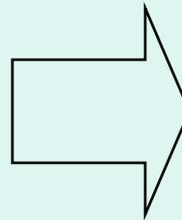
3. Build on Assets (Capital)

4. Practice Democracy

5. Preserve Oberlin's Past

6. Grow New Leaders

7. Communication



Understanding and building on our past gives new opportunities to learn:

- ✓ Links Past to Future
- ✓ Creates Common Culture
- ✓ Restores, Teaches and Heals

Seven Things

We Can Do Today

1. The Mayor / Council

2. Work Together (Team)

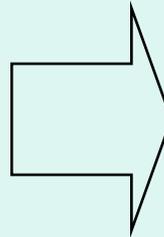
3. Build on Assets (Capital)

4. Practice Democracy

5. Preserve Oberlin's Past

6. Grow New Leaders

7. Communication



New leaders bring new ideas and experiences that can find new ways to prepare Oberlin redevelopment:

- ✓ Building Bench Strength
- ✓ Provide **Vision** and **Persistence**
- ✓ Include the Breadth of the Community

Seven Things *We Can Do Today*

1. The Mayor / Council

2. Work Together (Team)

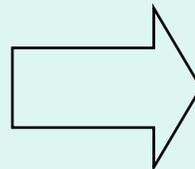
3. Build on Assets (Capital)

4. Practice Democracy

5. Preserve Oberlin's Past

6. Grow New Leaders

7. Communication



**Preparing for Oberlin redevelopment
requires Communication:**

- ✓ With Everybody – Our Allies
- ✓ Web Page
- ✓ Email's
- ✓ Social Media
- ✓ Civic Organizations
- ✓ Local Media – Electronic /Print

If the City of Oberlin has...					The result will be:
Vision	Incentives	Competencies	Resources	Action Plan	Growth
	Incentives	Competencies	Resources	Action Plan	Slow Growth
Vision		Competencies	Resources	Action Plan	Confusion
Vision	Incentives		Resources	Action Plan	Anxiety
Vision	Incentives	Competencies		Action Plan	Frustration
Vision	Incentives	Competencies	Resources		Failure

Assessing the Readiness for Joint Work

<i>Networking</i>	<i>Coordination</i>	<i>Cooperation</i>	<i>Collaboration</i>
Information exchange	Information exchange	Information exchange	Information exchange
	Authority retained by parties	Authority defined by parties	Shared authority, risk, resources, and responsibility
<i>Goal: more knowledge of existing actives</i>	Some planning or discussion of roles take place	Significant planning and discussion of roles takes place	Comprehensive strategic planning
	Regular communication among parties	Regular communication among parties	Clear communication channels
	<i>Goal: better efficiency in a particular task</i>	Access to one another's turf and span of responsibility	Alteration of current activities
		<i>Goal: better organizational performance</i>	Noncompetitive environment
			Creation of new structure for operation
			<i>Goal: achievement of common purpose or mission</i>

Commitments of Time-Trust-Access

Note: This chart draws on the work of Arthur T. Himmelman's "Communities Working Collaboratively for change," in *Resolving Conflict: Strategies for Local Government*, Margaret Herrman, ed. Washington, D.C.: International City/County Management Association, 1994, pp. 24-47

Chapter 1:

Understanding Roles and Responsibilities

When you have completed this chapter, you will

- Understand the history of professionalism in local government
- Understand how the roles and responsibilities of elected and appointed officials are changing
- Know how your own roles and responsibilities fit within a historical and current context.

This chapter covers the historical forces that led to the growth of professional management in local government. These forces include the rise of the council-manager plan and of chief administrative positions in other forms of government. The chapter then covers different models of government, the emergence of new roles for elected and appointed officials, and the implications of these new roles. Finally, it presents a worksheet for you to use in considering what roles and responsibilities you would like to have in the future to further enhance your position and benefit your community.

The local government reform movement¹

The Progressive Era, the most well-known proponent of which was Woodrow Wilson, was an important political force in the United States between 1900 and 1920. The reform movement that helped define the era sought to reduce the political corruption and inefficiencies in municipal governments, which were caused by the rapid urbanization of cities, the rise of big business, and the presence of powerful city political bosses. The reformers believed that all government operations and programs should be effective, efficient, and accessible to the public. Their values of efficiency and economy, coupled with a growth in business after World War I, fostered the concept that government should also be more business-like. The reformers argued passionately for their cause, and many of the legislative reforms that they won, including antitrust legislation, the short ballot, women's suffrage, anti-child labor laws, and home rule, are still in place and important today.

In pursuing its goal of making all forms of municipal government more professional, the reform movement planted the seeds for the council-manager, strong mayor-council, and commission forms of government. This occurred as the reformers sought to unify all legislative *and* administrative authority in an elected council, foster citizen participation and involvement, and apply the principles and practices of private business to city affairs. Soon, spurred by professional municipal management, the council-manager,

elected-executive, and commission forms of government grew in popularity, replacing the previous forms of government, most notably the weak-mayor form. And today, the values that the early reformers promoted—economy, efficiency, and accountability—are still vital to local government, regardless of its form.

The council-manager plan

The features of the council-manager plan that was designed to help accomplish the reformers' goals were (1) the nonpartisan, at-large election of a relatively small, part-time council, and (2) the selection of the mayor from among the council rather than through direct election.

Staunton, Virginia: A beginning

Staunton, Virginia, a small city in the Shenandoah Valley (and Woodrow Wilson's birthplace), became the first city to hire a professional city administrator. The dilemmas that Staunton faced make clear why the council-manager form of government and other initiatives to make government more efficient, effective, and accountable spread so rapidly. In 1906, with a population of just over 10,000, Staunton became a city. At the same time, it found itself with a new bicameral city council of twenty-two members, thirty-three legislative committees, and no full-time municipal employees. By all accounts, nothing could get done, and the resultant backlog of public works projects blocked access to roads, hampered transportation, and generally made movement around the city extremely difficult.

Recognizing that action was necessary, the Staunton city leaders studied the various forms of government in use at the time. In addition to the council-manager plan, they also considered the commission plan.² However, they rejected this alternative because they thought it would add more commissioners to an already large bicameral government. Instead, they decided to hire a municipal director, and in 1908, Charles E. Ashburner became the first city manager. (The council-manager form of government was formally adopted for the first time in Sumter, South Carolina, in 1912.)

Source: Richard J. Stillman II, *The Rise of the City Manager: A Public Professional in Local Government* (Albuquerque: University of New Mexico Press, 1974), 13–14.

The council-manager plan grew quickly, experiencing growth spurts after each world war. This form of government had strong support from the academic community, with the first university programs for city managers, founded just before World War I, gaining in popularity during the postwar years.

After World War I, with cities across America becoming more urban, transportation, electricity, and new water and sewer systems all required the attention of municipal officials. At the same time, communities were implementing new programs and projects, thereby increasing the importance of efficient administration and operations. Elected officials were glad to “hand

over” these more complex operations to city managers, many of whom were engineers with public works experience and were thus considered technical and administrative experts.

But in the years following World War II, many large cities were decreasing in population while the suburbs were expanding. This suburban expansion created new demands for public services (just as the cities had experienced after World War I) and a growing need for such facilities as sewers, roads, schools, water systems, and housing. In addition, the number of municipalities and special districts throughout the country also increased. To manage suburban growth and the growing complexity of government in an efficient, effective, and accountable manner, elected officials continued to turn to city and county managers with technical and administrative expertise. In the two decades that followed World War II, the number of communities that adopted the council-manager plan nearly quadrupled from 600 to 2,200 cities.

The mayor-council plan and chief administrative officers

During the Progressive Era, a number of cities maintained the strong-mayor form of government. Under this form, citizens elected mayors who were responsible for the municipal executive branch of government, running the departments and various functions, while the councils functioned as the legislative branch, passing local ordinances and laws. However, during the two council-manager growth spurts, many cities with strong mayors began to appoint chief administrative officers (CAOs) to promote the core value of a professional administrator associated with the council-manager plan. The first large city to appoint a CAO was San Francisco, when the position was added to the city charter in 1931. Other large cities, including Philadelphia, New York, Boston, and Los Angeles, followed suit after World War II.

Today, CAOs are sometimes called city administrators, deputy mayors, managing directors, business administrators, or administrative officers. While CAOs do not have the same authority as city/county managers, their day-to-day responsibilities are similar. Both officials usually supervise line operations and provide administrative and managerial advice to the mayor/chairperson. In some locations, the CAO also prepares the budget. One key difference between city/county managers and CAOs, however, pertains to personnel matters: city/county managers are authorized to hire and fire staff, whereas CAOs can only try to influence the mayors, who make final personnel decisions. Nevertheless, because city and county managers and CAOs have many similar responsibilities and tasks, the ideas, concepts, and recommendations in this workbook will be beneficial to both groups as they strive to enhance their work relationships with mayors and the legislative body.

Questions to consider

- Think about the history of your community. Did it ever experience dramatic growth or change? If so, how did the government respond to this growth?

- How are your current roles and responsibilities shaped by your local government's historical context?

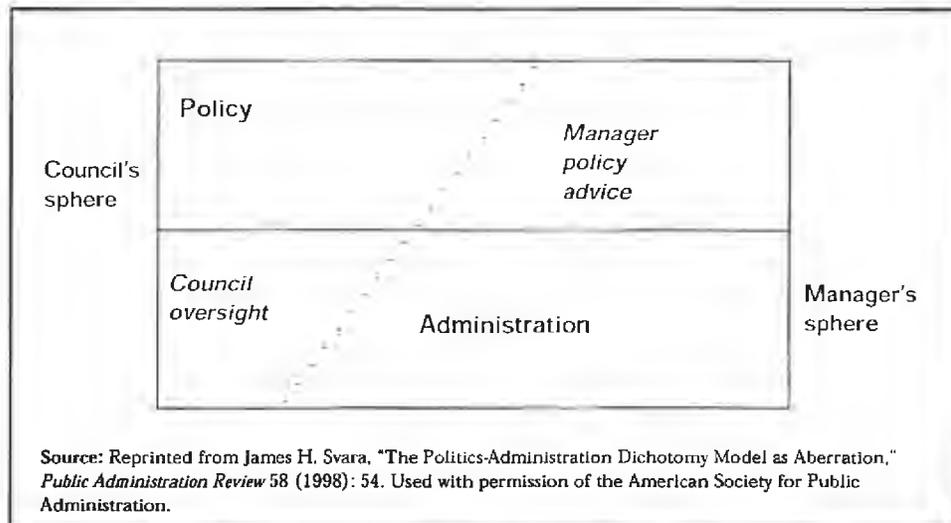
Political and administrative roles

While it is commonly believed that a key component of the council-manager plan originally included a strict separation between the elected officials' policy role and the appointed official's administrative role, the historic record suggests otherwise. According to James H. Svara, a leading academician in the field, the progressives believed that the manager would not only be a trained "expert" in government administration but also be able to achieve defined objectives and solve municipal problems by thinking, coordinating, researching, and applying efficiency standards—tasks that were in accordance with all modern scientific management principles and administrative theories common at the time.³ From his research, Svara describes the model that original designers had in mind.

The governmental model that the reformers were espousing was based on distinct but overlapping and complementary responsibilities with all governmental authority residing in the city council. The executive was insulated from the political interference of the all-powerful council, but the manager was not placed into a separate sphere. Neither was the manager to wait silently until instructions about policy were delivered from the council. The manager was viewed as a participant in the deliberations about policy decisions who would offer a distinct perspective, although he would not supplant the council's policy-making prerogatives.⁴

Svara offers the following figure to explain how the original supporters envisioned the manager and council responsibilities.

Figure 1-1. Complementary division of responsibility for policy and administration



A revised model, the politics-administration dichotomy model, took root during the post-World War I period. With its more rigid separation of roles between the council and staff, this model was the result of the “scientific management” movement of the 1920s and a reaction to municipal budget cutbacks during the Great Depression of the 1930s. Characterized by Chester A. Newland as an expression of “structural orthodoxy,”⁵ the politics-administration dichotomy continued to define council-manager government into the 1960s. Newland has suggested that the rigid role definitions of that period actually served to strengthen managerial prerogatives at the expense of council authority and made meaningful citizen input difficult.

A new model for elected and appointed officials

Since the political tumult of the late 1960s, elected and appointed officials have struggled to redefine their roles. One of the first efforts to deal comprehensively with the changing roles of the local government manager was made by the Committee on Future Horizons of the Profession, convened by the International City Management Association in 1978. The committee report, ultimately published as a book titled *The Essential Community: Local Government in the Year 2000*,⁶ suggested that to be effective, the contemporary manager would have to assume the roles of translator, broker, and negotiator.

A decade later, the ICMA’s Future Visions Consortium expanded the list of prescribed manager roles to include those of consensus builder, translator and interpreter of community values, convener of interested parties and diverse community groups, change agent, facilitator of conflict resolution, champion of leadership development within the community, educator on community issues, problem solver, process leader, team builder/mentor, source of empowerment, champion of new technologies, and bearer of ethical standards.

Connecting Citizens and Their Government,⁷ a 1996 report published by NLC about the future of professional local government, has defined similar emerging leadership roles for elected officials. These include serving as

- A model by maintaining a spirit of civility and cooperation and setting the tone for civil discourse and problem solving
- A messenger to encourage citizens, businesses, the media, community organizations, and other stakeholders to play an active role in community-building initiatives
- A shaper of processes that connect citizens with local government, allowing them to get involved
- A leader to bring all the stakeholders together and build trust.

Why new roles are emerging

Despite the rich history that has bolstered high expectations for council-manager government, elected officials, managers, and academicians have often debated its strengths and weaknesses. Are the roles of elected officials within the council-manager plan appropriate and adequate for the realities

of today's political context? What role, if any, should managers and other city staff play in the development and advocacy of policy? Do managers hold to ideals and exhibit behaviors that lead to satisfaction on the part of elected officials and citizens? Do citizens in council-manager cities have the political representation and participation that answer to their needs?

In a 1995 newsletter of the National Civic League, Christopher Gates, president of the organization that originally spawned (and continues to advocate) council-manager government, suggested that perhaps all is not at ease:

One of the things we hear consistently in all communities is that city managers, county managers, and elected officials understand that the earth has turned. They understand that they are doing business in a different way and that government can no longer be a unilateral force in community decision making. What they struggle with is finding their role in this new model of governance. How are they supposed to act? Who is supposed to take the lead? Who really should be deciding the agenda? Who is supposed to be following whom? There is an unbelievable tension in communities struggling with these issues.⁸

The context within which contemporary council-manager government must function has changed significantly in recent years in ways that are both political and structural. The culture of civic improvement and of representation by a small group of "good government" elected officials—foundations of the Progressive reform movement—can no longer be assumed. Among the specific changes documented in recent years are

- The rise of the "professional" full-time politician⁹
- The blurring of traditional boundaries in the various forms of government; between the public and private sectors of the economy; and in the intergovernmental roles of the federal, state, regional, and local levels¹⁰
- The district or ward-based election of council members¹¹⁻¹³
- The direct election of the mayor¹⁴
- More assertive mayors¹⁵⁻¹⁷
- The mayoral veto¹⁸
- An increased sharing of authority for appointment and removal of department heads^{19,20}
- Conflicting ideas and expectations with regard to the policy role of the manager²¹⁻²⁴
- More diverse public participation.²⁵

American communities have become increasingly complex in their diversity, and previously underrepresented groups, such as women and ethnic minorities, are being elected to city councils in record numbers. Elected officials continue to want professional expertise and advice from managers and staff, but they also expect a demonstrated sensitivity to diverse and complex communities. According to Aggie Stackhaus, a council member in Kansas City, Missouri, "It's important for managers to understand the plight and worldviews of people unlike themselves."

Although citizen trust in local government is generally higher than it is in other levels of government, general citizen cynicism toward government

at the federal and state levels has affected cities as well. The 1995 report of ICMA's Council-Manager Plan Task Force expresses the view that despite its "reform" beginnings, council-manager government has not been immune: "In the past, people liked government, but not politics, and supported change to a form of government that was 'less political.' . . . In the present, the council-manager system is widespread, and the public's frustration with government affects communities regardless of form."²⁶

Citizens like neither government nor politics. As a palliative, the report suggests viewing the council-manager plan not in terms of rigid separate roles but as an approach to governance and management. Active and timely citizen involvement is seen as key to more effective and satisfying local government. Contemporary managers, such as Charlie Meyer, city manager of St. Louis Park, Minnesota, express strong support for the important role of elected officials in maintaining that community link:

The role of the elected officials is to keep in touch with the community and to interpret what they hear to their council colleagues and to the staff. They educate themselves on the issues and provide leadership by articulating how the city can deliver what citizens are asking for. Both the council and the staff are responsible for delivering a process that includes citizen participation. When staff makes recommendations they should first look to alignment with overall city direction from the community vision process. After that they can look at efficiency, cost-benefit analysis, and whether the solution will really solve the problem.²⁷

The emerging model for council-manager government is less one in which council/board and staff "know their places" and more one in which citizens, local government officials, and professional staff view themselves as mutually supportive partners in community governance, problem solving, and the delivery of city services. The early twentieth-century framers of the council-manager plan would likely be pleased!

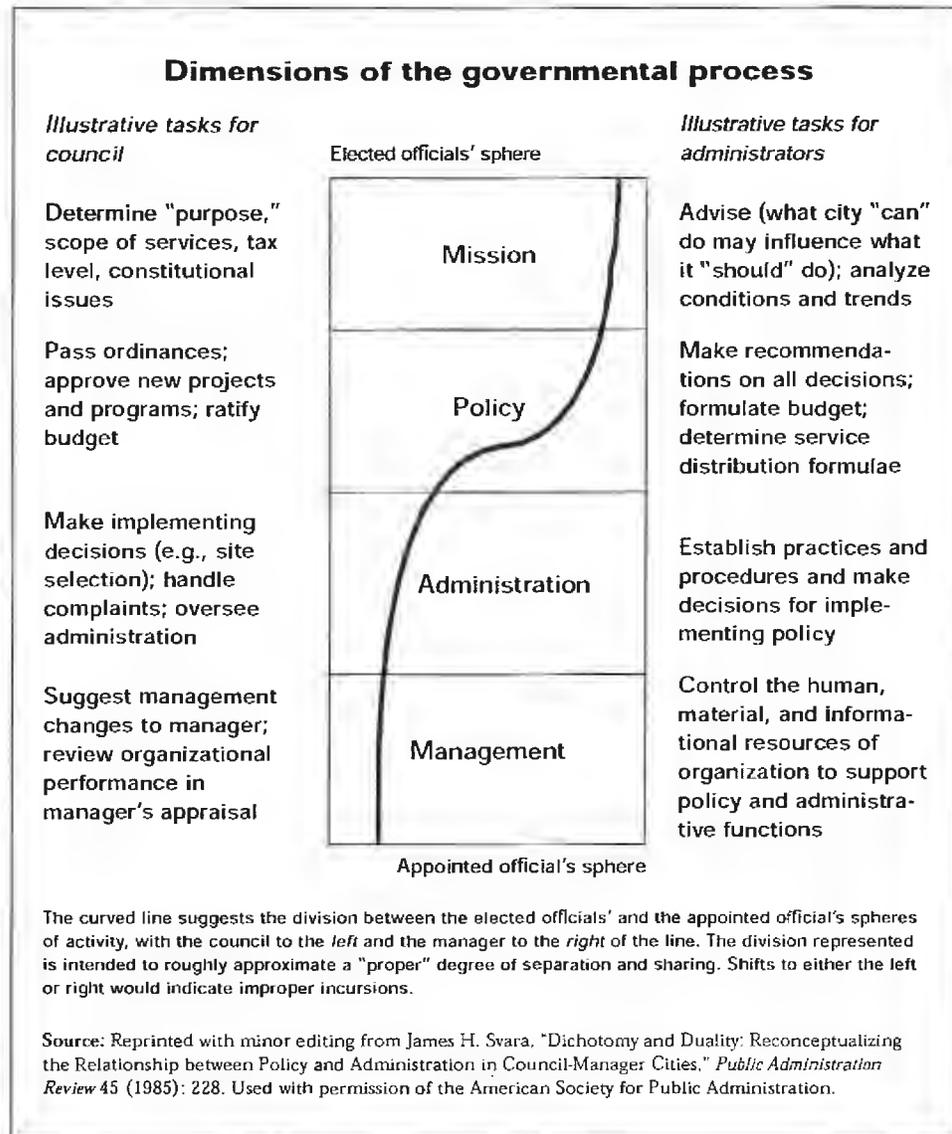
What these new roles mean

Both Svava and John Nalbandian, who is a former elected official as well as an academician, have studied the new roles of elected and appointed officials.²⁸ Understanding these authors' ideas will help you put your own roles and responsibilities into a larger context so that you can better understand what your current position is and how you may want to work within your community. Svava's model focuses on both elected and appointed officials and shows that both groups get involved in all dimensions of government. Nalbandian primarily addresses appointed officials; however, his ideas have implications for elected officials as well. Although both models are presented separately below, they are complementary and together will help you understand your current role and shape your future one.

The Svava model. James Svava rejects the traditional dichotomy model and redefines the parameters of elected and appointed officials' roles. His model, which recaptures the original partnership, is based on the expertise, practical experience, and shared responsibilities of both groups of local government officials.

This new model, which is illustrated in Figure 1-2, identifies four dimensions of the governmental process—mission, policy, administration, and

Figure 1-2. The dichotomy-duality model



management—and divides each one by the councils' and managers' spheres. Both elected and appointed officials operate in all four dimensions, although they do so to different degrees, performing different tasks. For example, as Figure 1-2 illustrates, elected officials are more involved in developing the mission or purpose of services while appointed officials play a larger role in the government's management. The curved line suggests the appropriate division between the two groups of officials.

While this model departs from the dichotomy model, it is practical and reflects actual occurrence in many local governments today.

Activity

Below is a copy of the same figure discussed above but without the curved line. Take a few minutes and think about your local government. Then draw your own curved line.

Elected officials' sphere



Appointed official's sphere

Questions to consider

- Compare your drawing with Svava's model shown in Figure 1-2. Is there a big difference? If yes, what do you think accounts for it?

- Are your responsibilities and tasks closer to those reflected in the dichotomy (Figure 1-1), in the revised model described on page 17, or in the Svava model?

- On the basis of your drawing, do you think you might consider making any changes in your tasks or responsibilities or in how you perform your job? If so, what changes do you envision?

The Nalbandian model. John Nalbandian would agree that both elected and appointed officials get involved in all dimensions of government; however, his translator model only addresses how successful appointed officials operate in all realms of government. But although he has limited his focus to appointed officials, the roles of the translator and facilitative leader are played effectively by both groups.

Appointed officials need to understand the perspective of both elected officials and the professional staff. Elected officials see the world through political lenses—with one eye on what their constituents value. They translate citizen values and needs into policies that will build and strengthen communities. Professional staff are experts in specialized areas such as planning, traffic engineering, and utilities. These individuals have a keen sense of what can work because they are responsible for implementing policies and ensuring the day-to-day operations of government functions.

The successful appointed official, acting as the translator, builds bridges between the elected officials and the professional staff. While the elected officials develop policies and direction, the appointed official translates those policies and directions to the professional staff, who must implement them. The appointed official also translates to elected officials how professional staff *can* implement those directions and alerts them to any problems that the community or staff may encounter.

Nalbandian has also identified new roles for appointed officials: as partners in facilitating change and community building.²⁹ He recognizes that the roles of many appointed officials have remained the same, including “keeping the council informed, providing continuity and stability, telling the council what it does not necessarily want to hear, and balancing short run interests against a long-run, ‘greater good’ perspective.”³⁰ However, he contends that facilitative leadership is critical in local government and that working collaboratively with elected officials to facilitate change and build communities will enable appointed officials to help their local governments address many of the emerging trends identified previously.

NLC leadership has also recognized the importance of facilitative leadership. In 1997, Clarence Anthony, mayor of South Bay, Florida, and NLC’s incoming president in 1999, identified as the focus topic for his term as president “building a nation of communities.”³¹ The NLC Advisory Council’s 1998 Futures Report also addressed this issue, stating that “the need to strengthen community at the local level is among the most important issues that municipal officials face today.”³² David W. Moore, advisory council chair and the mayor of Beaumont, Texas, further stated that, “as municipal officials, we have a real interest in creating a climate where everyone can participate and be a part of the community in some way, and where everyone’s voice is heard.”³³

The roles that NLC details in its aforementioned report, *Connecting Citizens and Their Government*, support Nalbandian’s concepts as they reflect similar facilitative behavior that elected officials should exhibit to enable the community to grow and prosper. Specifically, the report encourages elected officials to work with citizens to find solutions to pressing community problems in a collaborative and supportive atmosphere.

The facilitator role has grown for both elected and appointed officials. This is because local governments are emphasizing (1) partnerships (both with citizens and with other public and private entities), (2) responsiveness to customers and citizens, (3) quality management, and (4) coordination among divergent department perspectives. By the same token, this role is difficult to achieve, given the diversity of both elected officials and staff, the increased emphasis on and need for community building, and the growing number of local government partnerships. Thus, to fulfill this vital role, local government officials must frame issues, focus on interests rather than on

positions, develop processes to include diverse interests, and develop collaborative relationships. For example, as community building has emerged as a new focus for many appointed officials, these officials are using a facilitative approach to enhance services, expand the degree of citizen participation in the decision-making process, and increase the overall sense of community. Nalbandian writes that “from a public official’s perspective, community building essentially involves building political capacity—the capacity to make collective decisions amidst diverse and conflicting interests.”³⁴ He believes that the future legitimacy of appointed officials will rely on this capacity, which requires them to focus on getting things done collectively while building a sense of inclusion.

Questions to consider

- As the elected official, do you translate the community’s issues and concerns into policy and communicate that to the appropriate appointed official(s)? As the appointed official, are you the translator between the elected officials and the professional staff? If you’ve answered yes to either question, what skills do you use when you play the translator role?

- Do you find yourself playing the role of translator with some issues more than others? If so, what accounts for the difference?

- Do you find yourself often facilitating change and working toward building community? If so, what skills does it take?

- Are these skills different from those you use in your other capacities? If so, how are they different?

- If you are not playing either of these roles, is it appropriate for you to start? Why or why not?

- What skills would you need to gain to play these different roles?

Identifying new roles

This chapter has covered the traditional and emerging roles of both appointed and elected officials. Hopefully, it has prompted you to think about your own roles and responsibilities, and to consider what changes you might want to make to improve your relationships with other local government officials and thereby increase your effectiveness in the community. One important consideration, however, may be barriers—conditions that stand in the way of change and that must be overcome before individuals can change their roles and responsibilities.

Activity

Take a few minutes to fill out the worksheet included at the end of this chapter, "What Role Do I Want to Play?" Think about your future role in terms of history, demographics, government operations, and the direction your community would like to take. Consider the steps that you need to take to go in that direction and the barriers that you might encounter. If any new ideas or activities occur to you that you might want to try, add them to your action plan.

Conclusion

In this chapter we covered the history of the predominant forms of government, especially the council-manager plan, and what that means for you in your role as a local government official. Enduring all changes and trends, the values that the progressives espoused—efficiency, effectiveness, and accountability—are still key components of all forms of government.

We also covered trends in emerging roles. In the next section, you will explore how these emerging roles might color your perspectives and influence your day-to-day activities, and how a current city manager and an elected official might deal with them.

-
- 1 Richard J. Stillman II, *The Rise of the City Manager: A Public Professional in Local Government* (Albuquerque: University of New Mexico Press, 1974), 5–26. Most of the information in this section is taken from this source unless otherwise noted.
 - 2 Under this plan the general population elects commissioners to run municipal departments. A single individual, the elected commissioner, performs both the executive and legislative functions for each department. During the Progressive movement this form of government, originally implemented in Galveston, Texas, in 1901, was gaining some popularity.
 - 3 James H. Svava, "The Politics-Administration Dichotomy Model as Aberration," *Public Administration Review* 58 (1998): 51–58.
 - 4 *Ibid.*, 54.
 - 5 Chester A. Newland, "Managing from the Future in Council-Manager Government," in *Ideal and Practice in Council-Manager Government*, 2nd ed., ed. H. George Frederickson (Washington, D.C.: International City/County Management Association, 1995), 265–266.
 - 6 Laurence Rutter, *The Essential Community: Local Government in the Year 2000* (Washington, D.C.: International City Management Association, 1980).
 - 7 National League of Cities, *Connecting Citizens and Their Government: Civility, Responsibility and Local Democracy* (Washington, D.C.: National League of Cities, 1996).

- 8 Christopher T. Gates, "Focus on the Future of NCL," *Civic Action* 8 (fall-winter 1995): 2, 6.
- 9 A. Ehrenhalt, *The United States of Ambition: Politicians, Power and the Pursuit of Office* (New York: Times Books, 1991).
- 10 Elaine B. Sharp, "City Management in an Era of Blurred Boundaries," in *Ideal and Practice in Council-Manager Government*, 2nd ed., ed. H. George Frederickson (Washington, D.C.: International City/County Management Association, 1995), 175-186.
- 11 Tari Renner and Victor S. DeSantis, "Contemporary Patterns and Trends in Municipal Government Structures," in *The Municipal Year Book 1993* (Washington, D.C.: International City/County Management Association, 1993), 57-69.
- 12 Chardean Newell, James J. Glass, and David N. Ammons, "City Manager Roles in a Changing Political Environment," in *Ideal and Practice in Council-Manager Government*, ed. H. George Frederickson (Washington, D.C.: International City Management Association, 1989), 99-113.
- 13 O. Devaud, "The Effect of the Change from At-Large to District Elections in North Carolina" (master's thesis, University of North Carolina at Chapel Hill, 1990).
- 14 Renner and DeSantis, "Contemporary Patterns and Trends."
- 15 R. Gurwitt, "The Lure of the Strong Mayor," *Governing* 6 (July 1993): 36-41.
- 16 G.W. Sparrow, "The Emerging Chief Executive 1971-1991: A San Diego Update," in *Facilitative Leadership in Local Government: Lessons from Successful Mayors and Chairpersons*, ed. James H. Svara (San Francisco: Jossey-Bass, 1994), 187-199.
- 17 G.P. Whitaker and R.H. DeHoog, "City Managers under Fire: How Conflict Leads to Turnover," *Public Administration Review* 51 (1991): 156-165.
- 18 Ibid.
- 19 Eric Anderson, "Two Major Forms of Government," in *The Municipal Year Book 1989* (Washington, D.C.: International City Management Association, 1989), 25-32.
- 20 Renner and DeSantis, "Contemporary Patterns and Trends."
- 21 James H. Svara, "Dichotomy and Duality: Reconceptualizing the Relationship between Policy and Administration in Council-Manager Cities," *Public Administration Review* 45 (1985): 221-232.
- 22 Svara, "The Politics-Administration Dichotomy Model."
- 23 D.R. Morgan and S.S. Watson, "Public Leadership in Council-Manager Cities: Comparing Mayors and Managers," *Public Administration Review* 52 (1992): 438-446.
- 24 P. Teske and M. Schneider, "The Bureaucratic Entrepreneur: The Case of City Managers," *Public Administration Review* 54 (1994): 331-340.
- 25 John Nalbandian, *Professionalism in Local Government: Roles, Responsibilities, and Values of City Managers* (San Francisco: Jossey-Bass, 1991).
- 26 "A Look into Our Evolving Profession: 1995 Report of ICMA's Council-Manager Plan Task Force," *Public Management* 77 (March 1995): A-3.
- 27 Charlie Meyer, Interview with Kevin Frazell, St. Louis Park, Minn., December 11, 1998.
- 28 The Svara model is described by E.H. Denton and Joe P. Pisciotte in "Enhancing the Governing Body's Effectiveness," in *The Effective Local Government Manager*, 2nd ed., ed. Chardean Newell (Washington, D.C.: International City/County Management Association, 1993), 58. For a description of John Nalbandian's translator model, see John Nalbandian, "Reflections of a 'Pracademic' on the Logic of Politics and Administration," *Public Administration Review* 54 (1994): 531-536.
- 29 Nalbandian's views on facilitating change and community building are expressed in "Facilitating Community, Enabling Democracy: New Roles for Local Government Managers" (unpublished draft copy), *Public Administration Review* 59 (1999): forthcoming. NLC has also described these concepts in *Building a Nation of Communities: The 1998 Futures Report* (Washington, D.C.: National League of Cities, 1998).
- 30 Nalbandian, "Facilitating Community, Enabling Democracy," unpublished draft, 29.
- 31 National League of Cities, *Building a Nation of Communities*, front cover.
- 32 Ibid., 3
- 33 Ibid.
- 34 Nalbandian, "Facilitating Community, Enabling Democracy," unpublished draft, 6.

What roles do I want to play?

Function	What roles do I play?	What roles do I want to continue to play?	What roles do I want to change?	What are the barriers to change?
Mission				
Policy				
Administration				
Management				

New Agenda Item Number 2

Input, Planning and Discussion of the Proposed 2016 Street Pavement Management Plan.
(Kampfer) 15-30 minutes

City of Oberlin
STREET DEPARTMENT



**2016 STREET
PAVEMENT
MANAGEMENT PLAN**

Maintenance and Rehabilitation Planning

1 Morgan Drive
Oberlin, Kansas
785-475-2217





Think Of A Pavement Management Plan As...

A portfolio of information to assist decision makers in their management of a public asset – city streets.

By effectively planning for the routine preventative care of city streets, costs associated with such maintenance can be minimized.

INTRODUCTION

February 4, 2016

Subject: 2016 Pavement Management Plan

Introduction - Executive Overview

I am pleased to present the draft Better Pavement Plan for your review. This is a major milestone towards my vision of establishing a systematic, implementable program to bring about real and lasting change to Oberlin's streets. This plan forwards a comprehensive set of guidelines to improve Oberlin's streets – to make our streets more useable and attractive and universally accessible to all, to make them safer and more welcoming, and to return them to their rightful place as the center of civic life in this wonderful city. I commend all those involved in the drafting of this plan for their work. There will be significant challenges to ensuring that the kinds of improvements envisioned in the Better Pavement Plan move from idea to reality. We will need to commit the resources and funding in order to re-envision and refurbish our streets over a reasonable amount of time. Integrated street improvements to the extent envisioned by the Better Pavement Plan will not happen overnight. They will take a concerted effort over time on the part of all of us but will ultimately yield more efficient and attractive streets for the entire city. This draft Better Pavement Plan is an excellent beginning. Please review it and make comments. In a few months, after we have heard from you, staff will revise and then seek to have the plan adopted. We hope to have your full support throughout the process and when we begin to build the kinds of streets this plan envisions. We appreciate your on-going commitment to helping us plan Better Streets in Oberlin.

This report documents the existing condition of historic infrastructure within the City, and provides the guidance and recommendations for the improvement of the project area. It will be used to identify infrastructure and capital investments, elements to enhance accessibility within the project area, and provide a recommended implementation plan with detailed street-by-street recommendations for the preservation, rehabilitation and reconstruction of the historic street materials and industrial infrastructure. It is important to explore and utilize many types of preventative maintenance to appropriately improve the longevity of our road system.

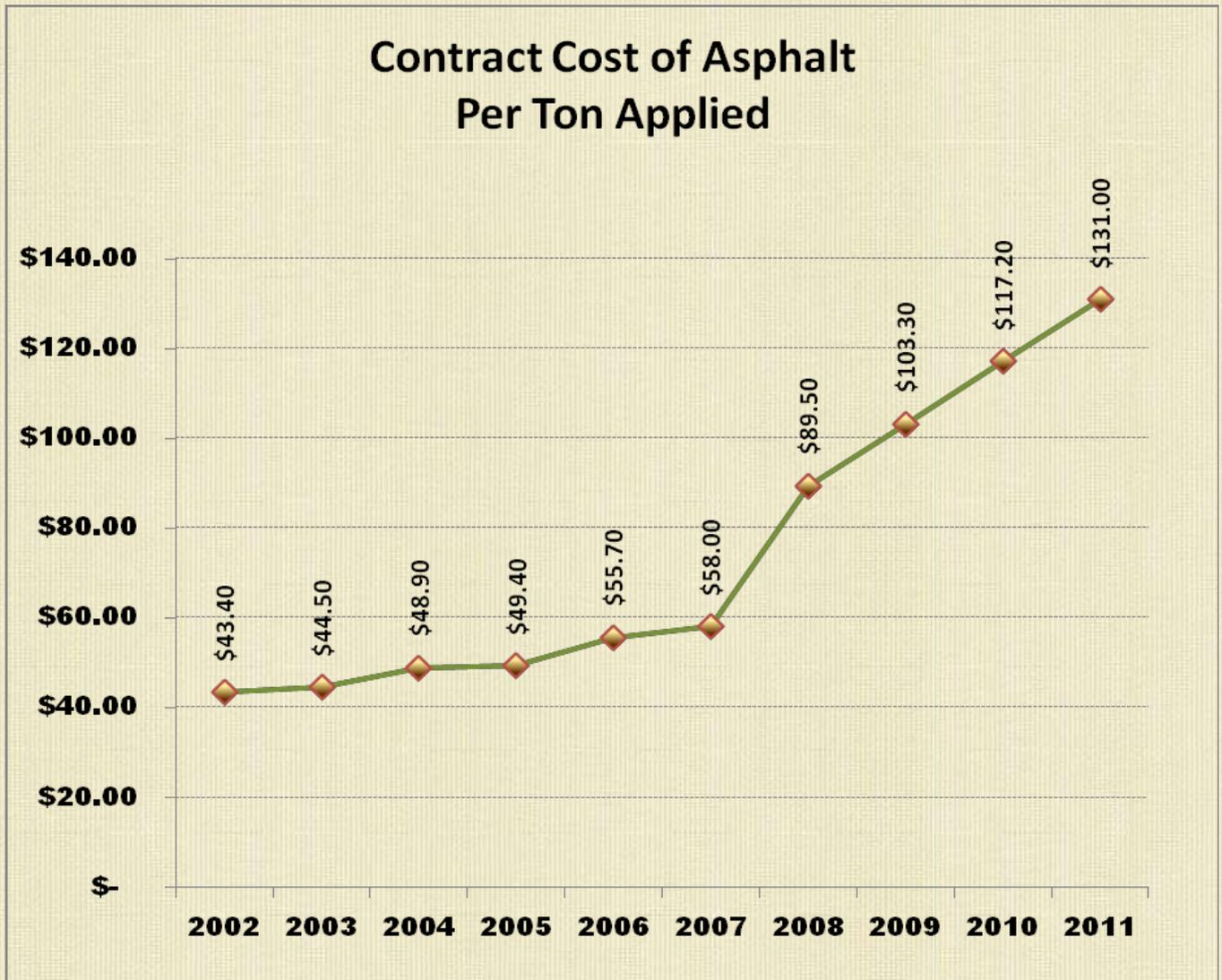
If you have any questions as you review the 2016 Pavement Management Plan, please don't hesitate to contact me. We are all committed to providing the public with the information you need. Thank you for your time to serve your community.

Sincerely,

Pete Kampfer
City Administrator

“The True Cost of Deferring Maintenance”

Illustrated below is a major contributor to the escalating cost of overlays – the ever increasing cost of asphalt application. Although not demonstrated by this graph, the costs of fog seal and chip seal oils also continue to increase. These combined factors are directly related to our dwindling purchasing power.





Benefits Of Pavement Management –

Pavement management is a planning and budgeting tool to help managers make more consistent, cost effective, and defensible decisions about what work to do and when to do it. It helps decision making by providing information about inventory, condition, and cost of various preventative maintenance procedures.

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It is unlikely that traffic levels will decrease in the future or that pavements will get so good that they never need repair. Similarly, it is unlikely that major increases in funding for transportation will occur in the near future. The need for efficient management is greater today than ever before, and for pavements, the tool for efficiency is a good pavement management system.

“Overall Pavement Management Goal”

Maintain Oberlin City’s existing transportation system at the highest level possible with the funds available.

Program Objectives¹

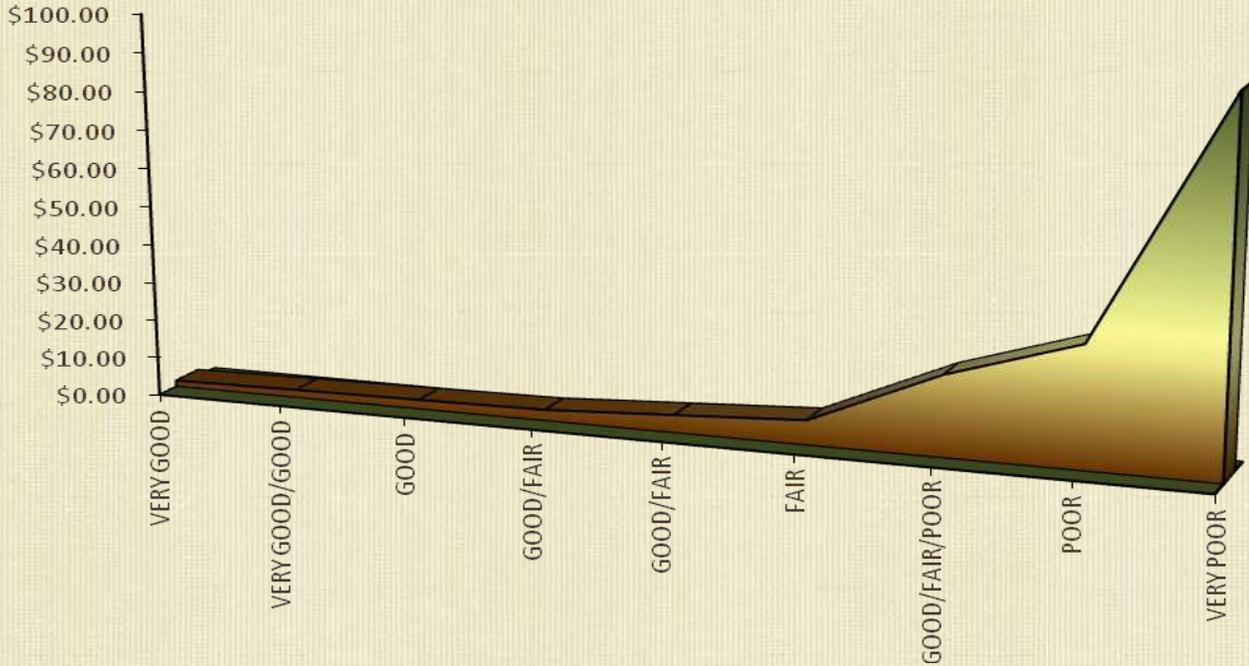
1. Keep most of Oberlin City’s paved streets in the “Very Good” or “Good” category.
2. Do not allow any street to remain in the “Poor” category for more than 3 years.
3. Do not allow any paved street to deteriorate below the “Poor” category.
4. Increase the percentage in the “Very Good” category.
5. Monitor deterioration patterns. Recognize future needs and plan to minimize their impact.

Review of Achievements Toward Objectives

1. The program continues to meet objective number one. Currently 65% of Oberlin’s paved streets are in the “Very Good” and “Good” categories. Our ongoing analysis continues to demonstrate that band-aid treatments, like the single chip seal, temporarily elevate or maintain ratings on streets that are otherwise showing a steady decline.
2. There are currently eight street sections in the “Poor” category.
3. We are seeing a downward trend in pavement conditions with overall deterioration continuing to overwhelm our resources available to address the needed maintenance.
4. Maintaining this objective is largely influenced by community growth and addition of new subdivision streets or streets constructed with assistance of grant program funding. Without new construction, additions to the “Very Good” category are the result of overlay projects or chip sealing of higher rating “Good” streets. Raising the percentage by adding new streets is more indicative of current community growth than success of the “Pavement Management Plan”.
5. We continue to monitor and analyze deterioration patterns in our pavement system. Current and future needs have been identified in past reports. We continue to systematically set priorities and utilize available resources to provide the best use of the taxpayer dollar.

¹ A detailed explanation of the pavement rating system is provided beginning on page 4.

“2016 Pavement Maintenance Cost Curve”



STREET CATEGORY	COST PER SQUARE YARD	TYPE OF MAINTENANCE
VERY GOOD	\$1.65	FOG SEAL (NO PREP)
VERY GOOD/GOOD	\$2.10	1/4"-10 SINGLE CHIP (NO PREP)
GOOD	\$2.49	FOG SEAL (INCLUDING PATCHING)
GOOD/FAIR	\$2.88	3/8"-1/4" SINGLE CHIP SEAL (SOME PREP)
GOOD/FAIR	\$4.69	DOUBLE CHIP SEAL (SOME PATCHING)
FAIR	\$6.48	DOUBLE CHIP SEAL (CONSIDERABLE PATCHING)
GOOD/FAIR/POOR	\$21.20 ²	THIN OVERLAY (MINOR PATCHING)
POOR	\$31.80 ²	THIN OVERLAY (CONSIDERABLE PATCHING)
VERY POOR	\$95.40 ²	REBUILD

This graph represents the very foundation upon which the Pavement Management Plan was developed. Maintaining streets in the “Fair”, “Good”, and “Very Good” categories provides the citizens of OBERLIN with the most cost effective transportation system.

² Added cost for required ADA Compliance is not included in these estimated amounts.

“Example 2016 Maintenance Task Estimate”

RECOMMENDED TREATMENT (Example)				
	MILEAGE	SQUARE YARDS	ESTIMATED COST PER SQUARE YARD	TOTAL COST
ASPHALT THIN OVERLAY				
Application	.20	5,492	\$33.37	\$183,268
Prep, Patch, Misc				\$ 98,300
Storm-water System Construction				\$ 79,500
ADA Required Sidewalk Construction				\$ 44,855
2016 ASPHALT THIN OVERLAY SUB TOTAL				\$405,923
CHIP SEAL				
Application to City Streets		56,733	\$ 2.15	\$121,976
Prep & Patch City Streets		56,733	\$ 0.73	\$ 41,415
2016 CHIP SEAL SUB TOTAL				\$163,391
2016 MAINTENANCE TASKS SUBTOTAL				\$569,314
CONTINGENCY (10%)				\$ 67,948
2016 MAINTENANCE TASKS TOTAL				\$747,424

Revenue for pavement maintenance work comes from a portion of the City tax base and potential Community Block Grants.

“Program Background”

In the fall of each year, a City of Oberlin engineering technician drives along each paved city street and conducts an inspection. During this inspection the following items are analyzed:

- The street’s ride quality
- Surface cracking
- Trench settlement
- Drainage issues

Additionally, any other items that affect the street’s structural integrity are noted.

It is through this inspection that each street is rated. The rating assists in determining what maintenance techniques, if any, will be recommended for that street

Each street is placed into a category by visually rating the defects found in each section of pavement. A street starts with a rating value of 100. The number of defects found, based on the visual inspection, are subtracted from 100 to arrive at the rating value for that section. Each category has a range of values. The rated street is placed in the appropriate category based upon the rating value. There are five categories, ranging from “Very Good” to Very Poor”, used to report the street section’s condition.



SAMPLE ASPHALT PAVEMENT RATING FORM ⁽¹⁾⁽²⁾

STREET/ROUTE/FACILITY NAME: _____

CITY OR COUNTY: _____ DATE: _____

LENGTH OF PROJECT: _____ WIDTH: _____

LOCATION OF SURVEY: _____ WEATHER: _____

PAVEMENT TYPE: _____

NOTES: _____

(Note: a rating of "0" indicates that the distress does not occur)

<u>DISTRESS</u>	<u>RATING</u>	<u>SCORE</u>
Transverse Cracks	0 to 5	_____
Longitudinal Cracks	0 to 5	_____
Block/Multiple Cracking	0 to 10	_____
Alligator Cracks	0 to 10	_____
Shrinkage Cracks	0 to 5	_____
Rutting	0 to 10	_____
Corrugations	0 to 5	_____
Raveling	0 to 5	_____
Shoving or Pushing	0 to 5	_____
Pot Holes	0 to 10	_____
Excess Asphalt/Binder	0 to 5	_____
Polished Aggregate	0 to 5	_____
Deficient Drainage	0 to 10	_____
Overall Riding Quality (0 is excellent; 10 is very poor)	0 to 10	_____

Condition Rating = 100 – Sum of Distresses
 = 100 – _____

Condition Rating =

SOURCES:

- (1) ASPHALT PAVING DESIGN GUIDE, MAPA
- (2) INFORMATION SERIES NO. 169 (IS-169), THE ASPHALT INSTITUTE

Sum of Distresses = _____

“Definition of Pavement Condition Categories”

Very Good

Definition

Stable, no more than an occasional crack, excellent ride qualities. These streets usually have been constructed or overlaid recently. Recommended treatments are fog seal or ¼”-#10 chip seal to prevent oxidation and possibly minor crack filling.

Rating Range

100 - 98

Good

Definition

Stable, good ride qualities. Distress characteristics may include: grey or light-colored appearance (due to oxidation), some transverse and longitudinal cracking, and possibly isolated trench settlement. Recommended treatments are crack filling, fog seal, chip seal, and possibly thin overlay. Currently 50.22% of OBERLIN City’s asphalt streets are in this category.

Rating Range

97 - 89

Fair

Definition

Generally stable, though minor areas of structural weakness may be evident. Ride qualities are good to fair. Distress characteristics may include: transverse, longitudinal, and occasional alligator cracking; trench settlement; or drainage deficiencies. Recommended treatment is extensive patching and chip seal application or thin overlay.

Rating Range

88 - 70

Poor

Definition

Areas of instability with evidence of structural deficiency. Ride qualities range from fair to poor. Distress characteristics may include transverse, longitudinal, alligator, and shrinkage cracking. Trench settlement and drainage deficiencies will also be evident. If the street base is in such condition that rehabilitation is possible, an overlay is recommended; otherwise street reconstruction is necessary. The first two treatments would require extensive crack filling and patching.

Rating Range

69 - 45

Very Poor

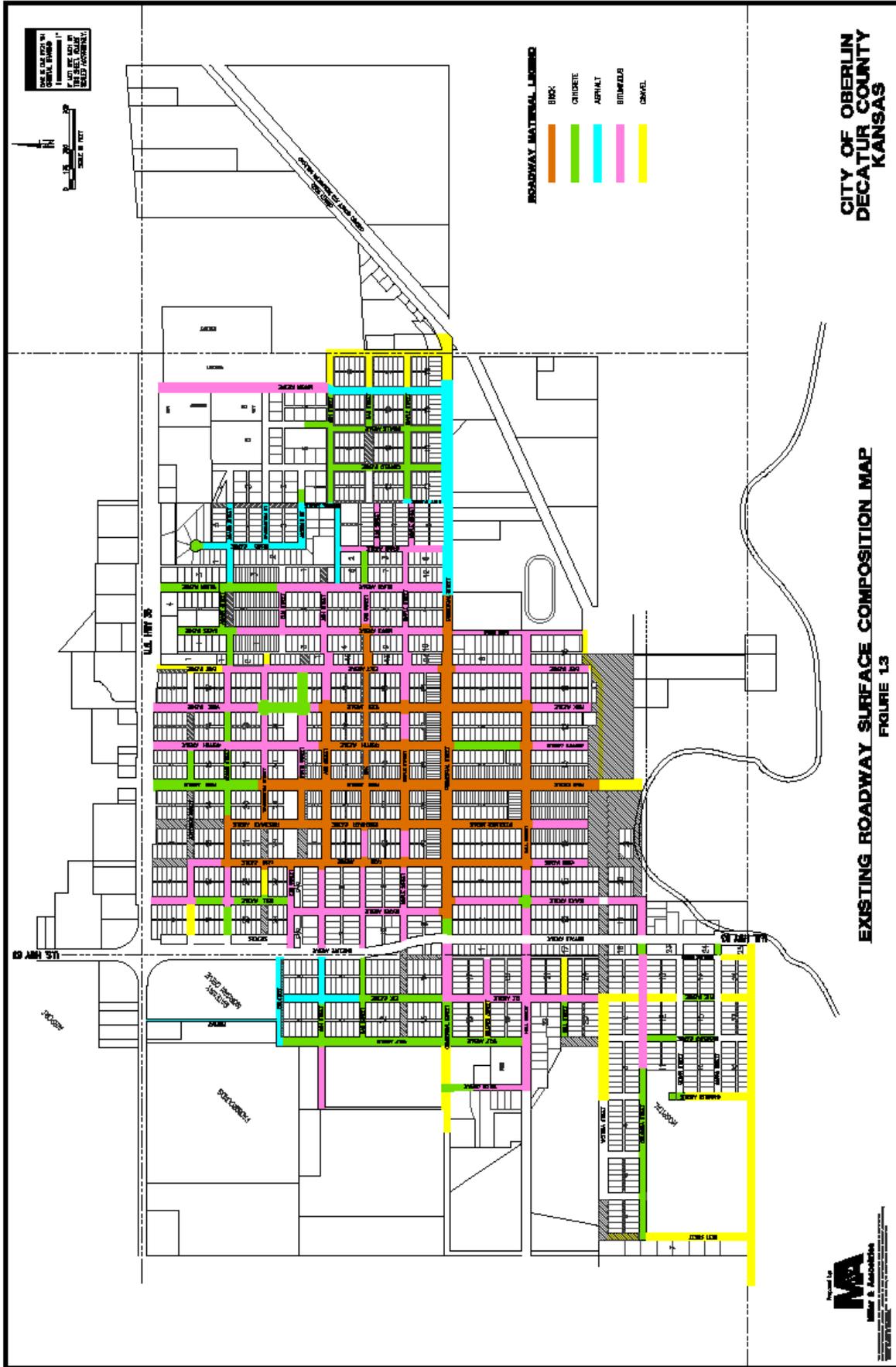
Definition

Many areas of instability with obvious structural deficiencies. Ride qualities are very poor. Distress characteristics will mostly be alligator and shrinkage cracking with potholes, extensive trench settlement, and drainage deficiencies. Cost of continually maintaining the pavement in acceptable condition exceeds available maintenance funds. Although the recommended treatment is to perform emergency maintenance only, and to schedule reconstruction as soon as possible, with current funding constraints we now have to look at other factors such as traffic flow, and balance the need vs. utilizing funds to perform preventative maintenance work on an arterial or collector street.

Rating Range

44 - 0

"2016 Street Conditions Ratings"



Outdated Street Evaluation Compendium

Figure 1.4

**City of Oberlin, Kansas
2010 Street Evaluation**

April, 2010
Lance Harter, P.E.

Condition Rating
1 = Very Poor
2 = Poor
3 = Fair
4 = Good
5 = Very Good
6 = Excellent

Street	From	To	Surface		Cracking	Potholes/ Patches	Surface Deformation	Crown at Gutter	Match	Overall Condition
			Type	Deformation						
Hospital East	Cedar Street	Columbia Street	Bituminous	3	1	2	3	2	4	2.40
Elm Street	Antelope Avenue	Cass Avenue	Bituminous	2	2	3	3	3	1	2.40
Ash Street	Elk Avenue	Antelope Avenue	Bituminous	2	2	2	3	3	3	2.60
York Avenue	South End (Gravel)	Hall Street	Bituminous	3	2	3	3	4	1	2.60
East Avenue	Ash Street	Washington Street	Bituminous	3	3	3	3	4	1	2.80
Broadway Avenue	South Corp Limits (Gravel)	Sappa Street	Bituminous	3	2	3	3	4	3	3.00
Cass Avenue	Adams Street	Jefferson Street	Bituminous	2	3	3	3	4	3	3.00
Elk Avenue	Victoria Street	Hall Street	Bituminous	3	3	3	3	4	2	3.00
Elk Avenue	Hall Street	Coldren Street	Bituminous	3	3	3	3	4	2	3.00
Grand Avenue	Maple Street	Ash Street	Bituminous	2	4	4	4	3	2	3.00
Jefferson Street	Neill Avenue	Cass Avenue	Bituminous	2	3	3	3	4	3	3.00
Neill Avenue	Jefferson Street	Cass Avenue	Bituminous	2	4	4	3	4	2	3.00
Waldo Avenue	Hall Street	US Highway 38	Bituminous	2	3	3	3	4	3	3.00
Ash Street	Antelope Avenue	1/2 Block South of Commercial Street	Bituminous	2	3	3	3	4	3	3.00
Elk Avenue	Coldren Street	Beaver Avenue	Bituminous	3	3	3	4	4	2	3.20
Marks Avenue	Elm Street	Commercial Street	Bituminous	3	3	3	3	4	3	3.20
Rodephaver Avenue	Elm Street	Adams Street	Bituminous	3	3	4	4	4	2	3.20
Oak Street	1-1/2 Blocks South of Hall Street	Hall Street	Bituminous	3	3	4	4	4	2	3.20
Adams Street	Marks Avenue	Wilson Avenue	Bituminous	3	4	4	4	4	2	3.40
Antelope Avenue	Neill Avenue	Cass Avenue	Bituminous	3	4	4	4	4	2	3.40
Beaver Avenue	Sappa Street	Columbia Street	Bituminous	3	3	4	4	4	2	3.40
Beaver Avenue	Columbia Street	1/2 Block North of Columbia Street	Bituminous	3	4	4	4	4	2	3.40
Beaver Avenue	Hall Street	Coldren Street	Bituminous	3	4	4	4	4	2	3.40
Coldren Street	Ash Street	Elm Street	Bituminous	2	4	4	4	4	3	3.40
Columbia Street	Elk Avenue	Antelope Avenue	Bituminous	3	3	3	4	3	4	3.40
East Avenue	Buffalo Avenue	Beaver Avenue	Bituminous	3	4	4	4	4	2	3.40
Elm Street	Washington Street	Adams Street	Bituminous	3	4	4	4	4	2	3.40
Grand Avenue	Marks Avenue	Wilson Avenue	Bituminous	2	4	4	4	4	3	3.40
Hall Street	Commercial Street	Maple Street	Bituminous	3	4	4	4	3	3	3.40
Maple Street	York Avenue	Marks Avenue	Bituminous	3	4	4	3	4	3	3.40
Marks Avenue	Marks Avenue	Wilson Avenue	Bituminous	3	4	4	4	4	3	3.40
Sappa Street	Oak Street	Ash Street	Bituminous	2	4	4	4	4	3	3.40
Grand Avenue	Chandler Avenue	Antelope Avenue	Bituminous	3	4	3	3	4	3	3.40
Adams Street	York Avenue	East Avenue	Asphalt	3	4	4	4	4	3	3.60
Antelope Avenue	Wilson Avenue	Grand Avenue	Bituminous	3	4	4	4	4	3	3.60
Ash Street	Columbia Street	Victoria Street	Bituminous	3	4	4	4	4	3	3.60
Beaver Avenue	York Avenue	1/2 Block East of East Avenue	Bituminous	3	4	4	4	4	3	3.60
Beaver Avenue	Coldren Street	Commercial Street	Bituminous	3	4	4	4	4	3	3.60
Broadway Avenue	Commercial Street	Ash Street	Bituminous	3	4	4	4	4	3	3.60
Grand Avenue	Columbia Street	1/2 Block North of Columbia Street	Bituminous	3	4	4	4	4	3	3.60
Maple Street	Adams Street	3/4 Block North of Adams Street	Asphalt	3	4	4	4	4	3	3.60
Maple Street	Wilson Avenue	Grand Avenue	Bituminous	3	4	4	4	4	3	3.60
Marks Avenue	Grand Avenue	Molt Avenue	Bituminous	3	4	4	4	4	3	3.60
Marks Avenue	South End (Gravel)	Commercial Street	Bituminous	3	4	4	4	4	3	3.60
Marks Avenue	Commercial Street	Oak Street	Bituminous	3	4	4	4	4	3	3.60

Outdated Street Evaluation Compendium (Continued)

Marks Avenue	Ash Street	Elm Street	Bituminous	3	4	4	4	4	3	3.60
Martin Avenue	Ash Street	Washington Street	Asphalt	3	4	4	4	4	3	3.60
Martin Avenue	Washington Street	US Highway 36	Bituminous	3	4	4	4	4	3	3.60
Oak Street	Grand Avenue	Mott Avenue	Bituminous	3	4	4	4	4	3	3.60
Sunrise Avenue	Ash Street	Jackson Street	Asphalt	3	3	4	4	4	4	3.60
Wilson Avenue	Commercial Street	Elm Street	Bituminous	3	4	4	4	4	3	3.60
York Avenue	Washington Street	Adams Street	Bituminous	3	4	4	4	4	3	3.60
Hall Street	Waldo Avenue	Wolf Avenue	Bituminous	4	4	4	4	4	3	3.80
Adams Street	Grand Avenue	Sunrise Avenue	Asphalt	3	4	4	4	4	4	3.80
Ash Street	Beaver Avenue	Cass Avenue	Bituminous	3	4	4	4	4	4	3.80
Beaver Avenue	1/2 Block North of Columbia Street	Victoria Street	Bituminous	3	4	4	4	4	4	3.80
Beaver Avenue	Victoria Street	Hall Street	Bituminous	3	4	4	4	4	4	3.80
Cass Avenue	1-1/2 Blocks South of Hall Street	Hall Street	Bituminous	3	4	4	4	4	4	3.80
Cedar Street	Chandler Avenue	Buffalo Avenue	Bituminous	3	4	4	4	4	4	3.80
East Avenue	South End (Gravel)	Commercial Street	Bituminous	3	4	4	4	4	4	3.80
East Avenue	Commercial Street	Oak Street	Bituminous	3	4	4	4	4	4	3.80
East Avenue	Oak Street	Ash Street	Bituminous	3	4	4	4	4	4	3.80
Griffith Avenue	1-1/2 Blocks South of Hall Street	Hall Street	Bituminous	4	4	4	4	4	3	3.80
Griffith Avenue	Ash Street	Washington Street	Bituminous	3	4	4	4	4	4	3.80
Hall Street	Wolf Avenue	Elk Avenue	Bituminous	4	4	4	4	4	4	3.80
Hall Street	Elk Avenue	Buffalo Avenue	Bituminous	4	4	4	4	4	3	3.80
Jackson Street	Grand Avenue	Sunrise Avenue	Asphalt	3	4	4	4	4	3	3.80
Maple Street	York Avenue	Marks Avenue	Bituminous	4	4	4	4	4	4	3.80
North Street	Penn Avenue	York Avenue	Bituminous	3	4	4	4	4	4	3.80
Oak Street	Antelope Avenue	Beaver Avenue	Bituminous	4	4	4	4	3	4	3.80
Washington Street	Grand Avenue	Sunrise Avenue	Asphalt	3	4	4	4	4	4	3.80
York Avenue	Adams Street	US Highway 36	Bituminous	3	4	4	4	4	4	3.80
Ash Street	Waldo Avenue	Wolf Avenue	Bituminous	4	4	4	4	4	4	4.00
Commercial Street	Wilson Avenue	Martin Avenue	Asphalt	4	4	4	4	4	4	4.00
Hall Street	Buffalo Avenue	Beaver Avenue	Bituminous	4	4	4	4	4	4	4.00
Hall Street	Beaver Avenue	Cass Avenue	Bituminous	4	4	4	4	4	4	4.00
Maple Street	Antelope Avenue	Cass Avenue	Bituminous	4	4	4	4	4	4	4.00
Maple Street	Cass Avenue	Rodehaver Avenue	Bituminous	4	4	4	4	4	4	4.00
Maple Street	Griffith Avenue	York Avenue	Bituminous	4	4	4	4	4	4	4.00
Oak Street	Beaver Avenue	Cass Avenue	Bituminous	4	4	4	4	4	4	4.00
Oak Street	Cass Avenue	Rodehaver Avenue	Bituminous	4	4	4	4	4	4	4.00
Washington Street	Penn Avenue	York Avenue	Bituminous	4	4	4	4	4	4	4.00
Washington Street	York Avenue	East Avenue	Bituminous	4	4	4	4	4	4	4.00
York Avenue	Ash Street	North Street	Bituminous	4	4	4	4	4	4	4.00
Mott Avenue	Commercial Street	Maple Street	Asphalt	4	5	5	4	4	4	4.40
Martin Avenue	Commercial Street	Ash Street	Asphalt	5	5	5	4	5	4	4.80
Elm Street	Wolf Avenue	Antelope Avenue	Bituminous	3	6	6	6	6	6	5.40
Fairway Avenue	Elm Street	US Highway 36	Bituminous	3	6	6	6	6	6	5.40
Elk Avenue	Ash Street	Elm Street	Bituminous	6	6	6	6	6	6	6.00
Griffith Avenue	Washington Street	Adams Street	Bituminous	6	6	6	6	6	6	6.00
Elk Avenue	Oak Street	Ash Street	Bituminous	6	6	6	6	6	6	6.00
Commercial Street	Elk Avenue	Buffalo Avenue	Bituminous	6	6	6	6	6	6	6.00
Griffith Avenue	Adams Street	US Highway 36	Bituminous	6	6	6	6	6	6	6.00
Columbia Street	175' West of Broadway Avenue	Antelope Avenue	Bituminous	6	6	6	6	6	6	6.00

“Street Maintenance Procedures”

Crack Fill

This work consists of filling existing narrow cracks with a hot liquid asphalt compound or emulsified asphalt sealer (CRF). This seals the crack and keeps moisture from penetrating the asphalt and street base. Wide cracks are filled with a ¼” mix of hot asphalt compacted into and overlapping the cracks, then sealant is applied to the surface to effectively fill the crack.

Thin Overlay

This work consists of placing a thin asphalt mat, generally one and one half inch thick, on an existing asphalt street. An asphalt pre-level mat may be applied prior to the top mat with a motor grader or paving machine. Patching, crack filling, and other rehabilitation work are completed in preparation for this procedure. A fog seal or ¼” -#10 chip seal is applied within two years of the overlay work in order to seal the new asphalt. “Fair” or “Good” category streets with solid bases are generally targeted for thin overlays.

1/4”-10” Single Chip Seal

This work consists of an application of emulsified asphalt and a single layer of graded aggregate. Aggregate is usually ¼” -#10. Patching and crack filling are not generally necessary for this work. Streets in the “Very Good” and “Good” categories are targeted for this treatment.

3/8”-1/4” Single Chip Seal

This work consists of an application of emulsified asphalt and a single layer of graded aggregate. Aggregate is usually ⅜”-¼” in size. Patching and crack filling are done in preparation for this work. Streets in the “Fair” and “Good” categories are traditionally single chip sealed using this procedure.

Double Chip Seal

This work is similar to the single chip seal. Usually a ⅜”-¼” chip aggregate is applied, loose rock swept up, then a ¼” -#10 chip aggregate is applied over the ⅜”-¼” layer. Extensive patching is completed prior to any chip seal application. This procedure is generally used on streets in the “Fair” to “Good” categories.

Fog Seal

This work consists of an emulsified asphalt coating applied to the existing asphalt surface. The coating seals and rejuvenates the existing asphalt. This process is a preventative maintenance procedure which extends the operational life of the street. “Good” and “Very Good” streets are fog sealed, as well as any newly constructed or overlaid streets. Products used in the past have included CRF with a sand blotter, and GSB-88.

Project Specifications and procedure for:

Chip Seal Various City Streets

Scope of Work

- The work under this section shall consist of the surface preparation and application of a slurry seal surface upon existing asphaltic pavement at the locations and as specified in the bidding documents and as provided by the contract.
- Cracks will be routed out to a minimum 1:1 ratio width versus depth.

Description

- The slurry seal surface shall consist of a mixture of emulsified asphalt, mineral aggregate, and water that is properly proportioned, mixed, and spread evenly on the surface. The cured slurry shall have a homogeneous appearance, fill all cracks, adhere firmly to the surface and have a skid resistant texture. Cracks will be heated by heat lance as necessary depending on air/pavement temperature.

Materials

- The emulsified asphalt shall be Type SS1H slow-setting emulsified asphalt conforming to the requirements of ASTM Specification D-977.
- The Theoretical Asphalt Content shall be 7.5% - 13.5% of the weight of dry aggregate.
- The crack sealant shall meet all requirements of CRAFCO Poly-Fiber Sealant type #3 34250 or an approved equal.

Aggregate

- The mineral aggregate shall consist of natural or manufactured sand, slag, crusher fines, and others, or a combination thereof. Smooth textured sand of less than 1.25 percent water absorption shall not exceed 50 percent of the total combined aggregate.

Surface Preparation

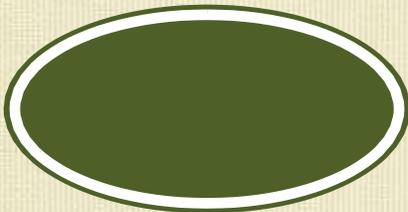
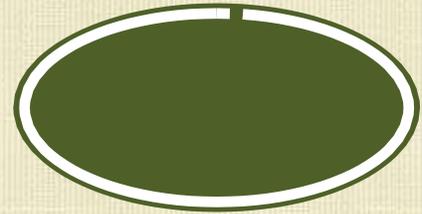
- Prior to placing any asphaltic materials on the existing pavement, the Contractor shall be responsible for all measures required providing a thoroughly clean and dry pavement surface including vegetation removal and sweeping prior to the Chip Seal application. The Contractor shall observe the condition of the pavement prior to bidding to determine the work necessary to provide a clean, dry pavement for construction and shall include the work necessary in the bid.

Manholes & Valve Box Covers

- The Contractor shall locate, mark and protect all existing manhole and valve box covers in such a manner that they will not be covered or become stuck with the slurry seal materials and can be readily located again after the slurry seal application. After the slurry seal application is complete, the Contractor shall locate the manholes and valve boxes and remove their protective devices. After the protective devices are removed, the Contractor shall test open each manhole and valve box cover and, where necessary, remove any asphaltic material, which may have accumulated in the lifting holes or along the frame-to-cover interface from the slurry sealing operation. When the covers are reinstalled, the Contractor shall make sure the covers do not rattle.

(Example Sheets)
“Street Condition - Good”

Distress characteristics may consist of transverse or longitudinal cracking, lighter coloring and isolated trench settlement.

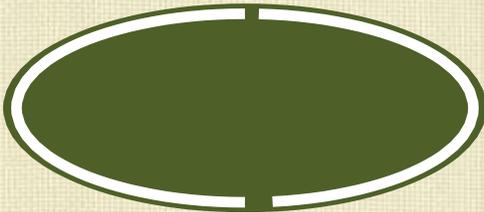
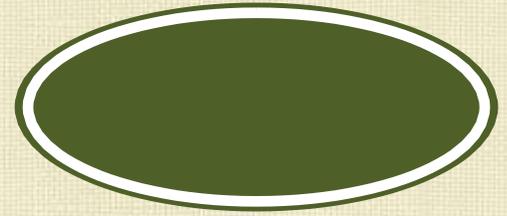


“Street Condition - Fair”

Distress characteristics may include transverse, longitudinal, and occasional alligator cracking, trench settlement, drainage deficiencies and/or poor ride quality.



“Street Condition – Poor & Very Poor”



“2015 Pavement Project”



Assessment

Accuracy



Prevention



“Trench Work and Patching”

Teamwork



Dedication



Completion



Needed Street Department Equipment/Materials

Equipment/Material List

- Materials/Supplies
- Cement Tools/Curb Forms
- Cement Mixer
- Dump Truck
- Asphalt Milling/Grinder Machine

Future Options:

- Skid Steer, with Broom attachment
- Asphalt Roller
- Chip Seal Equipment

City of Oberlin

2016

FUND PAGE FOR FUNDS WITH A TAX LEVY

Adopted Budget	Prior Year	Current Year	Proposed Budget
Airport	Actual for 2014	Estimate for 2015	Year for 2016
Unencumbered Cash Balance Jan 1	0	0	0
Receipts:			
Ad Valorem Tax		0	xxxxxxxxxxxxxxxx
Delinquent Tax			0
Motor Vehicle Tax			
Recreational Vehicle Tax			
16/20M Vehicle Tax			
Commercial Vehicle Tax			
Watercraft Tax			
Hanger Rentals			2,680
Land Rentals			5,445
Self Fueler Sales			26,300
Decatur County Appropriation			15,000
Transfer from General			15,000
Miscellaneous			
Does miscellaneous exceed 10% Total Rec			
Total Receipts	0	0	64,425
Resources Available:	0	0	64,425
Expenditures:			
Personal Services			3,500
Contractual Services			19,525
Commodities			35,381
Capital Outlay			15,000
Neighborhood Revitalization Rebate			
Miscellaneous			7,000
Does miscellaneous exceed 10% Total Exp			
Total Expenditures	0	0	80,406
Unencumbered Cash Balance Dec 31	0	0	xxxxxxxxxxxxxxxx
2014/2015/2016 Budget Authority Amount	0	0	80,406
		Non-Appropriated Balance	0
		Total Expenditure/Non-Appr Balance	80,406
		Tax Required	15,981
	Delinquent Comp Rate: 3.0%		479
	Amount of 2015 Ad Valorem Tax		16,460

Adopted Budget	Prior Year	Current Year	Proposed Budget
Consolidated Streets	Actual for 2014	Estimate for 2015	Year for 2016
Unencumbered Cash Balance Jan 1	0	0	0
Receipts:			
Ad Valorem Tax		0	xxxxxxxxxxxxxxxx
Delinquent Tax			0
Motor Vehicle Tax			
Recreational Vehicle Tax			
16/20M Vehicle Tax			
Commercial Vehicle Tax			
Watercraft Tax			
State of Kansas Gas Tax			44,950
Transfer from Special Street			113,133
Miscellaneous			
Does miscellaneous exceed 10% Total Rec			
Total Receipts	0	0	158,083
Resources Available:	0	0	158,083
Expenditures:			
Personal Services			99,544
Contractual Services			27,000
Commodities			23,250
Capital Outlay			56,500
Lease Purchase Payments			44,262
Bobcat Lease			3,538
Neighborhood Revitalization Rebate			
Miscellaneous			25,000
Does miscellaneous exceed 10% Total Exp			
Total Expenditures	0	0	279,094
Unencumbered Cash Balance Dec 31	0	0	xxxxxxxxxxxxxxxx
2014/2015/2016 Budget Authority Amount	0	0	279,094
		Non-Appropriated Balance	0
		Total Expenditure/Non-Appr Balance	279,094
		Tax Required	121,011
	Delinquent Comp Rate: 3.0%		3,630
	Amount of 2015 Ad Valorem Tax		124,641

New Business

Agenda Item No. 3

Consider Pay-As-You-Throw Solid Waste Program Proposal. (Kampfer) 15 minutes

Date: March 3rd, 2016
To: Oberlin City Mayor, and Council
From: Peter Kampfer, City Administrator
Subject: Discussion of a Pay-As-You-Throw Trash System in Oberlin

fact sheet

Pay-As-You-Throw Basics for Municipalities

This fact sheet presents some of the benefits and challenges associated with implementing Pay-As-You-Throw, which the Department of Environmental Protection considers a primary vehicle for attaining the state's waste diversion goals.

About Pay-As-You-Throw

In a Pay-As-You-Throw (PAYT) solid waste program, residents pay a per-unit fee for disposal of household trash. Most programs utilize pre-printed trash bags or stickers. The price of the bag or sticker reflects the cost to dispose of the waste. Residents are not charged a direct fee for recycling. As residents pay directly for the amount of trash they dispose, they have a financial incentive to reduce their waste through recycling, composting, and waste reduction.

Some municipalities use the name "Save Money and Reduce Trash (SMART)," for their bag or sticker programs. Whether described as PAYT or SMART, unit-based pricing programs for municipal solid waste enable municipalities to simultaneously reduce waste tonnage disposed and more equitably distribute the cost of disposal among residents.

Advantages

PAYT provides residents an opportunity to save money on their trash bills and promotes:

- Fairness. Residents pay for only the amount of trash that they generate. Households generating less trash pay less than households that generate more.
- Decrease in Trash Tons Disposed and Associated Cost Savings. PAYT has been shown to decrease a community's residential trash tonnage disposed by 35 to 50 percent, significantly reducing solid waste disposal costs.

- **Increased Recycling, Composting and Waste Reduction.** As residents come to understand that trash disposal costs more than recycling, they are encouraged to recycle more. PAYT programs conducted in conjunction with curbside recycling programs have been shown to increase a community's recycling tonnage by 20 to 35 percent in Massachusetts.
- **Improved Environmental Quality.** By diverting waste from disposal, PAYT programs extend the life of landfills, decrease air pollution from trash incinerators, and reduce the need for new disposal facilities. As communities increase reuse, recycling, and composting, natural resources such as land, air, and water, are protected and preserved and greenhouse gas emissions are reduced.

Types of Programs

There are three varieties of PAYT programs currently in use in Massachusetts. The systems are not mutually exclusive and can be combined to meet a community's needs. The three systems are:

- **Imprinted Trash Bags.** Residents purchase colored plastic bags imprinted with the name or seal of the municipality. The price of each bag should cover both the cost of the bag itself and the cost for disposal. Waste haulers are instructed to pick up only the specially marked trash bags.
- **Stickers.** Residents purchase specially marked labels or tags and affix them to their own trash bags or barrels. Different sticker colors may indicate different volumes of waste being disposed.
- **First Bag or Barrel Free.** This is considered a hybrid PAYT program, in which one container (not to exceed 35 gallons) is collected at the curb "free". Trash in excess of 35 gallons must be placed in municipal PAYT "overflow bags" that residents purchase.

Covering Municipal Costs

PAYT programs generally involve a two-tiered funding system that combines a flat fee or tax subsidy and a unit-based fee. The flat fee/tax subsidy provides revenue stability to a municipal program and ensures that the fixed costs of trash collection are covered. The unit-based fee covers the variable cost for disposal and provides financial incentive for residents to recycle and compost more.

With any new program, concerns arise that need to be considered before implementation. Most prominent among considerations for a PAYT program are:

- **Public Perception that the Fee is a Tax.** Residents in some communities may perceive the unit-based pricing program as a new tax. To avoid this perception, many communities make their

programs revenue-neutral by reducing the flat fee by the amount that unit-based fees are expected to generate. Many residents wind up paying less for trash disposal after a PAYT program is implemented since they are able to control their costs by recycling more and throwing less away.

- **Increases in Illegal Dumping.** Solid waste managers have expressed a fear that residents may resort to illegal dumping in commercial or public waste bins in a unit-based system. Studies of PAYT programs in Massachusetts and around the nation indicate that increased illegal dumping is not a problem in most communities.
- **Higher Administrative Costs.** With any new program, additional staff time may be needed for planning and implementation. However, these costs are generally recovered through savings associated with increased recycling and reduced waste disposal.

Building Public Support

Public acceptance and support are the most important components of a successful unit-based pricing program. Key players from the municipal government, elected officials and the environmental/community organizations must be involved from the beginning of the planning process.

Taking the time and committing the resources to build support within both the government and community will minimize confusion about the program from the beginning. It is important to hold public forums and meetings to respond to questions and concerns of residents, municipal officials and employees.

Additional Information

Attached to this Memo, are Pages 20 thru 26 of the [Shawnee, Kansas Solid Waste Report](#), dated September 2, 2009, are case study examples of Kansas Municipalities and other communities implementing Pay As You Throw programs.

“PAY-AS-YOU-THROW”

The next two models include “Pay-as-you-throw” (PAYT) options. These models are taken into consideration because the county is moving toward new regulations that would include this rate system. The Shawnee Recycling Taskforce also recommended this rate structure as a way to encourage recycling. A brief explanation of PAYT is given with the pros and cons of this concept. Following that section, the two models that fall under this system are introduced and evaluated with the same criteria as the previous three models.

“Pay-as-you-throw” is also known as volume-based or unit-based pricing. In this type of model, a household pays for trash based on the amount they produce. Someone producing less will pay less than those producing more. PAYT is established in over 7,000 communities as of 2006 according to a SERA (Skumatz Economic Research Associates)/EPA report.

Methods for implementation:

Implementing PAYT is accomplished in two ways; either PAYT through ordinance or PAYT through contract. Implementing through ordinance allows communities to require all licensed haulers to provide certain services such as recycling and yard waste including a PAYT rate structure. The other way PAYT is implemented is through a single contract. A single contract is awarded and contains the stipulations that the hauler provides a PAYT rate structure for trash along with whatever other services the city requires, such as recycling and yard waste collection. Some cities have combinations of these PAYT systems.

Methods for PAYT structure:

PAYT can take many forms in establishing the way volumes are measured. PAYT has a base rate and then after the maximum trash included in the base rate is exceeded, customers begin to pay more for each additional unit. The measurement of these units varies from jurisdiction to jurisdiction. Some jurisdictions have multiple sizes of trash bins that a citizen can utilize. Each size has a different pricing structure. Other jurisdictions have bags that citizens can purchase to put their excess waste in for pick-up. Finally, other jurisdictions have tags that can be purchased and affixed to containers or bags that hold additional trash.

Offering a way for residents to divert their waste from their trash amount is important and why mandatory unlimited recycling should be included in the base rate, along with yard waste.

Johnson County PAYT Communities

Currently, Johnson County has three communities utilizing PAYT with mandatory yard waste and recycling regulations. These cities include Mission, KS; Prairie Village, KS; and Westwood, KS. Each utilizes PAYT through a single hauler contract. These cities have negotiated contracts in different ways to achieve the PAYT program that each wished to have in their communities.

Below are the cities rates, haulers and services.

<u>City</u>	<u>Charge</u>	<u>Hauler</u>	<u>Services</u>	<u>PAYT</u>
Mission	\$16.45	Deffenbaugh	65 gallon Trash Poly Cart; Recycling; YW with different limits for high volume months; 1 Bulky Item/month;	Per Bag Overage \$1.50
Prairie Village	\$14.80 2% administration fee included	Deffenbaugh	65 gallon Trash Poly Cart; Recycling; YW with different limits for high volume months; Bulky Item 1/year	Per Bag Overage with sticker Price TBD
Westwood	\$9.95 per HH for trash, \$4.50 per HH for compost (yard waste) this program in effect April through December, \$3.00 per HH for recycling Total: \$17.45 when composting Total: \$ 12.95 when not composting	Deffenbaugh	Yard Waste; Bulky Item; Recycling; Trash	Per Bag Overage \$1.25

PAYT increases recycling:

It has been shown that one of the most effective ways to increase recycling rates in a community is to implement PAYT.

The Environmental Protection Agency has reported the following cities' success stories in diversion rates:

- One year after implementation Portland, Oregon increased their recycling rate from 7 percent to 35 percent.
- Between 1991 and 2000 Austin, Texas was able to increase their recycling rate from 9.8 percent to 28.5 percent.
- Falmouth, Maine increased their recycling rate from 21 percent to 50 percent after one year of implementation.
- Gainesville, Florida increased their recycling 25 percent in the first year.

Like any new program there are advantages and disadvantages from implementation. The following are a list of pros and cons for PAYT.

Pros:

- It decreases the amount of trash in the landfill.
- It increases recycling, making it a better environmental option.
- It makes trash payments more equitable by making people pay based on amount of trash they generate.
- The City would already be in compliance when new county regulations are in place

Cons:

- It could possibly increase illegal dumping.
- Residents are used to throwing away unlimited amounts of trash (with the exception of hauler specifications)
- Not all currently licensed haulers may be able to accommodate the requirements of PAYT.
- Large families may resist this measure
- The education component might require additional funding.
- Some residents would have to find ways to reduce the amount of yard waste produced (i.e. mulching or composting)

4. Multi-Hauler/PAYT with Mandatory Recycling and Yard Waste Diversion

Under this model, residents/Homes Owners Associations of communities can still negotiate their contracts with the hauler of their choice. Communities adopting this system do so through an ordinance that requires licensed haulers to provide the services the community wants along with the PAYT structure.

Cities: Boulder, CO; Eden Prairie, MN; Ft. Collins, CO

Boulder, CO The City of Boulder, CO currently operates under a multi-hauler system. They have had a PAYT program in place since 2001. The haulers are required to submit to the City an annual report with the amounts of recycling, compost and trash picked-up in the city. All haulers are required to charge a volume rate and it is the discretion of the hauler to set the base rate. All haulers must include yard waste, other composting, recycling, and trash service. Boulder recently increased their diversion streams and implemented data collection to track its recycling, composting, and yard waste. Because of this, it does not have clear diversion amounts to share at this time. Therefore, there is currently no recent data available regarding diversion due to this change.

Eden Prairie, MN Eden Prairie, MN establishes a volume-based collection program through the licensing requirements of their haulers. They have had some version of a volume-based system for over 18 years. Haulers cannot charge more for those who recycle and must create a pricing structure that has a volume based increase. Overflow procedure is left to the hauler. Typically, residents notify their haulers when they will have overflow so a charge can be assessed. The city does not determine a base rate or rate by which it must increase. Yard waste is to be collected as often as other waste in the months of May through October.

Ft. Collins, CO has had this system since 1996. The Shawnee recycling taskforce presented this city's ordinance in their final report. City staff talked with the senior environmental planner, who explained their system has had four amendments to close loopholes. Discrepancies have arisen when HOAs were not actually charged volume rates. They have never had to take action against a hauler. So far, a phone call has resolved issues. Their city has also conducted multiple studies in moving to a single hauler or districts. On July 21, 2009, the city decided to adopt a trial area for a single hauler/or district model. The EPA reported that Ft. Collins was able to increase recycling participation from 53.5 percent to 79 percent in the first year.

Goals it meets:

- A reduction in the amount of material placed in the landfill.
- A significant increase in recycling participation and volume.
- Yard waste being composted rather than placed in landfill.

Goals it may meet:

- A substantial cost savings to Shawnee residents for all services.

Goals it does not meet:

- A more convenient, streamlined system of collection, disposal and billing that eliminates residents' current complaints regarding the nuisance of multiple collection days and debris in the neighborhood on collection days.

Issues to Consider

- Residents may choose their service provider for solid waste removal.
- If/When the county adopts new regulations there is a mechanism for volume-rate trash pickup or yard waste diversion, therefore, the City would be in compliance.
- It incentivizes recycling.
- It charges for the amount of trash people throw away.
- It allows for competition.
- Reduces administrative staff time the City uses to negotiate and administer a contract.
- There may be issues with illegal dumping and people putting their trash in other's yards because of limits on trash.
- Not all haulers may be able to offer additional yard waste and recycling services.
- Exemptions.
- Education component will be necessary to help with transition.
- Regulations related to the storage of trash and recycling containers.

5. Single Contract Utility/PAYT with Recycling and Yard Waste Diversion

Communities operating under this model assume responsibility of bidding and administering a contract with a single hauler. Included in the contract are stipulations for residential waste, recycling, composting, and bulky item pick up. Homeowners pay their fee through a utility bill, bag/tag charge, or property tax. It limits the waste being taken to the landfill. It charges more for those who exceed the base rate.

Cities in Johnson County with this program: Westwood, Mission, Prairie Village

See previous Johnson County summaries

Cities Nationally: Plantation, FL; Springfield, OR;

Plantation, FL Plantation has a single hauler contract with Waste Management. They have had their system in place since 1988. The volume based mechanism used is through the purchase of specific trash bags. The cost of the bags is per box. A box includes 20 solid color bags for garbage and 5 clear bags for recycling materials at a price of \$33.20. There is also a monthly base charge of \$6.25 per household. Yard waste is taken to a city facility that mulches it and sells it to the citizens and is used for city landscaping.

Springfield, OR Springfield operates under a single contract that has been with Sanipac through a special franchise since 1969. They have had PAYT for 8 years with the recycling charged within the base rate. The private hauler collects the charges. There is no way to opt out except to haul your own trash. The city is paid 7% of gross receipts from the hauling.

Goals it meets:

- A more convenient, streamlined system of collection, disposal and billing that eliminates residents' current complaints regarding the nuisance of multiple collection days and debris in the neighborhood on collection days.
- A reduction in the amount of material placed in the landfill.
- A significant increase in recycling participation and volume.
- Yard waste being composted rather than placed in landfill.

Goals it may meet:

- A substantial cost savings to Shawnee residents for all services.

Goals it does not meet: none

Issues to Consider

- Reduces the number of haulers trucks in areas decreasing wear and tear on roads and emissions and possibly increases efficiency in delivery.
- It removes inconsistencies across trash rates charged.
- If/When the county adopts new regulations there is a mechanism for volume-rate trash pickup or yard waste diversion, therefore, the city would be in compliance.
- It allows for a wider pool to have costs spread across, this may lead to a decrease in price for residents.
- It incentivizes recycling.
- It more accurately charges for the amount of trash people throw away.
- Residents and HOAs no longer have the option to negotiate their own contracts.
- There is a possible increase in illegal dumping and neighbors putting trash in others yards because of the limit.
- Administrative staff time administering contract and answering calls.
- Decreases market competition.
- Not all haulers may be able offer additional yard waste and recycling services.
- If an administrative fee was added to process the billing, it may be perceived as another tax.
- Rates may not go down for everyone and may increase for HOAs.
- Exemptions would need to be addressed.
- Low Income reimbursement options.
- Tidy Town Impact.
- Education component will be necessary to help with transition.
- Regulations related to storage of trash and recycling containers.