City Commission Work Session Civic Center, Gibson Room 212 Mayor Pro Tempore Wolff presiding

CALL TO ORDER: 5:30 PM

CITY COMMISSION MEMBERS PRESENT: Susan Wolff, Joe McKenney, Eric Hinebauch and Rick Tryon. Mayor Bob Kelly was excused.

STAFF PRESENT: City Manager Greg Doyon and Deputy City Manager Chuck Anderson; City Attorney David Dennis; Finance Director Melissa Kinzler, Deputy Director Kirsten Wavra, Grant Administrator Tom Hazen and ARPA Project Manager Sylvia Tarman; Public Works City Engineer Jesse Patton and Senior Civil Engineer Mark Juras; Municipal Court Judge Steve Bolstad; Fire Chief Jeremy Jones and EMS Deputy Chief Jeremy Virts; Police Chief Jeff Newton; and, Deputy City Clerk Darcy Dea.

PUBLIC COMMENT

Richard Ecke, Historic Preservation Advisory Commission (HPAC) Chairman, City resident, reiterated that the HPAC encourages other alternatives be considered, such as, the Children's Museum and Post Office building for Court space. If the Missouri Room is considered for renovation, Mr. Ecke suggested making it reversible so that the room could be returned to its current use.

Written correspondence was received from:

Ken Robison, HPAC member (via July 18, 2023 email), expressed opposition to destroying the Missouri Room for relocating Court. Mr. Robison urged the Commission to consider the several alternatives that would better serve the City for the needed Court Room space.

1. GREAT FALLS SOLID WASTE STUDY. OF 1785

Public Works City Engineer Jesse Patton commented that Public Works Director Chris Gaub is at a Quarterly Public Works Director's Meeting; however, would be available when he returns to answer any questions and comments the Commission has. City Engineer Patton explained that Public Works has been working with Advanced Engineering and Environmental Services (AE2S) and Jacobs to produce a planning level feasibility study including multiple alternatives that will inform the City's decision regarding long-term waste disposal. Tonight is a continuation from the October 18, 2022 Work Session presented by Senior Civil Engineer Mark Juras. He expressed appreciation to Senior Civil Engineer Juras and the consultants from AE2S and Jacobs for their efforts with regard to the hard work they have put in so far.

Lyndsey Lopez with Jacobs reported that she is a part of the consulting team with Nate Weisenberger of AE2S and have been working on the Solid Waste Study since March 2022. The study evaluates the long-term options for the City. Ms. Lopez reviewed and discussed the following PowerPoint:



Agenda

- 1. Project Introduction & Background
- 2. Evaluation Methods
- 3. Evaluation Conclusions & Recommendations

Project Introduction

Does this evaluation provide you with the information needed for a decision on a long-term solid waste management direction for the City of Great Falls?

Discussion of recommended decision?

Today: Residents and businesses within the City of Great Falls currently have two options for solid waste (garbage) collection.



City of Great Falls (CoGF) Solid Waste Collection - Disposal at High Plains Landfill Updated with FY23 data 18,591 customers within city limits, 84.8%

Option 2

Republic Services Solid Waste Collection - Disposal at High Plains Landfill 3,333 customers within city limits, 15.2%

Why is the City Considering Future Changes in Solid Waste Management & Disposal?

Commission

- The High Plains Landfill, owned and operated by Republic Services, is the only current feasible option for the City.
- > Republic Services took over ownership of the landfill in 2018.
- High inflation is causing disposal cost increases the City is unable to control inflation and relative cost increases so decided it was prudent to explore if other options are available.

Looking to the Future

The City will use this study to inform the selection of the best long-term solid waste management and disposal system for the City of Great of Falls.

Scope of Study - Phase 1

Phase 1

- BASELINE AND PROJECTIONS
- INITIAL SCREENING
- CONCEPTUAL-LEVEL DESIGN & INITIAL COST ESTIMATES
- REVIEW PHASE 1 FINDINGS/GAUGE FEASIBILITY
 CONSULTANT RECOMMENDATION & DISCUSSION OF RESULTS
 - NEXT STEPS FOR CHOSEN ALTERNATIVE

Landfill Solid Waste Per-Ton Costs Since 2017

Year	Landfill Cost (\$ per ton)	Annual Percent Change			
2017	\$25.61	N/A			
2018	\$26.64	4%			
2019	\$27.35	3%			
2020	\$27.98	2%			
2021	\$28.37	1%			
2022	\$30.31	7%			
2023	\$32.00	6%			
Initial term of the current Solid Waste Disposal Agreement runs through December 20, 2024, will automatically renew, with up to two 5-year extensions. Inherent risk if City goes into the 1th 5-year extension & Inflation remains high					

WWTP-Related Solid Waste Landfill Costs 2017-2022

Year	Landfill Cost (\$ per ton)	Annual Percent Change
2017	\$14.43	N/A
2018	\$14.78	2%
2019 (Jan-Oct)	\$15.17	3%
2019 (Nov-Dec)	\$27.35	80%
2020	\$27.98	2%
2021	\$28.37	1%
2022	\$29.39	4%

Project Status: Update on Background Data Findings

Consultant team performed review of background data and prepared population and disposal tonnage forecasts for Counties shown:

Population Forecast (Baseline)

Location	2020	2025	2030	2060
City of Great Falls	60,442	62,867	65,390	82,801
Rest of Cascade County	21,134	21,982	22,864	28,952
Total Cascade County	81,576	84,850	88,254	111,753
Glacier County	13,706	14,256	14,828	18,776
Pondera County	5.911	6.148	6,395	8.098
Teton County	6,127	6,373	6,629	8,394
Lewis and Clark County	68,714	71,471	74,340	94,133
Meagher County	1,795	1,867	1,942	2,459
Judith Basin County	1,968	2,047	2,129	2,696
Fergus County	11,167	11,615	12,081	15,298
Chouteau County	5,731	5,961	6,200	7,851
Liberty County	2,455	2,554	2,656	3,363
Toole County	4,812	5,005	5,206	6,592
11-County Total	203,962	212.147	220,660	279,413



Peer to Peer Findings

Lewis and Clark County Landfill

South Central Solid Waste Authority

Wasatch Integrated Waste Management District

Northern Montana Joint Refuse

Southern Idaho Regional Solid Waste District

- Economies of scale
- Understand flow control legislation
- A technical and political presence is required
- Host fees
- Per one respondent: roughly, more than a 45minute collection vehicle drive to a landfill warrants a transfer station

Locations of Existing Landfill & City Properties for New Potential Facilities



Alternative Identification, Screening, and **Evaluation**



More detailed evaluation



1. Privatization - Free Market 2. City Buys High Plains Landfill 3. New Full-Service Transfer Station with Disposal at High Plains Landfill

Three alternatives

excluded 1. Privatization - Free

Five Alternatives

	Elements of the System			
Alternative	Collection	Transfer Station	Landfill	
A. Status Quo	City or Republic Services	None	City is customer at Republic Services' High Plains Landfill	
B. Privatization - Contract or Franchise	City ceases collection and negotiates or issues RFP for collection services on behalf of customers	None	City agreement with Republic Services for disposal at High Plains Landfill	
C. City Developed Landfill	City or Republic Services, with added option to self-haul to transfer station under C.1.	C.1 New City-Owned Transfer Station (self-haul customers only) C.2 No Transfer Station	New CoGF-developed landfill at the 160-acre CoGF-owned parcel	
D. Develop Regional Waste Management Authority/Solution	City and Republic Services within Great Falls; collection outside decided by other jurisdictions	D.1 New City-Owned Full- Service Transfer Station (self- haul and collection vehicles) D.2 No Transfer Station	D.1 Another jurisdiction runs the landfill D.2 CoGF runs the landfill or operations could be contracted to private operator	
E. Lewis and Clark Landfill & New Transfer Station	City or Republic Services	New City-Owned Full-Service Transfer Station (self-haul and collection vehicles)	Lewis & Clark Landfill	

Location & Initial Concept Layout of Potential Landfill





- Sized for a 30-year life cycle (2030 to 2060) with room for growth.
- Total capacity is 4 million cubic yards.
- 4 cells, each approximately 7 acres for a total of 28 acres, built in approximate 7- to 8-year increments. Total length is approximately 1,250 feet by 980 feet.

Initial Concept Layout of Landfill at Closure



- Final cover has a top deck of 300 square feet. Maximum elevation of 3,663 feet. (approximately 200 feet above existing ground) that slopes down at a 3 horizontal:1 vertical ratio.

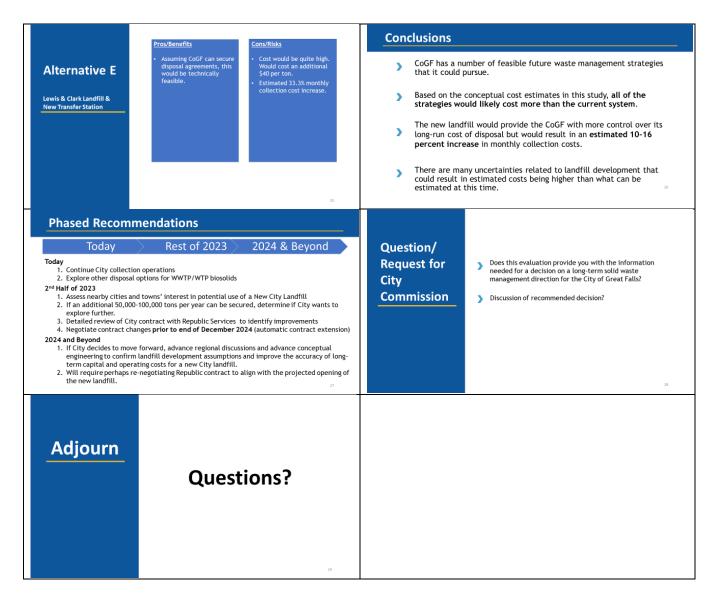
Location & Initial Concept Layout of Potential Self-Haul Transfer Station





Concept includes space for 36 8-cubic yard frontload containers.

Summary of Per-Ton Cost Estimates (March 2023 \$) Initial Concept Layout of Full-Service Transfer Station capacity of about 240 Alternatives tons; peak daily is D.1, Waste 480-tons. D.2, Waste Man. Item Man. Authority, E, L&C C.2, New Authority, · 8 self-haul and 3 A, Status В, C.1, New City LF, commercial delivery Quo Private City LF no SH TS elsewhere City LF Landfill And the last Total Cost Per Ton \$32.00 \$50.50 \$43.50 \$80.40 \$39-\$43* \$32.00 * Dependent on volume of incoming waste from other jurisdictions, host fees, and if self-haul deliveries are accommodated at the landfill. LBC = Levis and Clark: IF = landfill; Man. = Management; NA = not applicable; SH TS = self-haul transfer station Estimated Change in Residential Collection Rate (March 2023\$) City has less negotiating potential. Many benefits that would be lost if City stops its collection operations such as: control of service levels and customer service, valuable operational knowledge. One City-service that can be effectively eliminated | D.1, Waste | D.2, | Mar. | Waste | Waste | Mar. | Waste | Waste | Mar. | Waste | Waste | Mar. **Alternative B** Item **Privatization -**\$15.00 \$15.00^b \$17.40 \$16.50 \$21.20 \$20.00 **Contract or** \$0.00 \$0.00 \$2.40 \$1.50 \$6.20 \$5.00 Franchise 0.0% 0.0% 16.0% 10.0% 41.3% 33.3% ^b Best estimate is status quo. See Section 7J for potential risks and benefits of privatization. *Dependent on amount of waste from other jurisdictions, host fees, and f self-haul deliveries are accommodated at the landfill. Pros/Benefits ros/Benefits **Alternative** Same as listed for C.1 except not as much benefit for CoGF residents (no self-haul transfer Appears to be a feasible long-term strategy. Requires new expertise to manage or operate a new landfill. **Alternative** Same as listed for C.1 except not as much benefit for CoGF residents (no self-haul transfer **C.1** Control over the City's long-term disposal costs. **C.2** Increasing competition for disposal services. Customer reaction to 10 percent rate increase. **Developing a Developing a** Potential partnering for economies of scale. Likely would be popular with residents. Liability associated with developing a new landfill new City landfill new City landfill and a self-haul without a selftransfer station haul transfer in the City station in the City Requires regional partners willingness to truck solid waste from a transfer station located in their **Alternative Alternative D.1 D.2** community. Actual details and costs dependent of future discussions and agreements with partner jurisdictions. Develop waste management authority, build New City-Owned Full-Service Transfer Station Develop waste management authority, no City Transfer Station, build City landfill (self-haul and collection vehicles) and truck to an out-of-county landfill



City Manager Greg Doyon suggested that the Commission further review the materials from tonight and and Public Works Director Chris Gaub and Sanitation Manager Ross Bartell would be available at a later time to answer questions or concerns the Commission may have. Manager Doyon explained that previous Commissions have hesitated removing this service because of the concern of disposal costs for residents. Utilizing the landfill as is and relying on a private sector to dispose of materials would keep the rates at where they are currently. He is interested in exploring other disposal options, such as the City-owned property, for Waste Water Treatment Plant (WWTP)/Water Treatment Plant (WTP) biosolids because those charges have a direct impact on the rate user.

With regard to the "Alternative C.1 and C.2" slide, Commissioner Tryon inquired about the risks of those alternatives and the workforce needed for ongoing operations of a new landfill.

Ms. Lopez responded that the cost estimate to construct the landfill was \$12.3 million and there would be operating costs on top of that. The City would also have to plan for post-closure of the landfill. Alternative

C.1 and C.2 would be a significant risk. The workforce that would be needed for ongoing operations of a new landfill would depend on the size of the landfill.

Manager Doyon added that the challenge has been replacing sanitation trucks to do the hauling service, as it exists today. The Convenience Center closed down because we needed to build some capacity in the sanitation fund to start replacing equipment in order to continue to operate because the maintenance costs were astronomical.

With regard to the "Summary of Per-Ton Cost Estimates" slide, Commissioner Hinebauch received clarification that the rates include ongoing operational costs.

Commissioner McKenney received clarification there is sufficient time remaining with regard to the life span of the landfill owned by Republic. With regard to the "WWTP-Related Solid Waste Landfill Costs 2017-2022" slide, the 80% increase in November-December 2019 was catching up from Republic taking over ownership in 2018. He commented that there does not need to be an immediate decision to make a change and agreed with the recommendations to continue City collection operations with exploring other disposal options for WWTP/WTP biosolids.

Mayor Pro Tempore Wolff concurred with Commissioner McKenney's comments. She added that she would be interested in looking at the waste water biosolids situation, so if the City did aquire other property where it could to take the biosolids to see if it would make a difference in the future.

Ms. Lopez responded that one thing the Solid Waste Study did not evaluate was other alternatives to landfills. There could be consideration of a composting facility where the City could take biosolids and make city-owned compost for City projects and roadways. However, she cautioned that the cost per ton would increase since there would be less tonnage if the City just focused on biosolids.

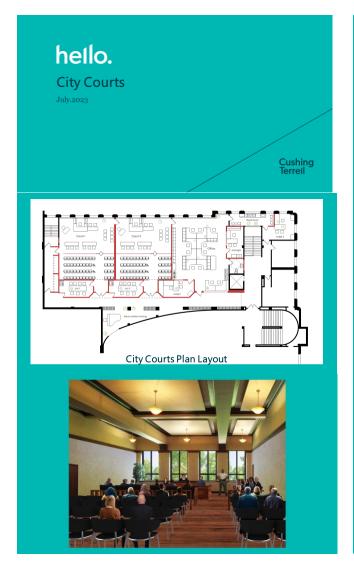
Manager Doyon recommended discussing this again at a later date, exploring the biosolids issue and having a consultant when it is time to negotiate the contract.

2. COURT RELOCATION UPDATE

Grant Administrator Tom Hazen reported that this project was among the Tier One projects that was identified by the Commission in April 2022. This remodel is a direct response to the negative impacts of the COVID pandemic on City operations. Due to restricted capacity during the pandemic, the Court developed a significant backlog of cases that will be addressed by expanding the current operational capacity of the Court. The Treasury Department specifically referenced such negative impact on judicial operations when it published its Final Rule for ARPA usage and other associated guidance. As a result, this project is facially eligible under the Negative Impacts category for ARPA use. Further, ARPA is classified as "local funding" by both the Federal Advisory Council on Historic Preservation and the Montana State Historic Preservation Office. Therefore, use of ARPA funds does not trigger mandatory historic review under federal or state regulations. At the close of this presentation, City staff is requesting guidance on further steps from the Commission. In order to meet ARPA timelines of obligating funds by December 2024 and expending them by December 2026, City staff is proposing to bring a contract for Final Design services before the Commission at the August 1, 2023 Commission meeting.

Cushing Terrell Architect Tony Houtz explained that this is an informational update on the changes and updates that were made since the April 4, 2023 Work Session. There are several intricate and different factors involved in the design process and it is important that Cushing Terrell is responsible, both fiscally and with the use of resources, smart, thorough, and respectful of the history and users of the building.

Mr. Houtz reviewed and discussed the following PowerPoint:







Mr. Houtz explained that some of the questions with regard to the renovation of the Missouri Room to Court space included the following: how would the design relate to the architecture that is in the existing Civic Center building; what would happen to the IT Room and meeting spaces in the Missouri Room; would it have enough room for expansion and other Court activities; and how would the flow work for

Court. Most of the vertical walls that go up to the ceiling would be minimized to reduce the impact of the Missouri Room. He would take advantage of the space that is currently in the Missouri Room and maximize it for the use of the new plan. The ceilings and historical light fixtures would be preserved and the IT Training Room and meeting rooms would be in the lower level, former Court space.

Commissioner Tryon inquired about the acoustic considerations, HVAC system and if the renovation of the Missouri Room could be reversible.

Mr. Houtz responded that a sound consultant would mitigate the transfer of sound to and from the Court area. Code-required ventilation, heat, and air conditioning would be a part of the HVAC system and is included in the proposed costs. There would not be an impact to any of the major elements of the renovated Court space and the room could be returned to its current use.

Mayor Pro Tempore Wolff received clarification that LED lights could be used for the historical light fixtures.

Commissioner McKenney received clarification that the proposed project would be completed in early 2025.

Mayor Pro Tempore Wolff commented that we all recognize the history of Montana and the community and she is conflicted when she sees beloved places changing; however, she has to consider the future of the community and what its needs are. She expressed appreciation to Mr. Houtz for his efforts with regard to keeping, honoring and adding to the historical perspective of the design, as well as making it reversible.

Commissioner Tryon inquired about the Children's Museum building as a potential alternative.

Manager Doyon responded that the City has been shuffling people around in the Civic Center for a long time looking for additional office space internally, including the Convention Center, and externally, including the Children's Museum. If you move one office to renovate it for another, generally you also have to renovate the space that is moved into and the City has never been in a financial position to do both. The Children's Museum had an automatic renewal on a five-year contract that will expire November 2023. He will then recommend to the Commission a year-to-year lease for the Children's Museum contract. The Children's Museum building would require extensive renovation to make it appropriate for City office space and the cost would be greater than what we have to do the Missouri Room renovation project. The Children's Museum building is an asset that could be potentially used in the event the City was able to find funds to renovate it for a future need; however, the Missouri Room is the best alternative that has been presented to the Commission.

Manager Doyon asked the Commission to remember that the City is IT dependent, has IT training needs and there would need to be another room established for that purpose. The \$3.2 million is a very tight number and unexpected things could come up; however, there needs to be due consideration to having a Court Officer because there is an added benefit of having an officer in the building. He recommended moving forward with regard to a design contract for Commission approval.

Deputy City Manager Chuck Anderson added that in addition to the IT Training Room, there are also three additional conference rooms that would need to be relocated and have HVAC, connectivity and IT

needs.

Mr. Houtz responded that is where the space in the lower level is of value.

Commissioner McKenney commented that as a HPAC member, he is concerned with preserving the history of the Missouri Room; however, the Civic Center is not a museum and needs to be utilized to its best value. His initial impression of the Missouri Room was that it was a big space that does not get used a lot. The Missouri Room may have an emotional impact on people and has historic value; however, its use is a meeting room. The Civic Center is owned by the taxpayers and the City has a fiduciary duty to put the building at its best use, which is renovating the Missouri Room for being utilized for Court space.

It was the consensus of the Commission to proceed with renovating the Missouri Room for Court space.

Manager Doyon added that there will be an impact on events in the Civic Center and other options will need to be determined with regard to how we operate those in the Civic Center.

DISCUSSION OF POTENTIAL UPCOMING WORK SESSION TOPICS

City Manager Greg Doyon reported that a continuum of care update will be a topic at the August 1, 2023 work session. The August 15, 2023 work session will consist of lead water service line replacement project and energy consulting contract updates.

Commissioner Wolff requested that a Central Montana Works update be a topic for the first part of September 2023.

Manager Doyon responded that a Central Montana Works update could be a topic for the September 5, 2023 work session.

ADJOURN

There being no further discussion, Mayor Pro Tempore Wolff adjourned the informal work session of July 18, 2023 at 6:46 p.m.