

**JOURNAL OF CITY COMMISSION WORK SESSION**  
**March 3, 2020**

City Commission Work Session  
Civic Center, Gibson Room 212

Mayor Kelly presiding

**CALL TO ORDER:** 5:30 p.m.

**CITY COMMISSION MEMBERS PRESENT:** Bob Kelly, Mary Sheehy Moe, Owen Robinson, Tracy Houck and Rick Tryon.

**STAFF PRESENT:** City Manager Greg Doyon and Deputy City Manager Chuck Anderson; Assistant City Attorney Joe Cik; Fire Chief Steve Hester; Assistant Fire Chief Jeremy Jones; Fire Marshal Dirk Johnson; Animal Shelter Manager Lynn Formell; and, Deputy City Clerk Darcy Dea.

**PUBLIC COMMENT**

**Donna Williams**, 2916 2<sup>nd</sup> Avenue North, provided and discussed handouts with regard to how much carbon dioxide is in the atmosphere. She urged the Commission to make opportunities to reduce the effects of global climate change.

**Kevin Westie**, 602 35<sup>th</sup> Street North, discussed an article from a magazine that indicated electric cars are double the cost of gas vehicles. He urged the Commission to attend the Public Safety Town Hall meeting on March 5, 2020.

**John Huber**, 3912 14<sup>th</sup> Avenue South, Great Falls Animal Foundation Trustee, commented that he is proud of the Maclean Animal Adoption Center's (MCAAC) staff, volunteers, board members and supporters. Referring to the response to the Request for Proposal (RFP), Mr. Huber explained that several things were misinterpreted. He clarified that the RFP never stated that the City "must" or "will" close the Animal Shelter, it stated "if" the Animal Shelter were to close its facility. Mr. Huber opined that the MCAAC is the best facility in the state, is an incredible resource, and by working together with the City, it would provide better care for animals.

**Pam Hendrickson**, 1321 5<sup>th</sup> Avenue North, commented that there was insufficient time to review the RFP since it wasn't posted to the City's website until 10:00 a.m. Ms. Hendrickson commented that according to the staff report, the basic requirements of the RFP were not met by the MCAAC. She urged the Commission to discontinue conversations with the MCAAC and allow each animal welfare organization to work independently.

**Pam Volk**, 1128 23<sup>rd</sup> Avenue SW, Maclean-Cameron Animal Adoption Center Executive Director, explained that the MCAAC acknowledges the fact that there may be areas within the RFP that may have been misinterpreted or seen as not complete by the City. Ms. Volk added that it would be a loss to the citizens of Great Falls to deny a non-profit the opportunity to assist the City because of misinterpretation of terms or responses. Ms. Volk requested the opportunity to clarify its responses, answer questions and provide additional information to the City. She read from a portion of the RFP that stated once the proposal is received, there will likely be

additional questions or information needed to validate the proposal. Ms. Volk concluded that the MCAAC's purpose as a non-profit organization is to meet a community need.

**Jeni Dodd**, 3245 8<sup>th</sup> Avenue North, inquired about the process with regard to approving the response from the RFP. Ms. Dodd opined that the RFP should have been posted earlier since there were no compelling privacy concerns once the time to submit proposals in response to the RFP was closed. She urged the Commission to discontinue negotiations with the MCAAC.

**Linda Metzger**, 32 Windy Ridge Lane, provided and discussed documents relating to the MCAAC denying her request to refund \$11,550 in prior donations to its facility, as well as a general release and settlement agreement. She opined that a partnership between the MCAAC and the City is an unnecessary financial and legal risk to the City.

**James Mertz**, 822 27<sup>th</sup> Street South, commented that he is a longtime supporter of the MCAAC and that it is a great organization. Mr. Mertz added that he is looking forward to a good outcome for both the MCAAC and the Animal Shelter.

Referring to Ms. Dodd's inquiry, Mayor Kelly responded that there would be another opportunity to comment publicly with regard to the response proposal received in the RFP.

## **1. COMMUNITY RISK REDUCTION PLAN**

Fire Chief Steve Hester, Fire Marshal Dirk Johnson and Assistant Fire Chief Jeremy Jones reviewed and discussed the attached PowerPoint presentation covering program actions and services used by a community which prevent or mitigate loss of life, property and resources associated with life safety, fire and other disasters within a community; Fire Prevention Bureau; enforcement, education, investigation and engineering; buildings in Great Falls that do not comply with current fire code; Occupancy Vulnerability Assessment Profile (OVAP) score; City growth impact to service delivery; call overlap impact; call volume impact to GFFR service delivery and response compliance based on NFPA 1710 standard turn-out time of one minute/travel time of four minutes.

Fire Marshal Johnson explained that if Cambridge Court were to be reopened as an assisted living, the building would be unsafe since it would be considered a same-use, which doesn't require safety systems or fire alarm sprinklers.

Assistant Fire Chief Jones explained that the National Fire Protection Association (NFPA) 1710 is a measuring criterion for a response standard. A Violent Crime Prevention Task Force was recently established between the City and Cascade County. A Comprehensive report is forthcoming that will be suggesting a second apparatus for Fire Station One. He further explained that distance, consecutive multiple calls and a lack of a second apparatus, affect the GFFR's response time.

## **2. ANIMAL SHELTER REQUEST FOR PROPOSAL REVIEW**

City Manager Greg Doyon explained that he directed City staff to post the RFP and staff's initial overview presentation to the City's website at the same time. He further explained that in order

to provide the Commission ample time to review all of the documents, the Animal Shelter RFP review will be added to a future work session.

Deputy City Manager Chuck Anderson reviewed and discussed the attached PowerPoint presentation covering background, initial analysis/findings, the Animal Foundation of Great Falls budget and Commission options.

It was the consensus of the Commission to continue discussions about the RFP at a future work session to allow the Commission and public time to review the proposal.

### **DISCUSSION OF POTENTIAL UPCOMING WORK SESSION TOPICS**

Due to a lack of time, discussion of potential upcoming work session topics were not addressed.

### **ADJOURN**

There being no further discussion, Mayor Kelly adjourned the informal work session of March 3, 2020 at 6:55 p.m.

# GREAT FALLS FIRE RESCUE



**COMMUNITY RISK REDUCTION**  
 CREATING A SAFER PLACE TO LIVE, WORK AND VISIT

1

## COMMUNITY RISK REDUCTION

- Programs, actions, and services used by a community, which prevent, or mitigate loss of life, property, and resources associated with life safety, fire and other disasters within a community
- CRR was traditionally addressed by Engineering, Education, and Enforcement (3 Es). Today CRR adds two more Es – Economic Incentive and Emergency Response
- Adoption of Community Risk Reduction Program (CRRP) allows GFFR to:
  - Integrate all fire protection strategies
  - Involve the community in problem solving and strategic implementation
  - Prevent line of duty deaths and injuries
  - Improve community quality of life

2

## COMMUNITY RISK REDUCTION – FIRE PREVENTION BUREAU

The Fire Prevention Bureau has played a major part in the department's ability to protect life and property. In fact, the enforcement of the adopted fire code, public education, and fire inspections go a long way to preventing fires. In addition, the Fire Prevention Bureau's work improves one's chance for survival and decreases fire damage by ensuring installed fire detection and suppression systems operate as designed.

3

## COMMUNITY RISK REDUCTION



4

## BUILDINGS IN GREAT FALLS THAT DO NOT COMPLY WITH CURRENT FIRE CODE



5

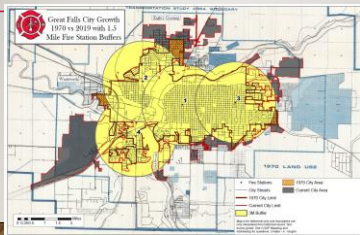
## COMMUNITY RISK ANALYSIS

- Occupancy Vulnerability Assessment Profile (OVAP) for each commercial building
- Providing analysis of commercial buildings and categorizes risks present in the community. This information may be compared to data in other departments nation-wide, generated by the Occupancy Vulnerability Assessment Profile (OVAP) score

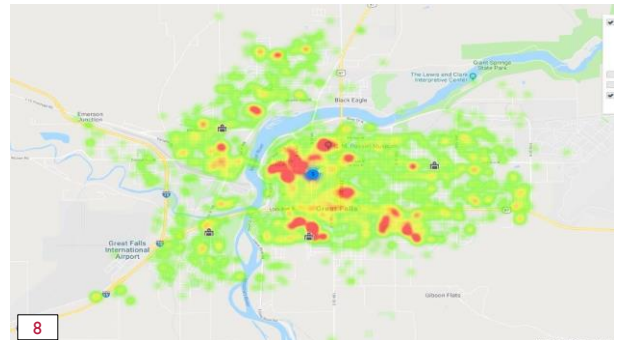
RISK GROUP	OVAP SCORE
MAXIMUM	> 60
SIGNIFICANT	40 TO 59
MODERATE	15 TO 39
LOW	< 14

6

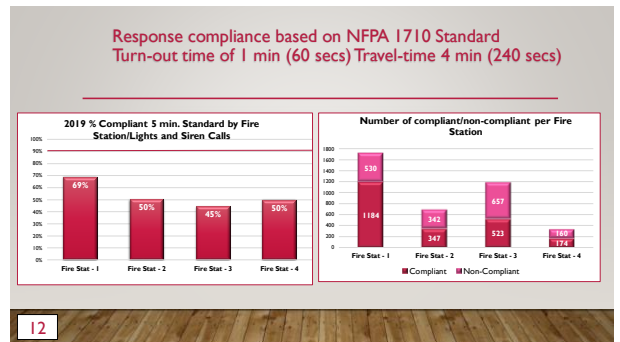
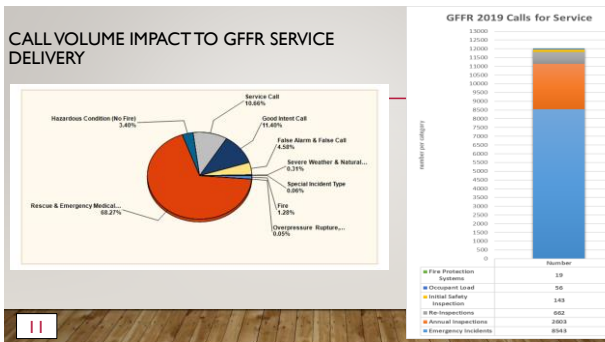
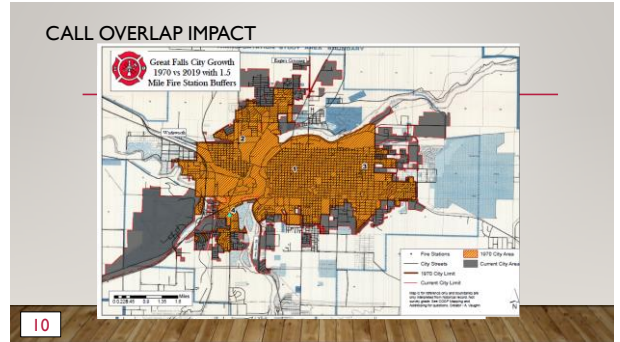
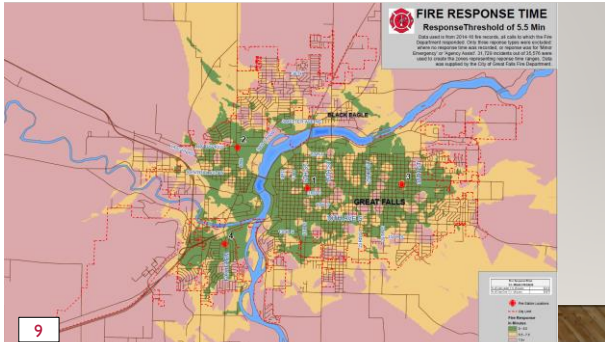
## CITY GROWTH IMPACT TO SERVICE DELIVERY



7



8



## CONCLUSION

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- **CRRP is a tool that will improve future City planning and strategic concepts**
- **Thank you for you time**



## UPDATE:

# Request for Proposal - Services and Operations Complementary to the Great Falls Animal Shelter

March 3, 2019

1

### • BACKGROUND:

February 2019; the City Commissioners consented to the suggestion of Commissioner Robinson to explore a potential partnership with the Maclean-Cameron Animal Adoption Center (MCAAC). The initial exploration was conducted by Commissioner Robinson and Commissioner Moe.

July 2, 2019; Commissioners Robinson and Moe reported that they had gone as far as they could go with the initiative and, without objection from the rest of the Commission, directed staff to take over exploration efforts.

July – September 2019; City staff, as well as City Manager Dayon met with MCAAC representatives and contacted numerous local and national agencies to gather information on industry operations and best practices, to ascertain the formation of a partnership.

October 2019; To facilitate the direction, with Commissioner input, the City Manager crafted a Request for Proposal for Services and Operations Complementary to the Great Falls Animal Shelter (GFAS).

2

### • BACKGROUND:

- The GFAS is an open-admission, municipal animal shelter operated by the City of Great Falls, and requirements contained in Montana Code Annotated (MCA), Title 7, Chapter 23, and local ordinances. The GFAS is required to provide a location for all stray, abandoned, and owner surrendered animals, and serves the residents of Great Falls, Cascade County and the surrounding areas.

- GFAS provides a number of services; animal protection, animal adoptions, education/outreach, cremation services for veterinarians and private citizens, as well as spay/neuter, licensing and microchipping services. The Shelter also has volunteer opportunities and currently has over 320 volunteers that assist with the animals and other events and activities throughout the year.

- The MCAAC and the GFAS both offer similar services to the community, but there are differences in the services they provide, and the requirements that dictate the services they offer.

3

### • BACKGROUND:

- The RFP was not directed toward a sole entity, but was broadly advertised to solicit the greatest input.

- The RFP was specific, and approved by the Commission at the November 5<sup>th</sup>, 2019 work session. The approval included three qualifications that were to be met for successful consideration.

- *Provide at least the same quality of care as currently provided by the GFAS;*  
- *Not create inefficiencies or gaps in service between the duties assumed by the proposing body and those retained by GFAS; and*  
- *Result in substantial savings to the City of Great Falls*

- The RFP was originally due on 8 January 2020, and the due date extended 45 days to 24 February 2020.

- One submission was received from the McLean Cameron Animal Adoption Center.

4



• INITIAL ANALYSIS/FINDINGS

5

Section 1 – Proponent Information -- Responsive

Section 2 – Statement of Intent -- Responsive with comments

-- Applicant did not explain their challenges as requested in the RFP.  
-- Applicant answered expansion of their services and facility *coveted* upon them being awarded a service contract. The applicant did not explain if they had any other service/facility expansions in their current long range plans.

Section 3 – Animal Welfare Services Proposed -- Response Concerns

-- The requirements of the RFP stated a successful proposal must establish that the proposed complementary services would meet three standards (quality of care, not create inefficiencies/gaps in service, and result in substantial savings to the City).

-- Section 3, para 2, proposes the "Center to assume all responsibility for animal adoption and fostering services, fundraising, and education to the community. The City would retain responsibility for the intake and timely release of strays along with statutory responsibility for animal control services." But in Section 4, para 1, the proposal "offers a service contract at an initial flat fee of \$475,000, and the City MUST close all operations of the GFAS"

--RFP Requirement #1, #2, and #3 not met

• INITIAL ANALYSIS/FINDINGS:

6

Section 3 – Animal Welfare Services Proposed (continued)

-- Section 3, question 1 response; proposes the "Center would no longer accept strays."  
-- RFP Requirement #1 and #2 not met

-- Section 3, question 4 response; proposes that the animals to be served are dogs, puppies, cats, and kittens as well as unclaimed strays turned over to the MCAAC from the GFAS.  
-- RFP Requirement #1, #2, and #3 not met  
-- *Note: Incongruent statement. Animals cannot be turned to the MCAAC if the service contract requirement proposed is to close the GFAS?*

-- Section 3, question 8 response; proposes the "Center should not be required to accommodate large turn-ins of animals seized from animal hoarders."  
-- RFP Requirement #1, #2, and #3 not met

-- Section 3, question 8 response; states the foundation "does not believe it should assume any responsibility for cremation. The City has committed to building a new incinerator and there are other options available in the private sector."  
-- RFP Requirement #1, #2, and #3 not met  
-- *Note: Incongruent statement. Cremation services cannot be obtained at the GFAS if the service contract requirement proposed is to close the GFAS?*

• INITIAL ANALYSIS/FINDINGS:

7

Section 3 – Animal Welfare Services Proposed (continued)

-- Section 3, question 9 asks for a timeline detailing the timeframe and steps needed to provide the service. The response states the foundation "would be prepared to begin a contractual arrangement on July 1, 2020." No steps to reach this were provided.  
-- RFP Requirement #2 not met

-- Section 3, query 12 response; states that all "qualifying animals will be taken to the MCAAC at which time the MCAAC will assume ownership."

-- RFP Requirement #1, #2, and #3 not met  
-- *Note: Incongruent statement. Qualifying animals cannot be taken to the MCAAC if the service contract requirement proposed is to close the GFAS?*

• INITIAL ANALYSIS/FINDINGS:

8

Section 4 – Service Cost and Financial Requirements -- Response Concerns

-- Section 4, query 2 response; states "the GFAS closes all operation the MCAAC proposed an initial service contract price of \$475,000 adjusted annually by the CPI" and additionally stated if the GFAS is not closed, the MCAAC cannot propose an initial contract price without knowing the level of services that the City would maintain and the costs and income associated with such services.....absent a full understanding of the City's cost for it's retained services."

-- RFP Requirement #1, #2, #3 not met  
-- *The RFP asked for submissions for complementary services and operations during the initial 54-day timeline. The commission then approved a MCAAC requested 45-day extension request. The RFP Addendums #2 and #3 included "by line item" expense ledger detail, complete budget information for 2008-2019, as well as detailed responses to specific questions about expenses.*

-- *Note: Incongruent statement. The MCAAC relays throughout the proposal that they are a viable and well functioning alternative to the GFAS. They operate and provide some of the same services that the GFAS does. The proposal states the MCAAC would assume all responsibility for animal adoption and fostering services, fundraising, and education to the community. These are services that they currently provide. How could they not determine their costs associated with services they already provide?*

INITIAL ANALYSIS/FINDINGS:

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Section 4 – Service Cost and Financial Requirements (continued)

- Section 4, query 3 response; states "the Center will utilize the services of the GFAS for animal cremation needs at a price discounted from retail."
  - RFP Requirement #2 and #3 not met.
  - Note: Incumbent statement: Cremation services cannot be offered to the community if the service contract requirement proposed is to close the GFAS.
- Section 4, query 4; when asked to provide detail about the organizations budget for the past five years, the MCAAC provided only basic information on revenue, expenses, and debt services see next slide. The MCAAC did relay that they do not have any endowment at this time, and upon completion of all debt payments the Foundation hopes to establish an endowment.

The Animal Foundation of Great Falls  
Budget

Revenue	Fiscal Year		Fiscal Year		Fiscal Year	
	11-5-16 to 10-31-16	11-5-16 to 10-31-16	11-5-16 to 10-31-17	11-5-16 to 10-31-18	11-5-16 to 10-31-19	11-5-16 to 10-31-20
Donation, grants, bequest and fund raising events	306,877.00	239,000.00	1,517,000.00	1,130,000.00	447,000.00	
Program revenue (petting zoo/entrance fees)	1,600.00	10,000.00	17,000.00	17,000.00	18,000.00	
Total Revenue	308,477.00	249,000.00	1,534,000.00	1,147,000.00	465,000.00	
Expenses						
Animal Care and Housing	24,000.00	42,000.00	45,000.00	50,000.00	54,000.00	
Education Programs	128,000.00	200,000.00	120,000.00	200,000.00	200,000.00	
Operational Costs (gas, repairs, items, utilities, etc)	75,000.00	75,000.00	80,000.00	81,000.00	85,000.00	
Other Operational Costs	80,000.00	80,000.00	78,000.00	80,000.00	75,000.00	
Total Expenses	267,000.00	297,000.00	323,000.00	311,000.00	314,000.00	
Debt Service	1,480,000.00	42,000.00	318,000.00	280,000.00	280,000.00	
Construction and equipment costs	1,000,000.00	25,000.00				
Endowment						
Total	2,748,477.00	316,000.00	2,160,000.00	1,608,000.00	1,039,000.00	
Resolving Debt	337,000.00	65,000.00	70,000.00	37,000.00	30,000.00	
Working Fund	80,000.00	1,000.00	87,000.00	100,000.00	100,000.00	

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INITIAL ANALYSIS/FINDINGS:

11

Section 5 – References -- Responsive

SUMMARY:

- The proposal received was difficult to interpret, and understand. The City did not request any closure of the GFAS. The RFP asked for complementary services and operations options. Instead, the City received 1 option (close and pay an unsubstantiated fee) and a confusing request to continue negotiations about information that should have been provided in the proposal.
- The proposal contradicts itself by listing a \$475,000 dollar figure for the MCAAC to provide their reduced services to the community. That is caveated by the requirement to close the GFAS, but on numerous paragraphs the MCAAC relays that they need the GFAS to provide services.
- This is only a preliminary analysis. The flaws, contradictory statements, and lack of detail is only a sampling of the essence contained in the document.

COMMISSION OPTIONS:

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- Have staff provide a full report detailing the concerns about the proposal at a future work session
  - This will allow staff time to fully analyze, research, and provide a detailed list of potential impacts from a financial, operational, and legal perspective.
- Continue to negotiate with the MCAAC based on the proposal submitted
  - Due to the public interest and attention on this subject, it is recommended this effort be led by 2 commissioners at future public meetings
  - This will also allow staff to request the MCAAC provide the line item detail and specification missing from the submission.
- Find that the proposal was non-responsive, due to the numerous conflicts and lack of information, and reject the RFP
  - The submitted proposal reveals and validates that shutting down the GFAS is not a viable option. A rejection of the RFP will not negatively impact the MCAAC or GFAS, or our community.