

JOURNAL OF COMMISSION WORK SESSION
September 5, 2023

City Commission Work Session
Civic Center, Gibson Room 212

Mayor Kelly presiding

CALL TO ORDER: 5:30 PM

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

STAFF PRESENT: City Manager Greg Doyon and Deputy City Manager Chuck Anderson; City Attorney David Dennis and Deputy City Attorney Rachel Taylor; Finance Director Melissa Kinzler; Public Works Director Chris Gaub, Environmental Division Manager Nate Besich and Engineer Russ Brewer; Planning and Community Development Director Brock Cherry; Municipal Court Judge Steve Bolstad and Court Supervisor Morgan Medvec; Park and Recreation Director Steve Herrig; Fire Chief Jeremy Jones; Police Chief Jeff Newton; and, City Clerk Lisa Kunz.

PUBLIC COMMENT

None.

1. CENTRAL MONTANA WORKS UPDATE.

The Great Falls Area Chamber of Commerce President/CEO Shane Etwiler introduced Director of Workforce Education Coalition and Development Scott Wolff.

Mr. Wolff reviewed and discussed the following PowerPoint:



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<p>PARTNERSHIPS PATHWAYS PROGRESS</p>	<p>- Vision To be the premier catalyst of innovative partnerships to attract and develop talent for regional enrichment and growth.</p> <p>- Mission Central Montana Works! brings people together, leveraging networks and relationships to overcome barriers and meet regional talent demands.</p>	<p>PARTNERSHIPS PATHWAYS PROGRESS</p>							
<p>PARTNERSHIPS PATHWAYS PROGRESS</p>	<table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <tr> <td style="width: 50%; padding: 5px;"> Resources and Leadership • Funding • Technical design program • Sector alliances </td> <td style="width: 50%; padding: 5px;"> Training and Education • 12 partners • Place-based partners • Industry specific training providers </td> </tr> <tr> <td colspan="2" style="padding: 5px;"> CMW! Aligning Workforce Development </td> </tr> <tr> <td style="padding: 5px;"> Outreach and Delivery • World event • Virtual career exploration • Industry days • Hiring events </td> <td style="padding: 5px;"> Marketing and Communication • Economic media promotions • Industry website • Social media </td> </tr> </table>	Resources and Leadership • Funding • Technical design program • Sector alliances	Training and Education • 12 partners • Place-based partners • Industry specific training providers	CMW! Aligning Workforce Development		Outreach and Delivery • World event • Virtual career exploration • Industry days • Hiring events	Marketing and Communication • Economic media promotions • Industry website • Social media	<p>PARTNERSHIPS PATHWAYS PROGRESS</p>	<p>- Educational Partners</p> <ul style="list-style-type: none"> • Great Falls Public Schools • Diocese of Great Falls-Billings • Foothills Community Christian School • Homeschool Association • Great Falls College-MSU • University of Providence <p>- Key Initiatives for Phase I</p> <ul style="list-style-type: none"> • Educator Workforce Academy • Adopt-A-School • WOW™
Resources and Leadership • Funding • Technical design program • Sector alliances	Training and Education • 12 partners • Place-based partners • Industry specific training providers								
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Outreach and Delivery • World event • Virtual career exploration • Industry days • Hiring events	Marketing and Communication • Economic media promotions • Industry website • Social media								
<p>PARTNERSHIPS PATHWAYS PROGRESS</p>	<p>- Worlds of Work™ 2023</p> <ul style="list-style-type: none"> • ~2,500 students anticipated • 35 schools invited • 7 Counties covered • 73 Exhibitors so far • 12 Sponsors so far • 200 volunteers needed 	<p>PARTNERSHIPS PATHWAYS PROGRESS</p>	<p>Accomplishments</p> <ol style="list-style-type: none"> 1. Worlds of Work event 2. CDL Training Program 3. Community Early Education Center 4. Talent Pipeline Management 5. Educator Workforce Academy 6. Adopt-A-School 7. STEM/Healthcare Track Initiative 8. Welding Bootcamp 9. Early Childhood and Business Advisory Council 10. Work-based Learning Collaborative 						
<div style="border: 1px solid gray; padding: 10px; display: inline-block; margin-bottom: 10px;"> <h2 style="margin: 0;">QUESTIONS?</h2> </div> <p style="margin: 0;">Thank you for your time and attention, and for the opportunity!</p>									

Commissioner Tryon received clarification that Central Montana World of Works (WOW) is its own separate 501C3, a part of the Great Falls Area Chamber of Commerce and that the role of the City

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Commission is to have visibility of what Central Montana WOW is doing.

City Manager Greg Doyon inquired about the experience that WOW has with regard to connecting students with career options.

Mr. Wolff responded that he had anticipated that only area schools would register at the 2022 WOW Career Exploration; however, there were 20 schools across four counties and 2,100 students. Livingston High School, among others, have registered for the 2023 WOW Career Exploration.

Commissioner McKenney inquired if anything is being done about recruiting military personnel.

Mr. Wolff responded that Malmstrom Air Force Base (MAFB) and the Montana Air National Guard (MANG) are heavily involved in everything that WOW is doing. Recently, the Great Falls Area Chamber of Commerce, Great Falls Public Schools and MAFB won an award for its collaboration efforts in the community. MAFB and MANG are critical partners that are involved with WOW, Central Montana Works Leadership High School Program and Leadership Great Falls.









Commissioner Wolff mentioned that MANG's Blackhawk, the Public Works Department, Great Falls Fire Rescue, Police Department and IT were involved in the 2022 WOW Career Exploration and it was an eye-opening experience for City staff and students.

2. STORM DRAIN DESIGN MANUAL (SDDM) UPDATE.

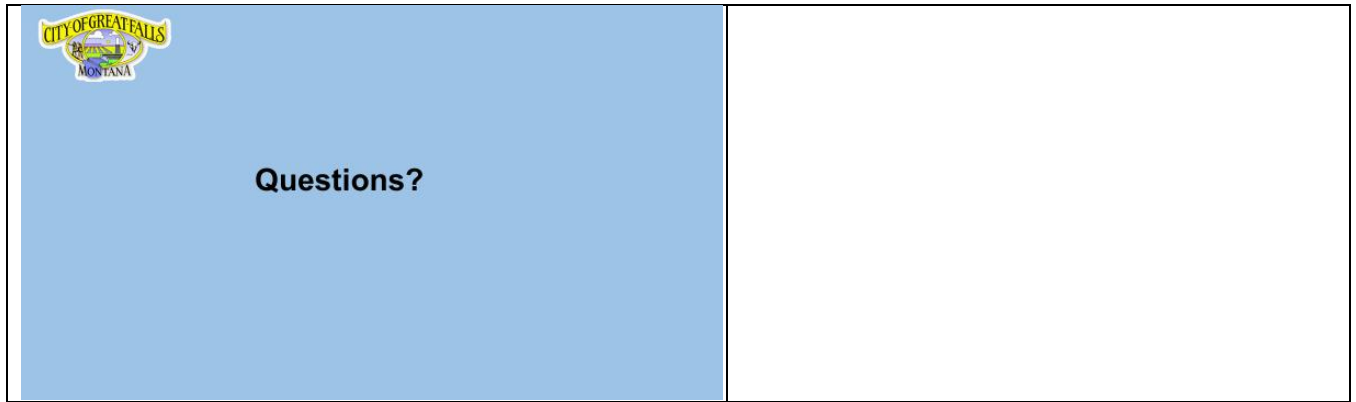
Public Works Environmental Division Manager Nate Besich reviewed and discussed the following PowerPoint:

	<p style="text-align: center;">Agenda</p> <ul style="list-style-type: none">• Intro / Background• Big Picture Goals• Storm Sewer Quantity Updates• Municipal Separate Storm Sewer System (MS4) Updates• Preferred Contractor Program• Regional Treatment Facility (RTF) Policy
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 <p align="center">Intro / Background</p> <ul style="list-style-type: none"> • Current SDDM dated June 1990 • Purpose and Scope • Storm Drain Master Plan • Ordinance updates upcoming <ul style="list-style-type: none"> • Moving items from title 17 (Land Development) to title 13 (Water, Sewer & Storm Drainage) 	 <p align="center">Big Picture Goals</p> <ul style="list-style-type: none"> • Standards for Design & Construction, Resolution 10346 • SDDM is Chapter 7 of the Standards • SDDM provides guidance for both City Water Quantity and City Water Quality requirements • Order of Seniority <ul style="list-style-type: none"> • Official Code of the City of Great Falls • The Standards for Design & Construction • Montana Public Works Standard Specifications
 <p align="center">Storm Sewer Quantity Updates</p> <ul style="list-style-type: none"> • Method to calculate storm sewer quantity is the same as the 1990 storm sewer manual • Added - Guidelines on how to obtain a storm drainage credit and appeal the storm drainage fee • Added - Clarification on when a storm drainage plan is needed 	 <p align="center">MS4 Updates</p> <ul style="list-style-type: none"> • EPA phase 1 rule adopted in 1990 (pop. > 100,000) • Current SDDM dated June 1990 <ul style="list-style-type: none"> • COGF codified MS4 program in 1993 • COGF issued first MS4 MPDES permit in 2005 <ul style="list-style-type: none"> • Increased requirements w/in subsequent permits <ul style="list-style-type: none"> • Updates required to reflect those <ul style="list-style-type: none"> • Minimum Control Measure (MCM) 4: Active Construction Requirements • MCM-5: Post-Construction Requirements
 <p align="center">MS4 Updates</p> <ul style="list-style-type: none"> • MCM-4 and MCM-5 Requirements <ul style="list-style-type: none"> • Applicability • Requirements of submittals • Submittal/approval process • Performance standards 	 <p align="center">Preferred Contractor Program</p> <ul style="list-style-type: none"> • Preferred Contractor Program (PCP) <ul style="list-style-type: none"> • Training provided by COGF staff • Satisfies cert. requirements for SWPPP prep/admin <ul style="list-style-type: none"> • 3 year cycle • Yearly refresher • Will charge a fee per student • Incentives <ul style="list-style-type: none"> • Proximity • Approval upon submission of SWPPP
 <p align="center">Regional Treatment Facility</p> <ul style="list-style-type: none"> • Enable COGF to act as primary Responsible Party (RP) for larger common stormwater facilities (residential) • Assist in funding for larger development areas • Track available capacity and cost reimbursements • Provide proper maintenance/upkeep of facilities • Assist with funding for developers • Minimize disturbance/retrofit of facilities 	 <p align="center">Next Steps</p> <ul style="list-style-type: none"> • Town Hall Meeting • Ordinance updates • Revisions to Design Standards

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With regard to the “Preferred Contractor Program” slide, Commissioner Tryon received clarification that SWPPP stands for Storm Water Pollution Prevention Plan.

Mayor Kelly received clarification that storm sewer water is discharged into the rivers. He inquired if the Environmental Protection Agency (EPA) would eventually require the City to re-route all stormwater into a water treatment facility before being discharged into the waterways.

Environmental Division Manager Besich responded that he does not anticipate that the EPA would require re-routing stormwater anytime soon. The Public Works Environmental Division is currently required to treat total suspended solids; however, it is being proactive about a SWPPP.

Commissioner Wolff expressed appreciation to the Public Works Department for providing her with a tour of the Waste Water Treatment Facility, as well as, for its efforts.

Commissioner McKenney inquired if the Public Works Environmental Division measures the quality of stormwater, if developers would be involved with the SDDM updates, and about stormwater facilities.

Environmental Division Manager Besich responded that the MS4 permit issued by the Department of Environmental Quality (DEQ) requires the Environmental Division to measure its own collection system during wet weather events. The Environmental Division samples upstream and downstream of the City from the Missouri and Sun Rivers to determine what the impact is to the rivers. The samples indicate that there is not a significant impact on the two water bodies. Developers would be able to provide input on the SDDM updates at an upcoming Town Hall Meeting. Stormwater facilities include anything from a city-owned park to an extended detention basin that stormwater comes into and is either detained or retained.

Commissioner Tryon inquired if the SDDM updates would be integrated in the ordinance and if there is a solution to raccoons using storm drains as a subway system.

Environmental Division Manager Besich responded that the SDDM updates would change the ordinance to not reference the 1990 manual and to reference the most current version of the manual. An ordinance moving items from title 17 to title 13 would also be upcoming. The Public Works Utilities Division

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periodically inspects storm drain lines and if there were issues, a blockage, or significant impacts to the infrastructure, there would be further investigation to figure out a solution.

3. TITLE 8 - EMS ORDINANCE REVIEW AND UPDATE.

Fire Chief Jeremy Jones reported that most citizens do not understand what takes place when a 911 Emergency Medical Service (EMS) call is generated in the City or the fire districts that Great Falls Fire Rescue (GFFR) protects. Their expectation is when they call 911 medical providers arrive to intervene. Most do not understand that the response posture is an essential function provided for by the City. GFFR is designated to provide this function with certain components performed by a private transport ambulance provider, Great Falls Emergency Services (GFES). GFES is contracted by the City to perform EMS ambulance transport services. Tonight's work session will provide an overview of how fire-service based EMS works, what comprises the EMS system components, and what a typical 911 EMS call looks like in the City.

The City provides EMS through the Official Code of the City of Great Falls (OCCGF) in Title 8, Chapter 5. This title and chapter provides for the development, implementation, and management of a comprehensive EMS system. A comprehensive EMS system includes rapid response, intervention, stabilization and transportation to a definitive care facility, if needed. An additional vital component of this system is a continuous training and quality improvement program developed in conjunction with the EMS Medical director that strives to improve the delivery of pre-hospital EMS patient care. The EMS system components include the City/County 911 dispatch center, GFFR, GFES, and receiving hospital emergency departments, Benefis and Great Falls Hospital.

Across the Nation, 97% of the municipalities in the United States provide EMS services through a fire-service based approach. The fire-service based EMS model is one of the essential public safety functions provided by the United States Fire Service. The reason this model works so well is because fire departments are geographically deployed throughout its community to minimize response times, thus being strategically positioned to deliver time critical response, effective patient care, and scene safety. Fire departments bring treatment to the patient wherever they are. This treatment begins immediately even if the patient is trapped in a building on fire, pinned in a car crash, or in a collapsed structure.

Fire-Service Based EMS models can be found in most of the fire departments in the more populated communities within Montana. These EMS models range from fully transporting fire departments like that of Kalispell, Big Sky, and Havre, to first response non-transporting departments like Helena. The Fire-Service Based EMS model works to provide safe, effective and redundant EMS systems for the citizens they serve.

A 911 EMS call begins with a citizen calling 911 to report a medical emergency. The 911 emergency communications officer then processes the call to gather information on the nature and level of service needed. This system triggers the dispatcher to ask additional questions based on the information that the caller provides. If the patient is prioritized to need an emergent (Code 3) medical response, the dispatcher pages out the Engine company in the district where the caller is located and a GFES Advanced Life Support (ALS) transport ambulance. Once a unit arrives on the scene, a patient assessment is conducted

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to determine the level of care and/or medical intervention needed. The majority of the time, a GFFR Engine with a paramedic on board arrives first due to there being four different locations it can respond.

GFFR paramedics can remain in charge of patient care during times when the patients' medical condition is critical. This continuum of care is crucial for the best possible outcome of our citizens. Once the patient is packaged and loaded for transport in a GFES ambulance, the GFFR paramedic may continue to provide primary care while the ambulance transports to the hospital in conjunction with the GFES staff. Upon arrival at the appropriate Emergency Department, the patient and a pre-hospital treatment report is given to either the ED nurse or physician. The GFFR paramedic is then returned by his Engine company or the Battalion Chief to the area of town that his station protects. This model also applies during times when GFES is only able to provide a Basic Life Support (BLS) ambulance to a Code 3 EMS incident.

When a 911 EMS call priority does meet the threshold of a Code 3 response, it is paged out as a non-emergent medical (Code 1) by the dispatch center and a GFES BLS ambulance responds. Although these non-emergent calls are important, they typically do not need a dual response from GFFR and GFES. GFFR stopped responding to Code 1 calls in June 2021. This was in part to make sure that GFFR was available to the emergent medical calls where our paramedics could be available and intervene during times of life-threatening emergencies. BLS ambulances were introduced into the City's EMS system in 2022 through a commission approved MOU allowing for BLS ambulances due to GFES's staffing issues. This MOU expires at the end of the current performance contract in May 2024.

The key to an effective EMS system is having redundancies in place to make sure that the delivery of EMS services is uninterrupted. During the times GFES has no ambulances available to the City's EMS system and a Code 1 medical call occurs, GFFR will respond to the call to make sure that the patient has a timely response from medical providers. When no private ambulance is available for patient transport in the City's EMS system, GFFR will intervene and provide ambulance patient transport services to the patient. This redundancy allows the EMS system to be reset and have continuous operations. During times of a large EMS call surge event, GFFR can provide up to two ambulances that can be injected into the transport system and relieve the surge event. Although this redundancy addresses the surge of EMS incidents, it does lesson response coverage up to 50% of the City with current GFFR staffing levels.

Since the inception of the EMS ordinance in 2008, the Fire Department has managed the EMS performance contract for the City. Over the course of three contract cycles in 2009, 2014, and 2019, the City has had to make two major allowances involving staffing issues that were in contradiction with the ordinance and performance contract. The most recent MOU is regarding the staffing component of Paramedics on ambulances. The one component of the EMS system that GFFR has not historically performed is the transportation of 911 EMS patients and has been carried out by GFES. GFFR's role in patient transport has been a product of the GFES not having ambulances available to transport patients. This is due to either the number of 911 calls exceeding GFES' transport resources or the number of private transport needs exceed their staffed ambulances.

In 2015, GFFR transported five patients the entire year. Since that time, GFFR's yearly patient transports have continually risen with 141 patient transports in 2022. This year alone, GFFR has already transported 82 patients, which is 31 more transports than a year ago at this time. On average in 2022, there were no

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private providers to the City's 911 system, on an average of 14.9 hours per month. Managing this contract has led to some areas that need to be addressed within the EMS ordinance to make sure the City continues to have a robust stance in its EMS system.

The September 19, 2023 commission work session will provide an opportunity for GFFR to provide recommended EMS ordinance changes and the justification for these recommendations. If the Commission adopts the recommended changes to the EMS ordinance, the new ordinance will ultimately affect the framework of the EMS performance contract that is set to expire in May 2024. Depending on commission discussion and direction, there may be other factors to consider, such as if an RFP for transport is to be issued. If that is decided, then a time for an RFP process to be developed, advertised, and awarded prior to the May 2024 deadline will be needed.

City Manager Greg Doyon explained that the discussion tonight was to familiarize the commission and community about the issues with the EMS system and to explore a Request for Proposals (RFP) or proposed ordinance change.

Mayor Kelly inquired if there have been any discussions with GFES about the proposed recommendations.

Manager Doyon responded that GFES is the current contract provider for transport services and may be a proponent with regard to the proposed ordinance update process. There has been discussions with GFES about the administration of the ordinance and some of the amendments; however, ultimately, it is up to the Commission to determine what kind of quality care it wants residents to have based on the model that Fire Chief Jones outlined tonight.

Fire Chief Jones added that in order to continue to have BLS ambulances available, the ordinance would need to be updated because it is very specific that GFES ambulances must have a paramedic.

Commissioner Wolff commented that she had the opportunity to observe the 911 process from the beginning through resolution and it all works very well together.

Commissioner Tryon inquired if the purpose of the proposed ordinance update would mitigate having dual response from GFFR and GFES to Code 1 calls. He received clarification that ALS stands for Advanced Life Support and BLS is Basic Life Support.

Fire Chief Jones responded that providing EMS has always been an essential function of GFFR; however, the transport component has been contracted out to GFES. One of the proposed ordinance changes would allow GFFR to perform the transport component. GFFR responds to all ALS calls and the current contract allows for both ALS and BLS ambulances.

DISCUSSION OF POTENTIAL UPCOMING WORK SESSION TOPICS

City Manager Greg Doyon reported that a continued Title 8 EMS ordinance review will be a topic for the September 19, 2023 work session. The October 3, 2023 work session will consist of a street department annual update and an ARPA/CARES update will be a topic for an upcoming work session.

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ADJOURN

There being no further discussion, Mayor Kelly adjourned the informal work session of September 5, 2023 at 6:44 p.m.