

**JOURNAL OF COMMISSION WORK SESSION**  
**January 19, 2016**

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, Bill Bronson, Bob Jones, Fred Burow and Tracy Houck.

**STAFF PRESENT:** City Manager and Deputy City Manager; City Attorney; Directors of Fiscal Services, Park and Recreation, Planning & Community Development, and Public Works; City Clerk and Deputy City Clerk.




***\*\* Action Minutes of the Great Falls City Commission. Please refer to the audio/video recording of this meeting for additional detail. \*\****

**1. PUBLIC COMMENT**

There were no comments from the public.

**2. PARK MASTER PLAN**

Park and Recreation Director Joe Petrella introduced Michael Svetz with Pros Consulting. Mr. Svetz provided and discussed a PowerPoint presentation on the Park Master Plan as follows:

	<p style="text-align: center;"><b>Presentation Agenda</b></p> <ul style="list-style-type: none"><li>• Purpose</li><li>• City of Great Falls Desired Outcomes</li><li>• PROS Background</li><li>• Process</li><li>• Experience and Methodology</li><li>• Work To Date</li><li>• Next Steps</li><li>• Questions/Discussion</li></ul>  
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## Purpose

Create a Compelling Vision for the Great Fall's Parks and Recreation Department's Future



Determine the Right Path to Follow



## Background



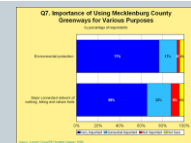
- National, full-service management consulting and planning firm specializing in government and not-for-profit agencies
- National, full-service consulting and planning firm:
  - 800+ projects
  - 46 states
  - Seven foreign countries
- 100+ years experience in the field as public sector managers and municipal leaders

### Full-service Consulting Practice

- Master Planning
- Needs Assessment
- Financial Planning and Management
- Operations, Maintenance and Organizational Development
- Strategic Planning
- Feasibility Studies and Business Planning
- Land Use and Sustainable Practices



- Full service market research firm of nearly 100 people
- Expertise in Parks and Recreation, Transportation, Comprehensive Planning
- 600+ Parks and Recreation Surveys Nationwide
- Have worked with PROS Consulting on over 300 surveys over the past 17 years
- In-house phone and mail services
- Extensive experience conducting services in English and Spanish



- Engineering corporation of 100 employees
- Located in Great Falls
- Expertise in Parks and Recreation Planning and Public Participation and Meeting Facilitation
- Have worked with Great Falls extensively



## City of Great Fall's Desired Outcomes



## Desired Outcomes

- Engage the community, leadership and stakeholders through innovative public input
- Utilize a wide variety of data sources and best practices, including a statistically-valid survey, to predict trends and patterns of use and how to address unmet needs in the City of Great Falls.
- Determine unique Level of Service Standards to develop appropriate actions regarding parks, recreation, facilities, and trails
- Shape financial and operational preparedness through innovative and "next" practices to achieve the strategic objectives
- Develop a dynamic and realistic strategic action plan that creates a road map to ensure long-term success and financial sustainability
- Align the Master Plan with the City's Growth Policy Update

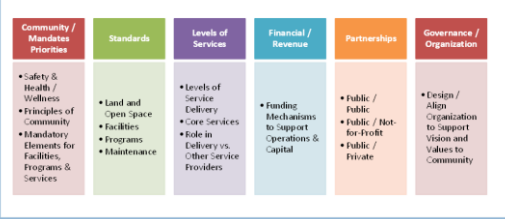


## The PROS Process Community Input Based



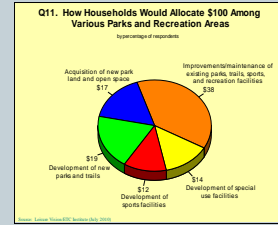
## Community Values Model

### Organizing Public Input into Actionable Strategies



## Statistically Valid Survey

- Only scientific and defensible method to determine community needs
- Administered by mail/phone (web-option)
- Developed in partnership with the City
- Methodology allows high return rate (25%-35%)
- Total of 375 surveys, 95% level of confidence with a margin of error of +/- 5.4%



## Master Plan Areas of Focus



## Methodology and Experience Parks, Facilities and Trails



## Park and Facility Planning, Development and Acquisition Analysis



## Existing Studies and Policy/Ordinance Review

- Review federal, state, local legislation, ordinance and policy including Growth Policy Update
- Discuss with staff other available information, concerns, and local/regional partnerships
- Discuss with staff existing plans

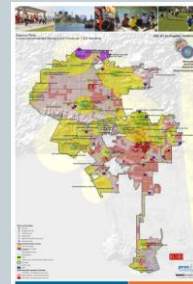
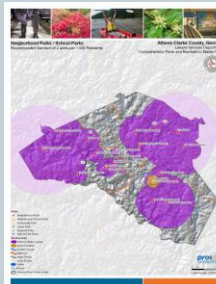


## Assessment and Inventory

Scale of Conditions	General Description
Assessment Finding	
Excellent	Facilities/Park/Amenities are in excellent condition with little or no maintenance problems noted. Park/amenities do not feature any major design issues that contribute to diminished use or maintenance.
Good	Facilities/Park/Amenities are in good condition and feature only minor maintenance problems. Generally, most maintenance issues with these park/amenities appear to be the result of age and/or heavy use. Park/amenities may only feature minor design issues that contribute to diminished use or maintenance (i.e. drainage, structural, utilities, etc.).
Fair	Facilities/Park/Amenities are in fair condition and indicate ongoing maintenance problems. Generally, most maintenance issues with these park/amenities appear to be the result of age and heavy use. Some maintenance issues may be compounded over time due to being deferred because of budget and/or resource limitations.
Poor	Facilities/Park/Amenities are in poor condition and clearly show ongoing maintenance problems that ultimately may result in suspended use for repair/replacement. Maintenance issues with these park/amenities are the result of age and heavy use, and generally are compounded over time due to deferred maintenance as a result of budget and/or resource limitations. Park/amenities may feature major design issues that contribute to diminished use or maintenance (i.e. drainage, structural, utilities, etc.).



## Service Area & Equity Mapping



## Classifications and Level of Service Standards

Facility Standards Category	Totals	Current Standards	2030 Need Calculation (Acres/Miles/Qty) Based on Current Standards
Pocket Parks (Acres)	1.4	0.01 Acres per 1,000	0.08
Neighborhood Parks (Acres)	90.9	0.81 Acres per 1,000	6.30
Community Parks (Acres)	283.1	2.52 Acres per 1,000	19.63
Regional Parks (Acres)	167.4	1.49 Acres per 1,000	11.61
Conservation Parks (Acres)	609.6	5.42 Acres per 1,000	42.27
Open Space (Acres)	553.0	4.91 Acres per 1,000	38.40
<b>Total Park Acreage</b>	<b>2,175.5</b>	<b>15.16 Acres per 1,000</b>	<b>118.28</b>



## Prioritization of Demands and Needs

Park / Facility	Recommended Priority Assignment
Enhance amenities and the equitable distribution of neighborhood parks	Primary
Enhance park and trail connectivity throughout Provo	Primary
Expand and improve non-traditional outdoor recreation amenities at Provo (camping areas, off-leash trails, etc.)	Primary
Enhance the acquisition and preservation of open space	Primary
Develop more recreational use and access areas to the Provo River	Primary
Enhance the City park and trail signage program	Primary
Develop a dog park	Primary
Reconfigure open parking lots	Primary
Reconfigure and expand trails	Primary
Expand the City Cemetery	Primary
Partner with other in the development of Community Gardens	Primary
Improve irrigation	Primary
Add lighting, seating, restrooms, and tennis courts	Primary
Partner in the development of a beach park	Secondary
Improve existing and develop new ball field diamonds	Secondary
Improve existing and develop new multi-use rectangular sports fields	Secondary
Improve existing and develop new picnic areas and pavilions/shelters	Secondary
Improve existing and develop new playgrounds	Secondary
Develop an additional special event venue	Secondary
Develop amphitheaters	Secondary



## Methodology and Experience Programs and Services



## Programs and Services Analysis

Recreation



## Existing Program and Services Review

- Review existing policies that guide Program Development
- Discuss with staff other available information, concerns, and local/regional partnerships
- Discuss with staff existing program and services plans



## Programs and Services Assessment

- PROS Program Positioning Model (3PM) includes significant input from staff
- Assessment and analysis against legislation, policy and best practices/standards**
- Outcome of the process will be the creation of a dynamic programs that results in:
  - Customer satisfaction
  - Increased registration
  - Customer retention
  - Increase in revenues
  - Focus on core programming
  - Performance metrics that can communicate success

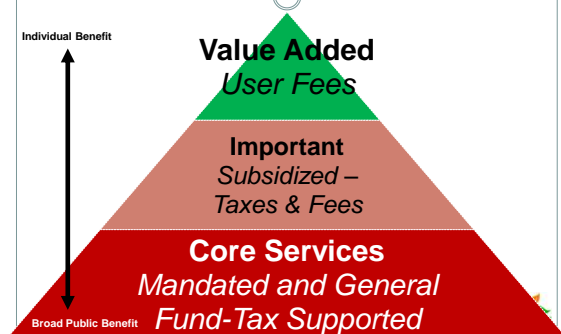
### PROS Program Positioning Model Checklist

- ☐ Age Segment Distribution
- ☐ Lifecycle Analysis
- ☐ Core Program Analysis and Development
- ☐ Similar Provider Analysis
- ☐ Market Position and Analysis
- ☐ Review of Program Development Process
- ☐ Staff Support for Service Delivery Excellence

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## Programs and Services Classification



## Prioritization of Demands and Needs

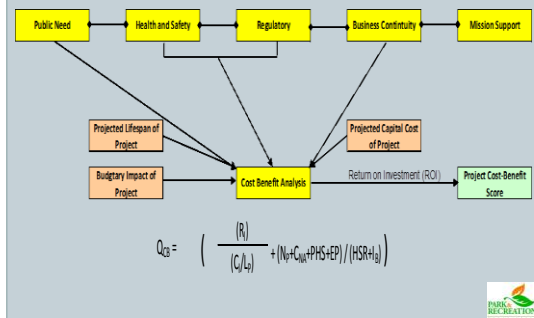
Program	Recommended Priority Assignment
Develop programs that promote the safe use of parks and trails	Primary
Enhance the availability and diversity of youth sports and recreation programs	Primary
Enhance the availability and diversity of adult fitness and aquatic programs	Primary
Enhance the availability and diversity of senior programs	Primary
Enhance programs available to and that target the needs of older adults	Primary
Develop design and construction projects that improve the quality and experience of non-traditional outdoor recreation and adventure activities	Primary
Develop partnerships to engage diverse groups in building a network of recreational opportunities in the community	Primary
Enhance the volunteer program to supplement the department's operational costs	Primary
Develop partner programs that focus on the healthy lifestyles	Secondary
Develop partnerships to improve the quality and diversity of programs for residents with special needs	Secondary
Develop programs that celebrate the significance of the natural and cultural resources of Provo	Secondary
Enhance programs that will engage youth families in recreational experiences	Secondary
Support programs that promote the community as a tourist destination	Secondary



## Methodology and Experience Capital Improvement Development



## Capital Improvement Prioritization Cost Benefit Modeling



## Capital Improvement Plan

- Capital Improvement Plan
- Build Strategies and Tactics and Assign Staff Groups
- Develop Funding Strategies
- Plan for
  - Short Term Goals
  - Mid Term Goals
  - Long Term Goals

1. Replace 5 miles of trails developed over 10 years @ \$200,000 a mile	\$	1,000,000
2. Replace 10 miles of trails developed over 10 years @ \$200,000 a mile	\$	2,000,000
3. Replace 15 miles of trails developed over 10 years @ \$200,000 a mile	\$	3,000,000
4. Replace 20 miles of trails developed over 10 years @ \$200,000 a mile	\$	4,000,000
5. Replace 25 miles of trails developed over 10 years @ \$200,000 a mile	\$	5,000,000
6. Replace 30 miles of trails developed over 10 years @ \$200,000 a mile	\$	6,000,000
7. Replace 35 miles of trails developed over 10 years @ \$200,000 a mile	\$	7,000,000
8. Replace 40 miles of trails developed over 10 years @ \$200,000 a mile	\$	8,000,000
9. Replace 45 miles of trails developed over 10 years @ \$200,000 a mile	\$	9,000,000
10. Replace 50 miles of trails developed over 10 years @ \$200,000 a mile	\$	10,000,000
11. Replace 55 miles of trails developed over 10 years @ \$200,000 a mile	\$	11,000,000
12. Replace 60 miles of trails developed over 10 years @ \$200,000 a mile	\$	12,000,000
13. Replace 65 miles of trails developed over 10 years @ \$200,000 a mile	\$	13,000,000
14. Replace 70 miles of trails developed over 10 years @ \$200,000 a mile	\$	14,000,000
15. Replace 75 miles of trails developed over 10 years @ \$200,000 a mile	\$	15,000,000
16. Replace 80 miles of trails developed over 10 years @ \$200,000 a mile	\$	16,000,000
17. Replace 85 miles of trails developed over 10 years @ \$200,000 a mile	\$	17,000,000
18. Replace 90 miles of trails developed over 10 years @ \$200,000 a mile	\$	18,000,000
19. Replace 95 miles of trails developed over 10 years @ \$200,000 a mile	\$	19,000,000
20. Replace 100 miles of trails developed over 10 years @ \$200,000 a mile	\$	20,000,000

## Funding and Revenue Strategy Options

- Funding strategies will be developed for the facility:
  - Sponsorships
  - Partnerships with public/public partners, public/not-for-profit partners and public/private partnerships
  - Dedicated funding sources to support capital improvements
  - Development agreements
  - Facility leases
  - Grant opportunities and resources

## Next Steps



## Next Steps

- Community Input
- Community Survey
- Facility and Park Inventory and Assessment
- Program Assessment
- Initial Strategic Recommendations
- Capital Improvement Plan
- Funding Strategies

Manager Greg Doyon asked what advice Mr. Svetz would provide to make sure this Master Plan “has legs” and will stand as implemented. Mr. Svetz responded that, in order to make any type of Master Plan improvements happen, the department has to be operationally and fiscally sustainable. The other key piece is understanding the funding strategies and what opportunities truly exist.

Commissioner Bronson inquired if Etc Institute has standard survey questions based on prior experience or whether the survey will be tailored to our particular community. Mr. Svetz explained that he started with a template that was of a similar scope and size of this type of

project and community. It was tweaked by City staff based on their institutional knowledge and understanding of the system, and then revised by him and Etc Institute to make the survey specific to Great Falls.

Mr. Svetz further explained how the statistically valid survey information would be weighed against the information obtained from other sources such as public hearings or town hall meetings.

Commissioner Houck inquired if Pros Consulting would be able to provide other best practices to support some of the proprietary processes Mr. Svetz discussed. Mr. Svetz commented that the proprietary best practices that Pros Consulting has implemented are very data driven. The idea is that City staff will use numbers to help make decisions. Commissioner Houck further inquired if the lack of adjoining community population and climate were taken into consideration. Mr. Svetz responded that the communities of Helena, Bozeman and Missoula will be used to compare and contrast.

Mr. Svetz further reported that the golf courses will also be looked at as part of the planning process.

**Pat Carroll**, Park and Recreation Advisory Board Chairman, residing at 1717 11<sup>th</sup> Avenue South, commented that this consulting firm is here for one reason – to make park and recreation bigger and better. He is happy with the work of Pros Consulting so far.

Mr. Svetz concluded that one of the things identified early on was that there is a lot of undeveloped space that has no potential opportunity or purpose to be in the system. He noted that is acreage the City could potentially sell for other reasons such as infill development. It is about meeting need. The idea is not necessarily to make the system grow. There may be areas in which the system grows but there also may be areas in which the system contracts as well.

Commissioner Bronson stepped out at 5:43 p.m. and returned at 5:44 p.m.

Mayor Kelly announced that meetings for community input on the Park Master Plan are scheduled for January 20<sup>th</sup> in the Civic Center Missouri Room at 3 p.m. and 7 p.m.

### **3. CDBG FUNDING PRIORITIES & POLICY**

CDBG Administrator Jolene Wetterau provided and discussed a PowerPoint presentation on the CDBG Funding Priorities & Policy as follows:

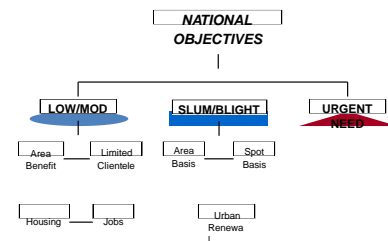
## Community Development Block Grant Basics

To Develop Viable Urban Communities  
Through the Provision of:

- Decent, safe, sanitary housing
- Suitable living environment
- Expand economic development opportunities  
--Primarily for Low/Moderate Income (LMI)  
Persons

The following is a listing of the priorities and the related objectives to address the priorities. All priorities were established based on high needs and none are higher than another.

- Priority: Provide public facility and infrastructure assistance including handicap accessibility and energy efficiency improvements to provide a suitable living environment.
- Priority: Provide assistance for transitional housing with supportive services benefiting homeless or special needs persons.
- Priority: Provide support to public service agencies operating programs that benefit low income persons.
- Priority: Provide direct first-time homebuyer assistance for low to moderate income families.
- Priority: Provide construction and rehabilitation assistance for very low to moderate income homeowners or property owners with very low to moderate income renters to upgrade the city housing stock to provide and sustain safe, affordable housing (12-new construction or 14-rehabilitation)
- Priority: Provide decent affordable housing opportunities for very low and low income renters, particularly the elderly and/or disabled.
- Priority: Provide funding to projects which will create decent paying jobs with benefits for persons from low to moderate income households.



Guide provides a detailed breakdown of eligible activities based on specific categories and how those activities fit with the National Objectives of CDBG.

Examples of Categories:  
Housing  
Public Service  
Public Facilities  
Economic Development

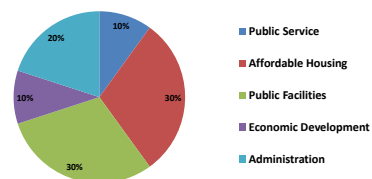
- Obligations for planning and administration may not exceed:

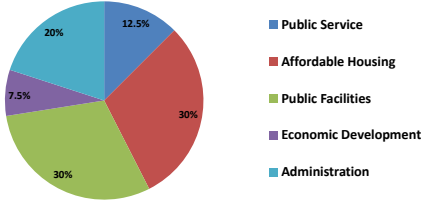
20% of annual entitlement grant PLUS  
20% of Current year program income

- Obligations for public service activities may not exceed:

15% of annual entitlement grant PLUS  
15% of last year's program income

FY 2015/2016 Funding Percentages By Category



<p style="text-align: center;">FY 2016/2017 Funding Recommendations</p>  <table border="1"> <thead> <tr> <th>Category</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Public Service</td> <td>12.5%</td> </tr> <tr> <td>Affordable Housing</td> <td>30%</td> </tr> <tr> <td>Public Facilities</td> <td>30%</td> </tr> <tr> <td>Economic Development</td> <td>7.5%</td> </tr> <tr> <td>Administration</td> <td>20%</td> </tr> </tbody> </table>	Category	Percentage	Public Service	12.5%	Affordable Housing	30%	Public Facilities	30%	Economic Development	7.5%	Administration	20%	<p>As demonstrated by the public during the CDBG Needs Public Hearing held by the City Commission on December 15, 2015, staff is recommending that Economic Development be reduced by 2.5% and that Public Services be increase by 2.5%.</p> <p>The modest increase in Public Services is a reflection of the reality that the demand far exceeds the available dollars to fund Public Service grant applications</p>
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<ol style="list-style-type: none"> <li>6. Private non-profit agencies will not be funded for staff salaries, benefits, office consumables, and rent payments for agency office space or utility costs.</li> <li>7. The City Commission will fund activities to further fair housing as a part of block grant administration.</li> <li>8. Projects that leverage and/or match the CDBG funds will be given priority consideration for funding.</li> <li>9. Handicap accessible projects that serve the largest number of the public will be given priority consideration for funding.</li> </ol>	<h2 style="text-align: center;">Questions/ Commission Input</h2>												

Manager Doyon noted the long process. From a policy setting direction, Manager Doyon encouraged the Commission to consider where the allocations are going to go earlier in the process. He noted that there are public facility needs that the City has and that the City Commission could direct a greater percentage of CDBG funds for. The Commission has some flexibility and options for eligible facilities or projects and should revisit priorities.

Planning and Community Development Director Craig Raymond added that some things may come out of the Park Master Plan process that may qualify and could be funded through CDBG programs.

Commissioner Houck commented that the application deadline has passed. The Commission could not change course this year, but could change course or the process in future years.

CDBG Administrator Wetterau added that the percentages can be changed depending on what the Commission feels are priorities, but also adhere to the goals set for the next five years. Commissioner Houck suggested establishing guidelines earlier in the process.

Commissioner Bronson stepped out at 5:59 p.m. and returned at 6:03 p.m.

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

City Manager Greg Doyon commented that the next work session presentation will be on the first and second quarter FY2016, and the sign code update will be presented on February 16<sup>th</sup>.

Manager Doyon added that issues about water concerns from the Black Butte Copper Mine have come up. He will figure out how to get appropriate information and respond in some fashion. The Commission didn't add any work session topics. Manager Doyon suggested the Commission think about how it wants to approach this year's budget process. There will be a retreat with the Commission for a goal setting/planning session.

Mayor Kelly noted that local legislators were invited to attend the recent MMIA training session. Local legislators indicated in discussions from that meeting that they would like to have a work session with the City Commission to talk about the things they have in common and put a common voice forward. Mayor Kelly will work with those legislators on setting that up.

Mayor Kelly also noted that he had an informal meeting with County Commissioner Briggs to establish a dialogue about the copper mine.

#### **ADJOURN**

There being no further discussion, Mayor Kelly adjourned the informal work session of January 19, 2016 at 6:30 p.m.