

JOURNAL OF COMMISSION WORK SESSION
May 3, 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 and Assistant City Attorney; Directors of Fiscal Services, Park and Recreation, Planning and Community Development, and Public Works; Police Chief; and, the 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. INTRODUCTION AND UPDATE FROM NEIGHBORHOOD COUNCIL # 1

Bill Thomas, NC 1, reported that there are no pressing concerns at this time. Money is being collected to upgrade the park next to the baseball fields, and Faith Lutheran will be building a church.

3. PARK AND RECREATION – PARK MASTER PLAN

Michael Svetz of Pros Consulting reviewed and discussed the attached PowerPoint presentation. The next steps in the master planning process will be to finalize benchmarking, pricing, lines of service, classification, and finalizing facility assessments. Pros Consulting will then work with staff to frame a strategic direction. From a capital improvement standpoint, Pros Consulting will present to the Commission how to reinvest in its Park and Recreation system in three buckets – critical (life cycle replacement), sustainable, and visionary (adventure or new areas) – and different funding strategies for each of those buckets.

A public meeting is scheduled tomorrow at 3 pm at the Great Falls Public Library.

Park and Recreation Director Joe Petrella commented that the Park and Recreation Advisory Board is impressed with the work Pros Consulting has already done. It was money well spent, and the Board is looking forward to the future results.

4. CALUMET RAIL EXPANSION – WEST BANK PARK

Wayne Leiker, Calumet Montana Refinery Plant Manager, discussed the history of the expansion project that began in 2013. At that time there were 8-10 rail cars being shipped out the refinery

per day. During the planning phase of the project in 2014, it was determined that 2½ to 3 times the number of rail cars would have to leave the plant to meet the needs. Discussions then began with BNSF regarding how BNSF could help Calumet service its needs to get the additional traffic out. The result of those discussions was that Calumet would have to add a rail spur next to BNSF's existing spur on its right-of-way. As things progressed, Calumet began to facilitate meetings between BNSF and the City to talk about the various issues knowing the sensitivity of the area. During that timeframe a point was made that a large portion of the road at West Bank Park was in the BNSF right-of-way and that portions of that road would need to be moved off the right-of-way to allow the track to go in. It was also determined that the 4th Street crossing is a private crossing, but it has been used as a public crossing since 1975. Calumet is in the process of obtaining engineering costs to fix these issues.

Manager Leiker commented that he sees the 4th Street crossing entrance as the biggest issue going forward.

Mayor Kelly discussed Calumet's past promise to put in a bike trail through 4th Street to connect to the River's Edge Trail. He commented this project is a business expansion for Calumet. He inquired why anyone would think it would be the City's cost item to change the crossing for the benefit of BNSF or Calumet.

Matt Jones, BNSF Railway, 801 West Main, Bozeman, commented his territory includes the entire state of Montana. It was discovered that the 4th Street crossing is a private crossing. The crossing agreement between the City and BNSF is still in place. The options are to enforce the private crossing agreement, modify the private crossing agreement, or convert the crossing to a public crossing. He has heard from several sources representing the City that the preference is to convert the crossing to a public crossing. BNSF is willing to do that and has requested estimates for the crossing upgrades that are necessary. This process will be similar to the public crossing that was established to the south by the courthouse a few years ago. BNSF's contribution will be to maintain those active warning devices going forward in perpetuity. There are a number of steps to convert it to a public crossing.

Matt Keim, BNSF Project Engineer, Minneapolis, MN, commented there is a process to convert from a private crossing to a public crossing. The process starts with a diagnostic meeting which was held on site at the crossing a couple of weeks ago attended by representatives of the City, BNSF and Calumet. The next step will be to initiate a Construction and Maintenance Agreement between BNSF Railway and the road authority – the City of Great Falls, not a private entity such as Calumet. The Agreement would outline the construction and maintenance, an easement across BNSF right-of-way for the public road crossing, and an exhibit of the estimated costs associated with BNSF designing and installing those automatic warning devices. He hopes to have an estimate within the next 60 days.

Mayor Kelly inquired what type of funding sources is available for communities to do this. Engineer Keim responded there are sources of money available at the local level, and federal and state funds that are available, such as Section 130 funds and Tiger funding.

Mayor Kelly commented that if the Commission would have been made aware that Calumet's idea was to increase expansion to the point of 2½ - 3 times the amount of rail cars, the City would have written in some situations that would have taken care of any potential costs that the

City might have had to incur because of this expansion. He doesn't want an unfair onus placed on the City of Great Falls. He would like to see everyone at the table that is going to benefit.

Commissioner Bronson inquired about the type of infrastructure for the crossing. He was informed that, ultimately, it is up to the road authority (the City of Great Falls) to determine what the crossing looks like. The minimum standards for public crossings today include active warning devices, flashing lights and gates. It is part of the mission of the diagnostic team to determine what the appropriate level of treatments is at crossings. Public Works Director Jim Rearden added that he received minutes of the diagnostic meeting. An estimate has been requested based on the diagnostic review.

City Manager Greg Doyon summarized that he was contacted by Calumet's retained engineer, John Juris of TD&H, regarding whether the City was ready to enter into a Memorandum of Understanding which would include a contribution by the City. Manager Doyon noted this was an opportunity to convey what information the Commission needed as this process moves forward.

Public Works Director Jim Rearden noted that there are three cost components: the crossing, moving the road, and the extension of utilities.

Commissioner Houck commented that the prior Commission approved Calumet's request for a zoning designation of Industrial for its Westgate property. She inquired if it was the intention that Burlington Northern would be moving cars with hazardous waste. Manager Leiker responded Calumet does not have anything in its books at this time.

5. DISCUSSION OF POTENTIAL UPCOMING WORK SESSION TOPICS

City Manager Greg Doyon announced that the next work session will include a quarterly budget update and a community health improvement plan. In June, there will be a Defense Alliance update.

The Commission removed water concerns of the Black Butte Copper Mine from the master work session topic list. There were no items added to the list.

ADJOURN

There being no further discussion, Mayor Kelly adjourned the informal work session of May 3, 2016 at 6:41 p.m.



CITY OF GREAT FALLS PARKS AND RECREATION MASTER PLAN

Nationally Recognized, Uniquely Local



Agenda



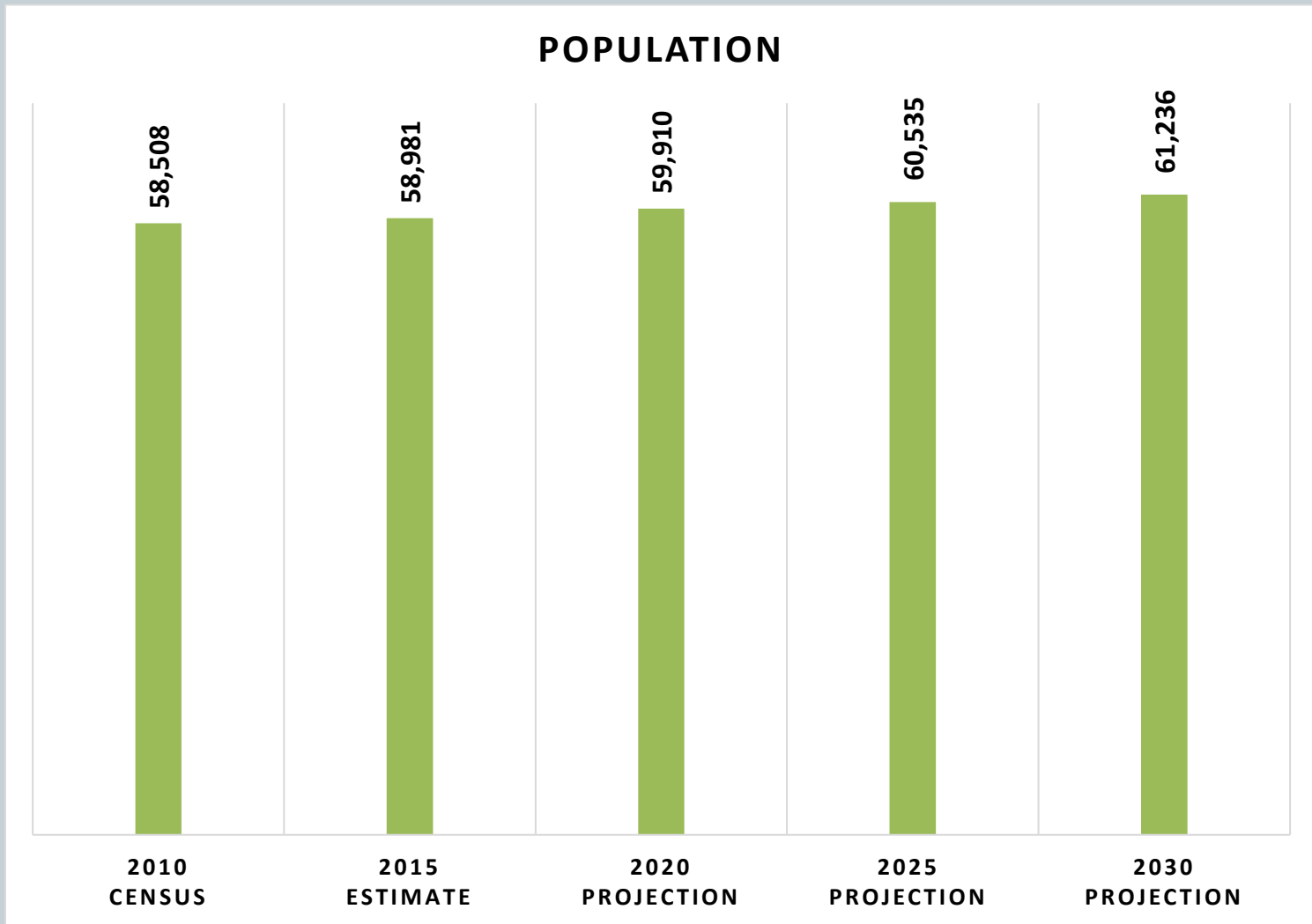
- Demographics
- Local Market Potential
- Facility Assessments
- Qualitative Input Summary
- Statistically Valid Survey Results
- Service Level Standards
- Preliminary Needs Analysis
- Next Steps
- Questions



Demographics



Population

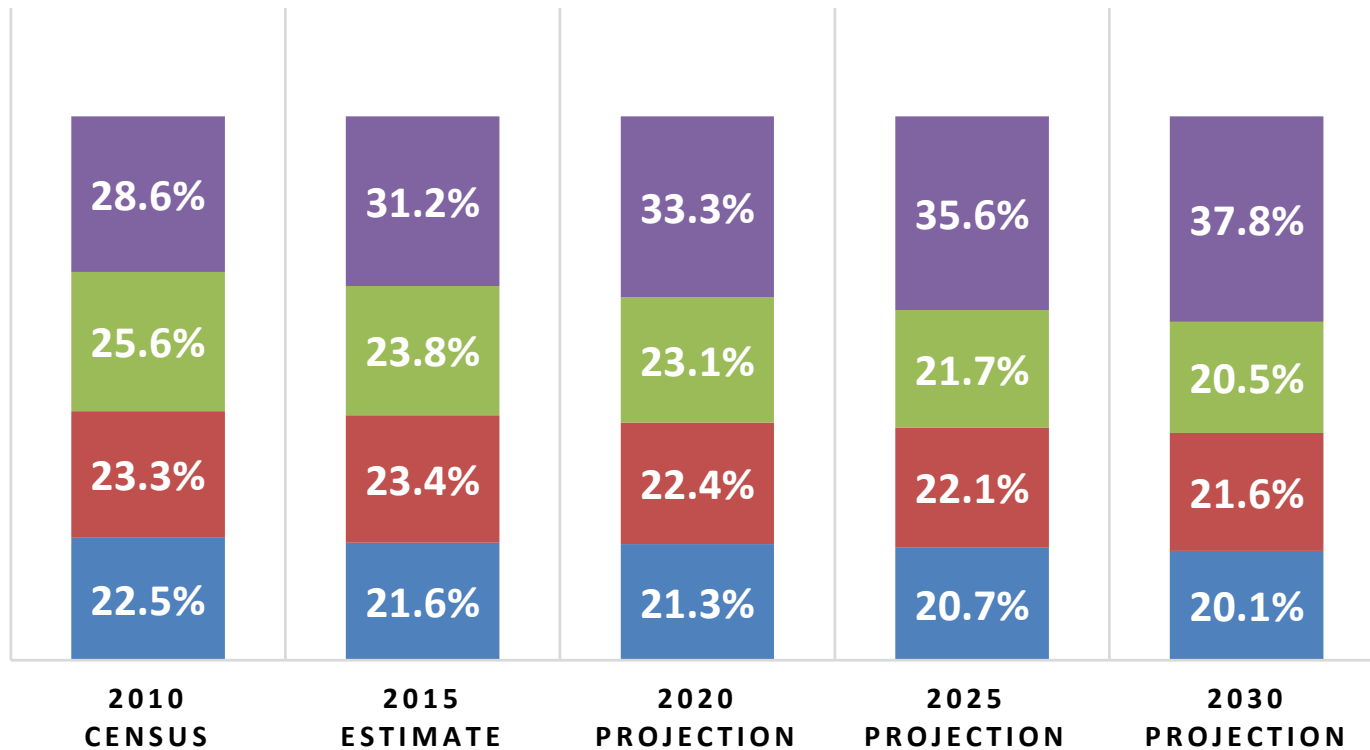


Age Segmentation



POPULATION BY AGE SEGMENT

■ <18 ■ 18-34 ■ 35-54 ■ 55+

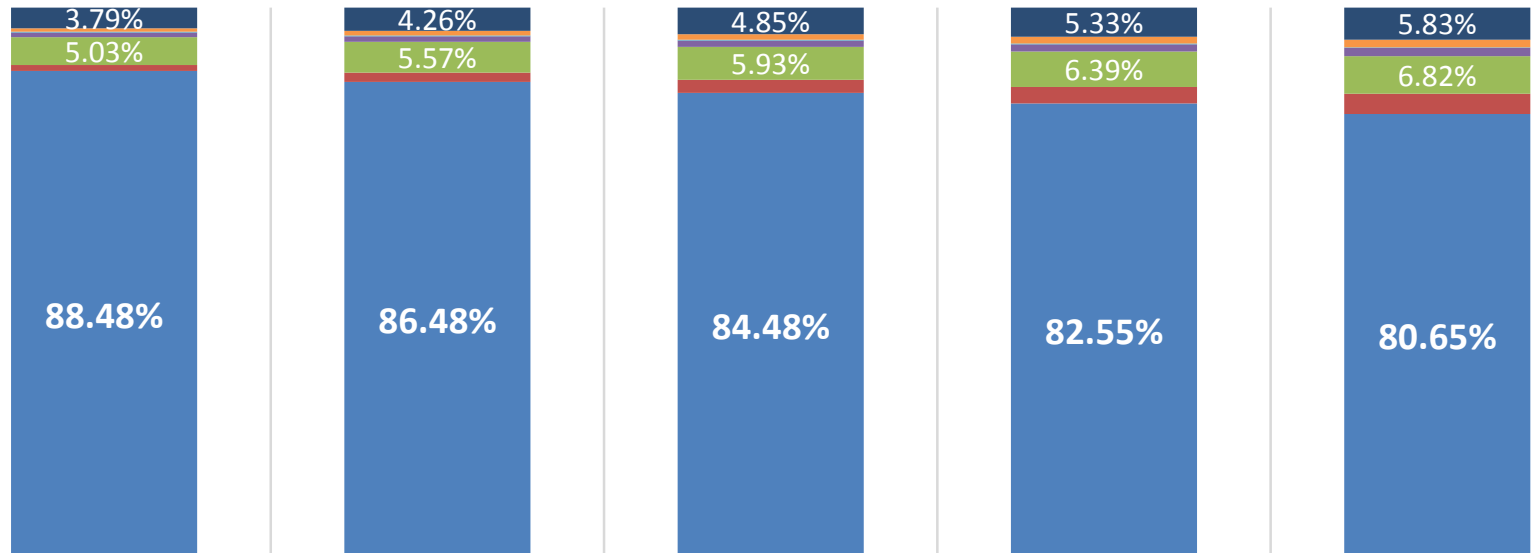


Ethnicity



POPULATION BY RACE

- White Alone
- Black Alone
- American Indian
- Asian
- Pacific Islander
- Some Other Race
- Two or More Races



2010
CENSUS

2015
ESTIMATE

2020
PROJECTION

2025
PROJECTION

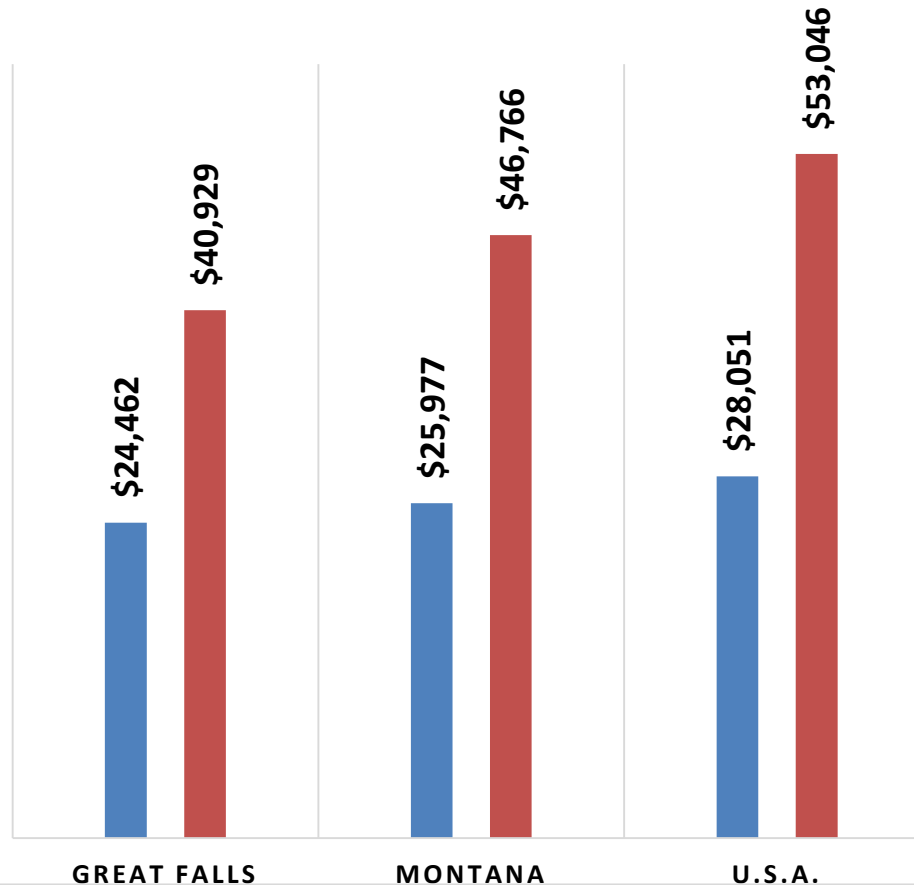
2030
PROJECTION

Income



COMPARATIVE INCOME CHARACTERISTICS

■ Per Capita Income ■ Median Household Income



Tapestry Segmentation



| | | 2015 Households | 2015 U.S. Households |
|------|-----------------------------------|--------------------|-------------------------|
| Rank | Tapestry Segment | Percent | Percent |
| 1 | Midlife Constants (5E) | 16.7% | 2.5% |
| 2 | Set to Impress (11D) | 15.5% | 1.4% |
| 3 | Old and Newcomers | 14.4% | 2.3% |
| 4 | Rustbelt Traditions | 7.0% | 2.2% |
| 5 | Retirement Communities (9E) | 5.8% | 1.2% |
| 6 | Comfortable Empty Nesters (5A) | 5.0% | 2.5% |
| 7 | Savvy Suburbanites | 5.0% | 3.0% |
| 8 | Traditional Living | 3.8% | 2.0% |
| 9 | Small Town Simplicity | 3.4% | 1.9% |
| 10 | Middleburg (4C) | 3.3% | 2.8% |
| | Subtotal | 79.90% | 21.80% |

Local Market Potential



Local Market Potential



| Product/Consumer Behavior | MPI 5 Mile | MPI 10 Mile |
|--|---------------------------|----------------------------|
| Participated in aerobics in last 12 months | 93 | 92 |
| Participated in archery in last 12 months | 109 | 110 |
| Participated in auto racing in last 12 months | 109 | 111 |
| Participated in backpacking in last 12 months | 103 | 103 |
| Participated in baseball in last 12 months | 97 | 96 |
| Participated in basketball in last 12 months | 94 | 93 |
| Participated in bicycling (mountain) in last 12 months | 105 | 104 |
| Participated in bicycling (road) in last 12 months | 100 | 100 |
| Participated in boating (power) in last 12 months | 114 | 115 |
| Participated in bowling in last 12 months | 105 | 104 |
| Participated in canoeing/kayaking in last 12 months | 111 | 111 |

Market Potential



| Product/Consumer Behavior | MPI 5 Mile | MPI 10 Mile |
|---|------------------|-------------------|
| Participated in fishing (fresh water) in last 12 months | 113 | 114 |
| Participated in fishing (salt water) in last 12 months | 95 | 95 |
| Participated in football in last 12 months | 98 | 96 |
| Participated in Frisbee in last 12 months | 98 | 97 |
| Participated in golf in last 12 months | 108 | 106 |
| Participated in hiking in last 12 months | 102 | 101 |
| Participated in horseback riding in last 12 months | 98 | 98 |
| Participated in hunting with rifle in last 12 months | 107 | 112 |
| Participated in hunting with shotgun in last 12 months | 104 | 106 |
| Participated in ice skating in last 12 months | 89 | 89 |
| Participated in jogging/running in last 12 months | 91 | 89 |
| Participated in motorcycling in last 12 months | 108 | 109 |

Market Potential



| Product/Consumer Behavior | MPI 5 Mile | MPI 10 Mile |
|--|---------------------------|----------------------------|
| Participated in Pilates in last 12 months | 88 | 87 |
| Participated in skiing (downhill) in last 12 months | 82 | 85 |
| Participated in soccer in last 12 months | 82 | 84 |
| Participated in softball in last 12 months | 104 | 102 |
| Participated in swimming in last 12 months | 101 | 101 |
| Participated in target shooting in last 12 months | 104 | 105 |
| Participated in tennis in last 12 months | 88 | 87 |
| Participated in volleyball in last 12 months | 101 | 100 |
| Participated in walking for exercise in last 12 months | 101 | 101 |
| Participated in weight lifting in last 12 months | 97 | 96 |
| Participated in yoga in last 12 months | 93 | 91 |

Facility Assessment



Parks



Overview of Park and Facility Assessments

| PARK TYPE | Assessment Grade of Facility (A, B, C, D, F) |
|------------------------------|---|
| Neighborhood Parks | B- |
| Community Parks | B- |
| District/Special Use Parks | B |
| Open Space/Undeveloped Parks | B- |

Outdoor Amenities



| Overview of Park and Facility Assessments | |
|--|--|
| | Assessment Grade of Facility (A, B, C, D, F) |
| OUTDOOR AMENITIES: | |
| Large Covered Picnic Areas | C |
| Diamond, Baseball (90 foot bases) | B- |
| Diamond, Youth Baseball/Softball | C- |
| Rectangle Fields (All) | B |
| Outdoor Sport Courts (basketball) | C- |
| Tennis Courts | D |
| Playgrounds | B |
| Dog Parks/Off leash Areas | A |
| Skate Parks | C |
| Swimming Pool (Mitchell Complex) | C- |
| Swimming Pool (Neighborhood - Splash Pads) | B+ |
| River's Edge Trail | B |
| Multi-Sports Complex | B- |
| Seibel Soccer Complex | A- |

Indoor Facilities



Overview of Park and Facility Assessments

| | Assessment Grade of Facility (A, B, C, D, F) |
|----------------------------|--|
| INDOOR AMENITIES: | |
| Swimming Pool (Natatorium) | C+ |
| Recreation Center | C+ |

Focus Group Input



Focus Group/Public Meeting Summary



| PARK SYSTEM ELEMENT | QUALITATIVE INPUT SUMMARY | |
|-----------------------------------|-------------------------------|--|
| | Qualitative Input Value Index | Opportunities Identified for Improvement |
| Neighborhood Parks | Highly Valued | Yes |
| Community Parks | Valued | No |
| District/Special Use Parks | Neutral | No |
| Open Space/Undeveloped Parks | Highly Valued | Yes |
| Large Covered Picnic Areas | Valued | Yes |
| Diamond, Baseball (90 foot bases) | Valued | Yes |
| Diamond, Youth Baseball/Softball | Valued | Yes |
| Rectangle Fields (All) | Valued | Yes |
| Outdoor Basketball Courts | Neutral | Yes |
| Tennis Courts | Highly Valued | Yes |
| Pickle Ball Courts | Highly Valued | Yes |
| Playgrounds | Highly Valued | Yes |

Focus Group/Public Meeting Summary



| PARK SYSTEM ELEMENT | QUALITATIVE INPUT SUMMARY | |
|----------------------------------|-------------------------------|--|
| | Qualitative Input Value Index | Opportunities Identified for Improvement |
| Dog Parks/Off leash Areas | Highly Valued | Yes |
| Golf Courses (18 hole) | Valued | Yes |
| Skate Parks | Valued | No |
| Swimming Pool (Mitchell Complex) | Highly Valued | No |
| Swimming Pool- Outdoor | Valued | No |
| River's Edge Trail | Highly Valued | Yes |
| Centene Stadium | Valued | No |
| Multi-Sports Complex | Highly Valued | Yes |
| Seibel Soccer Complex | Highly Valued | Yes |
| Swimming Pool (Natatorium) | Highly Valued | Yes |
| Recreation Center | Valued | Yes |

Statistically Valid Survey



Methodology

21

- ❑ Survey Description
 - ❑ The survey was 7 pages long
 - ❑ Each survey took 10-15 minutes to complete
- ❑ Method of Administration
 - ❑ Could be completed by mail.
- ❑ Goal was to complete 350 surveys
- ❑ A total of residents actually completed the survey: 549
- ❑ Confidence level: 95%, Margin of error: +/- 4.1%

Survey Questions Addressed

22

- Usage and satisfaction with Great Falls Parks and Recreation services
- The value of high quality parks to the quality of life in Great Falls
- Most important functions for Great Falls to focus on for households
- Needs, unmet needs, and priorities for facilities and programs
- Funding priorities to improve parks, facilities and services

Cross-Tabular Analysis

23

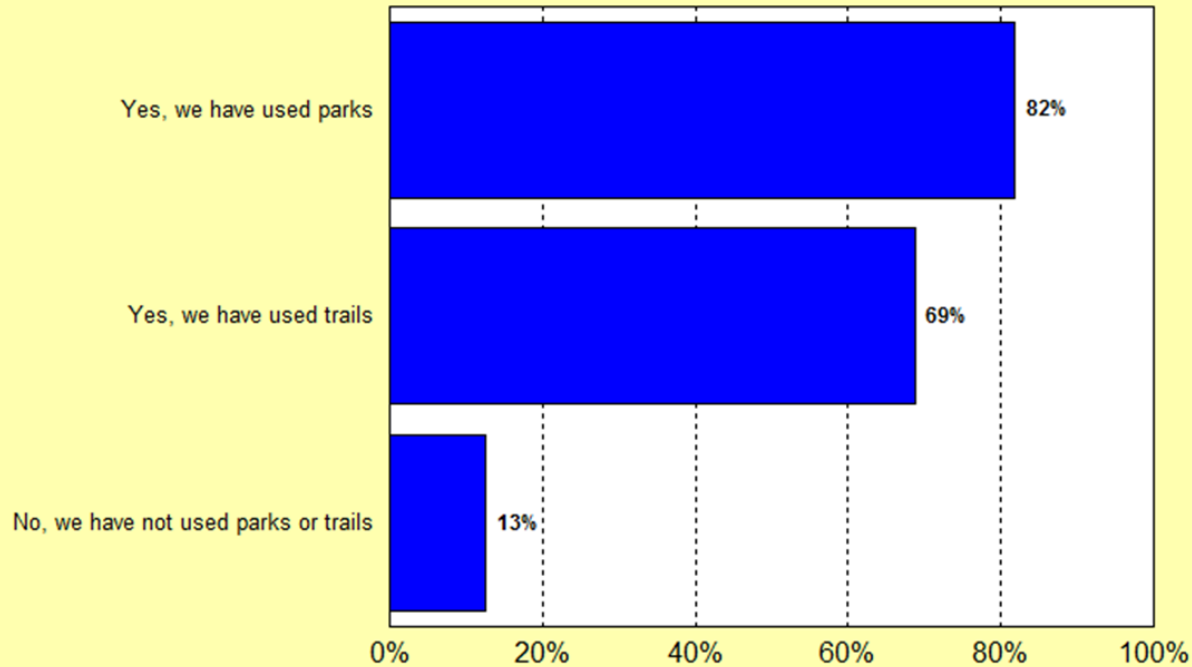
- Age of Respondent
- Gender of Respondent
- Households with and without children
- Race and Ethnicity
- Household Income
- Length of Residence and Home Type

Park Usage is High

24

Q1. If Households Have Used Great Falls' Parks and Trails During the Past 12 Months

by percentage of respondents



Source: ETC Institute (2016)

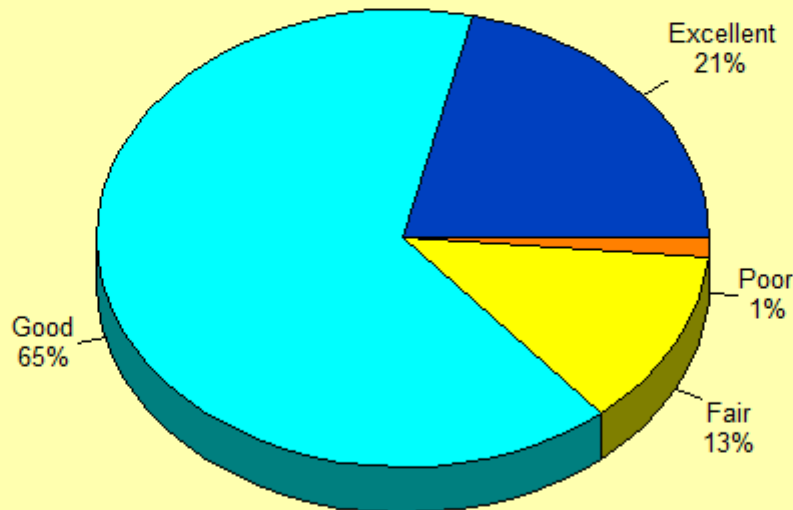
National Benchmark for Usage is 79%

Condition of Parks

25

Q1-2. How Respondents Rate the Overall Condition of Great Falls' Parks Used Over the Past 12 Months

by percentage of respondents who have used parks during the past 12 months (excluding don't know)



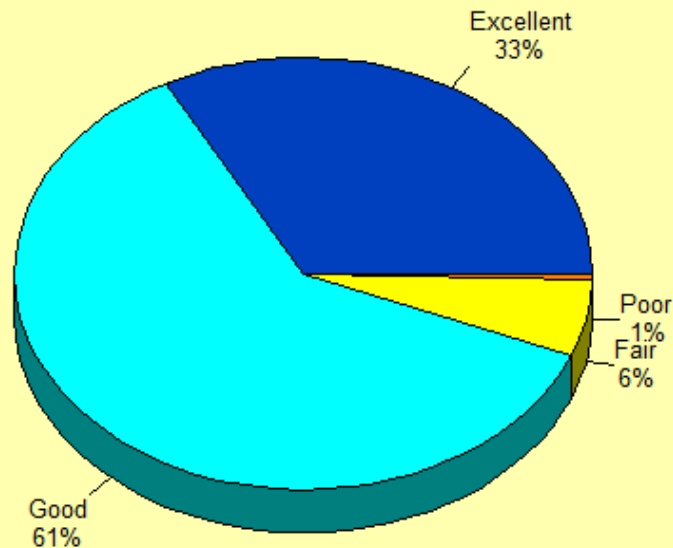
National Benchmark for Excellent is 31%

Condition of Trails



Q1-3. How Respondents Rate the Overall Condition of Great Falls' Trails Used Over the Past 12 Months

by percentage of respondents who have used trails over the past 12 months (excluding don't know)



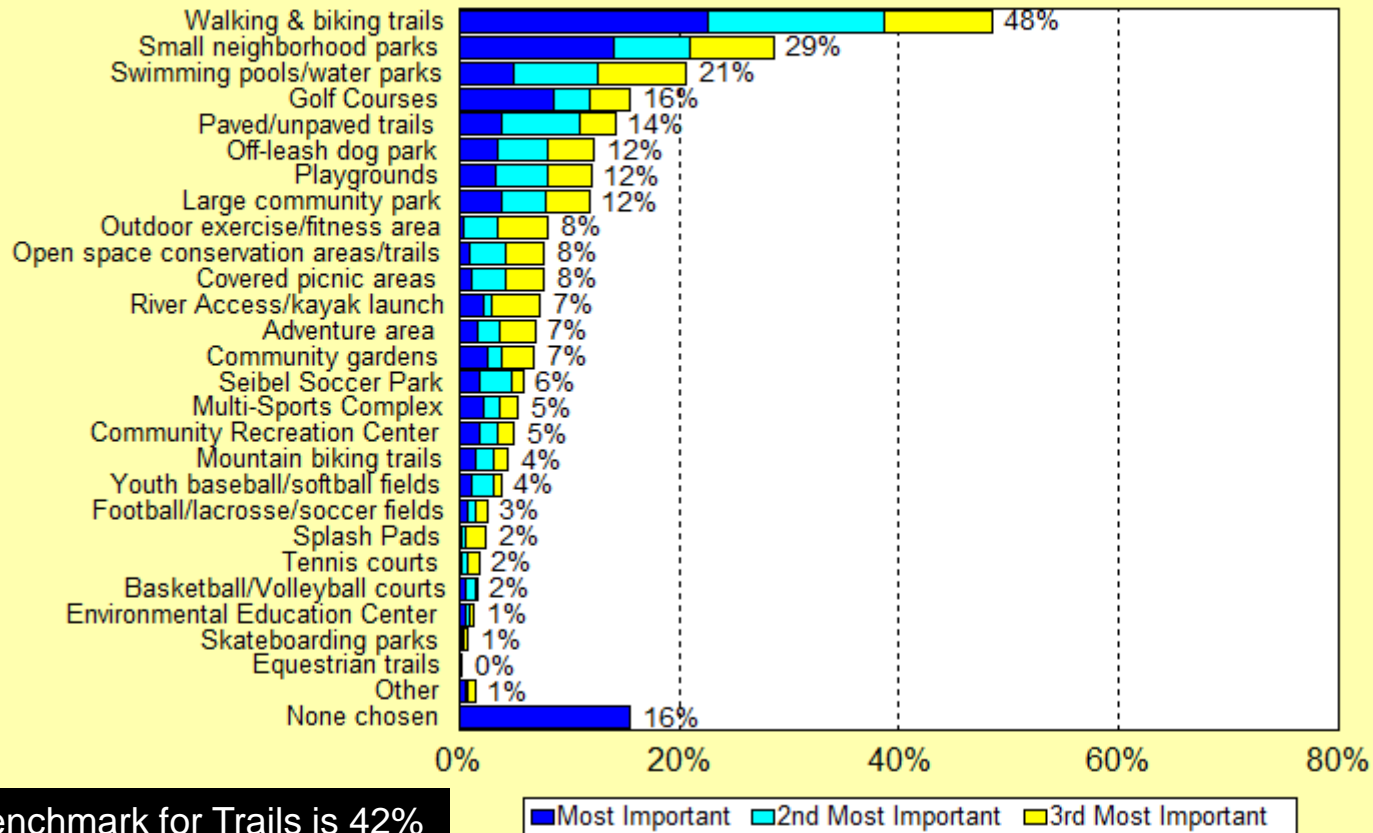
National Benchmark for Excellent is 31%

Source: ETC Institute (2016)

Most Important Parks and Facilities

Q8. Parks and Recreation Facilities That Are Most Important to Households

by percentage of respondents who selected the item as one of their top four choices



National Benchmark for Trails is 42%

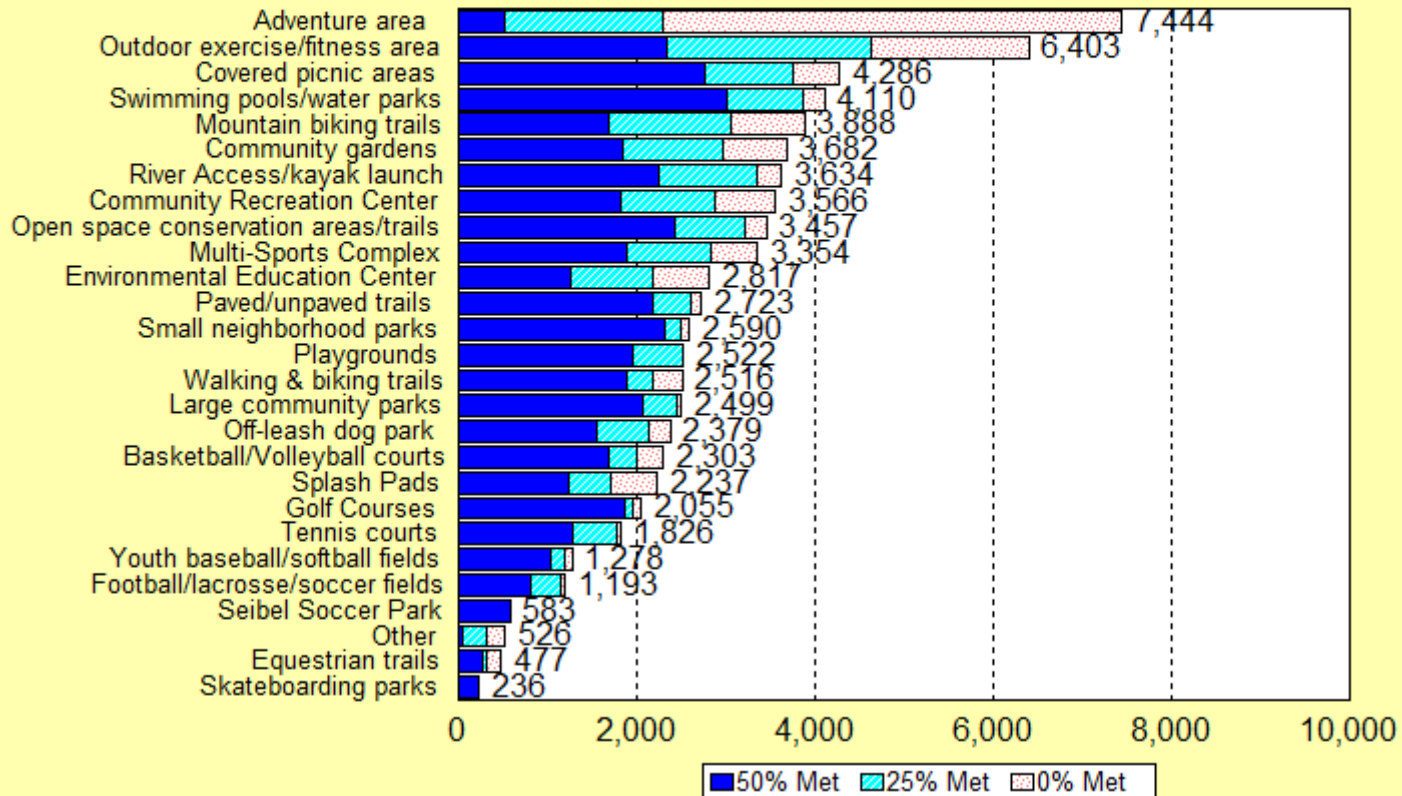
Source: ETC Institute (2016)



Unmet Need for Parks and Facilities

Q7-3. Estimated Number of Households for Great Falls Parks and Recreation Department Whose Needs for Facilities Are Only Being 50% Met or Less

by number of households based on 25,301 households in Great Falls



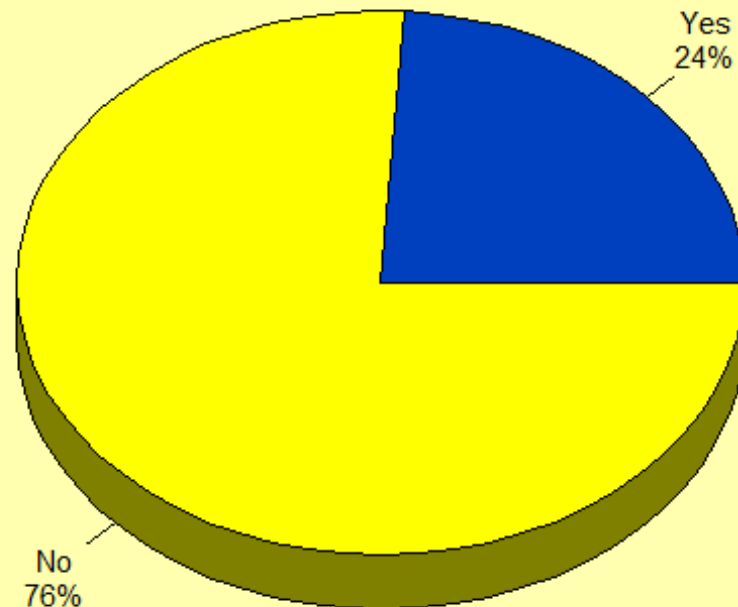
Source: ETC Institute (2016)

Program Participation is Low

29

Q2. If Respondent Households Participated in Any Great Falls Parks and Recreation Programs Over the Past 12 Months

by percentage of respondents



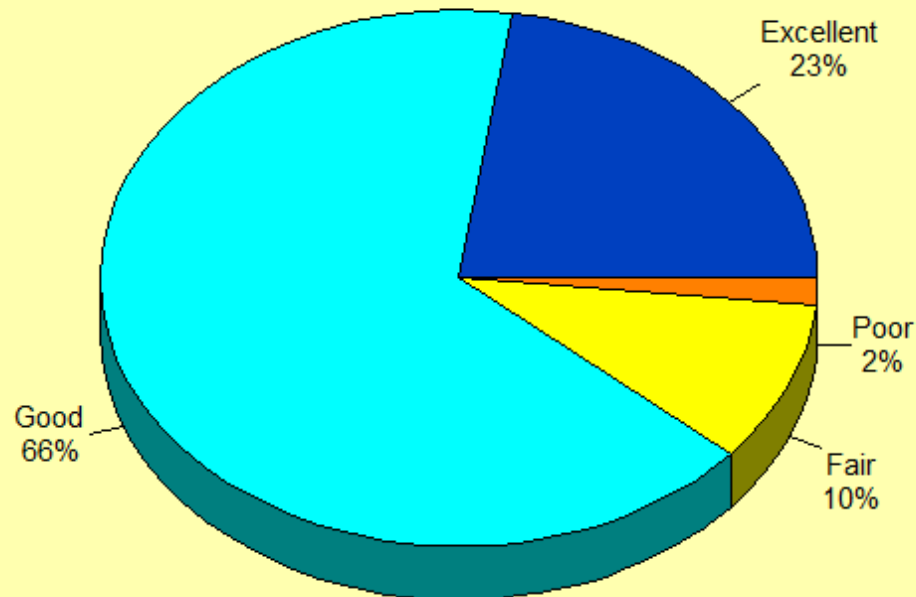
National Benchmark for Participation is 34%

Program Quality

30

Q2-2. How Respondents Rate the Overall Quality of Recreation Programs Participated in

by percentage of respondents who have used parks during the past 12 months



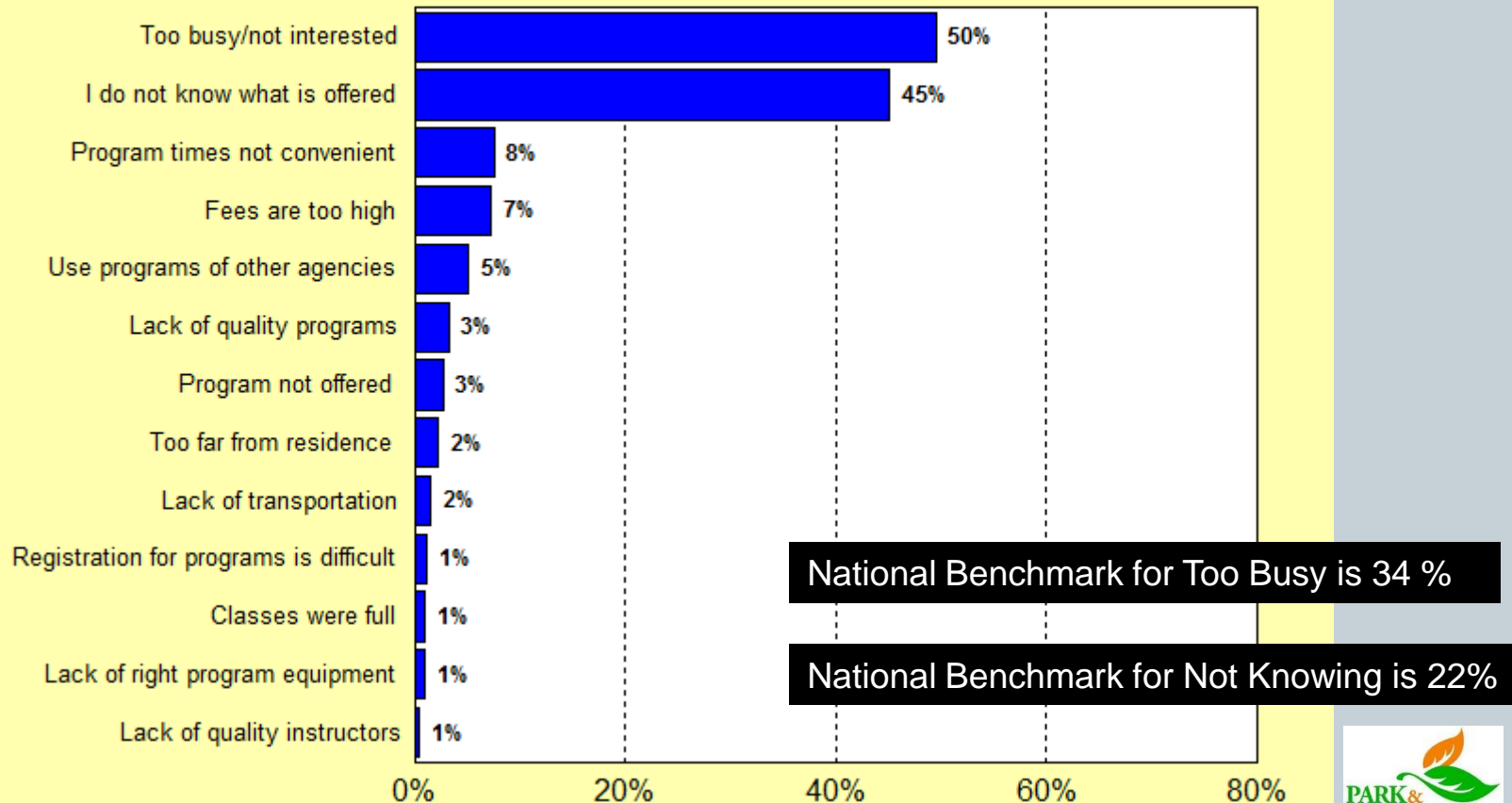
National Benchmark for Excellent is 35%

Program Barriers

31

Q2-3. Reasons Preventing Households from Participating in the City of Great Falls Recreation Programs

by percentage of respondents (multiple responses possible)



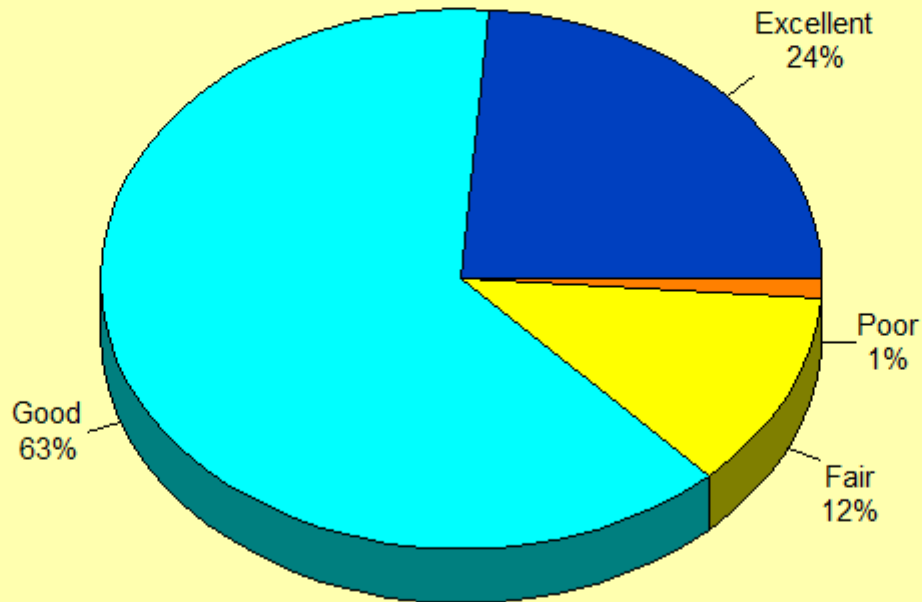
Source: ETC Institute (2016)

Special Event Quality

32

Q3-2. How Respondents Rate the Overall Quality of Special Events their Household Has Participated in

by percentage of respondents who have participated in programs over the past 12 months (excluding don't know)



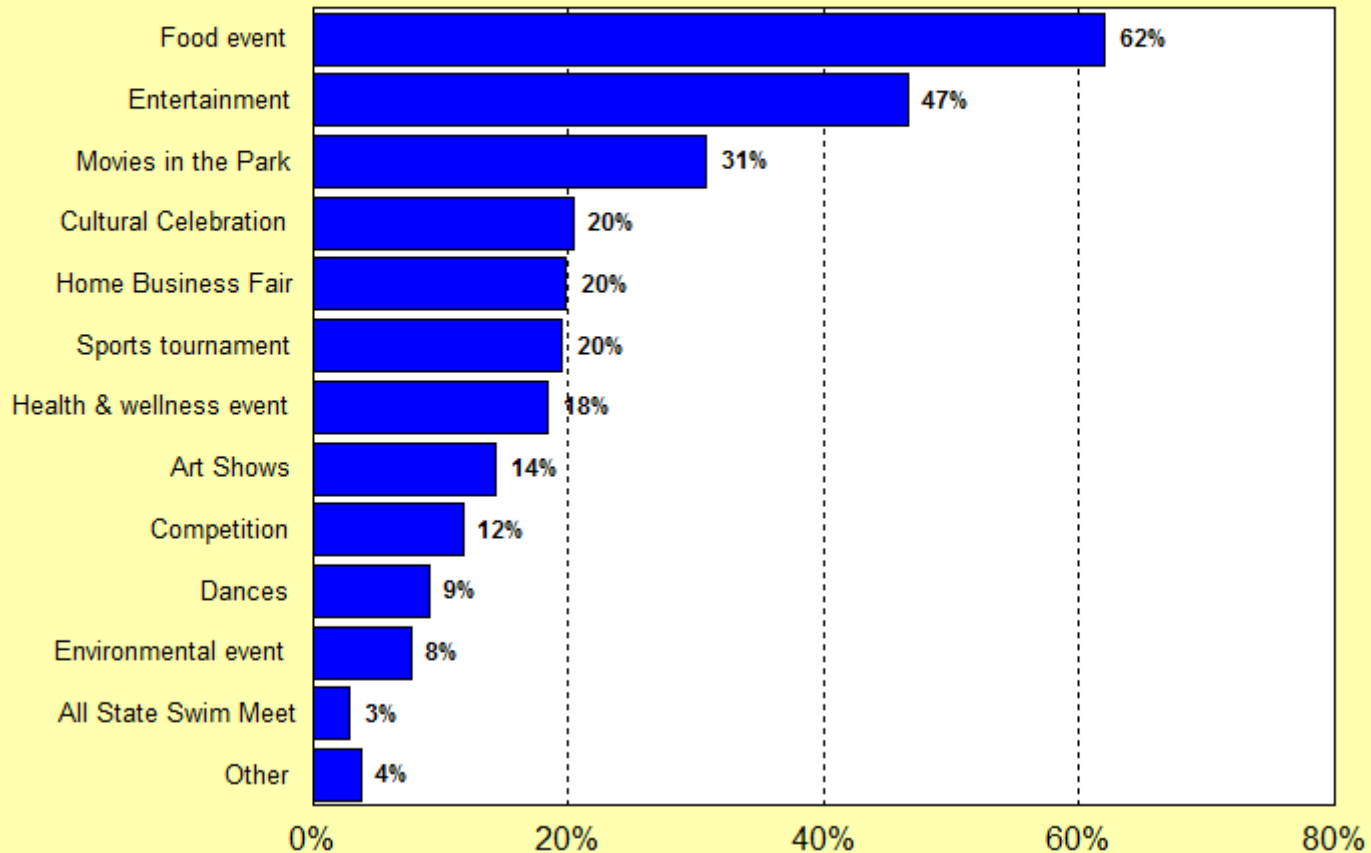
Source: ETC Institute (2016)

Special Event Concepts

33

Q4. Event Concepts Respondent Households are Interested In

by percentage of respondents (multiple responses possible)



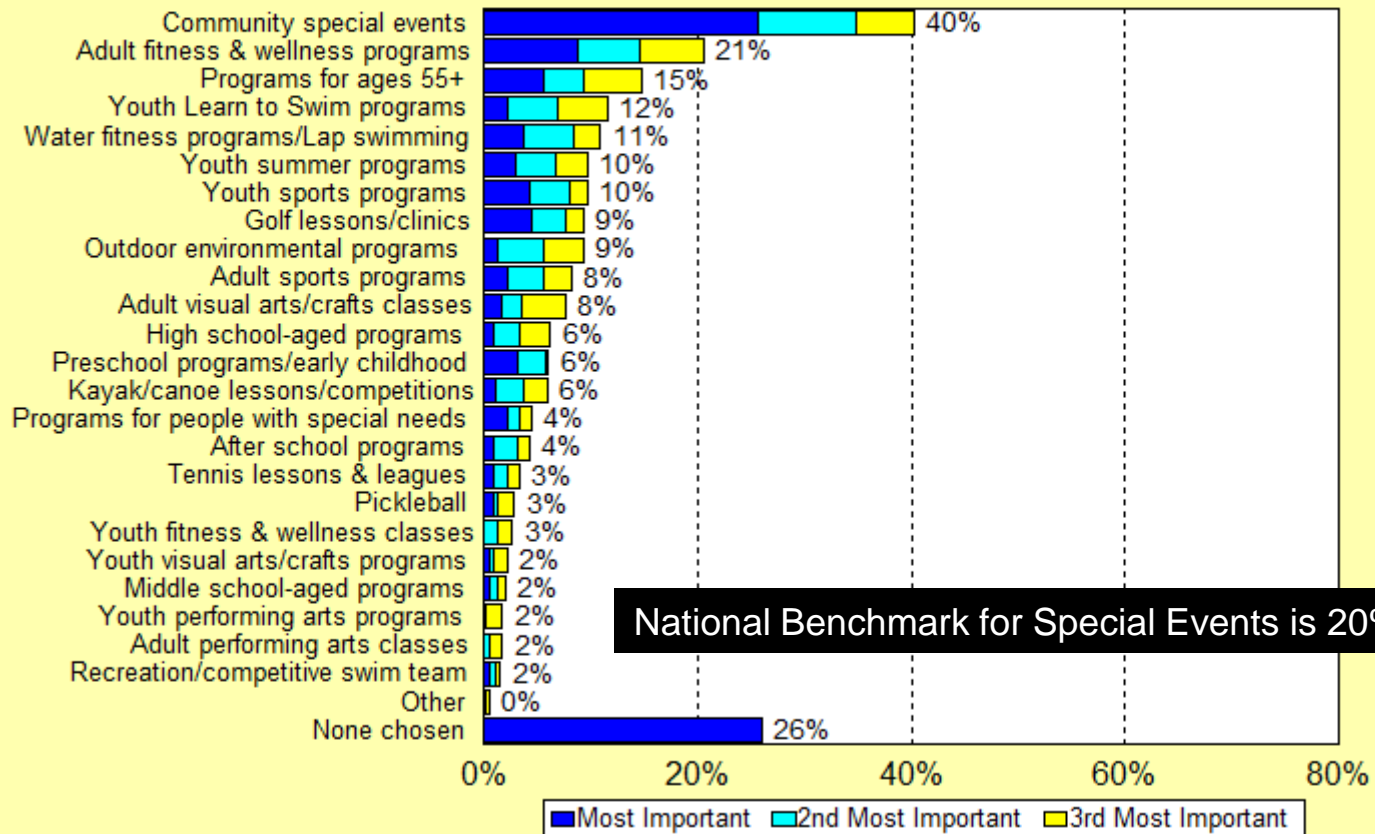
Source: ETC Institute (2016)

Most Important Programs

34

Q10. Parks and Recreation Programs That Are Most Important to Households

by percentage of respondents who selected the item as one of their top four choices



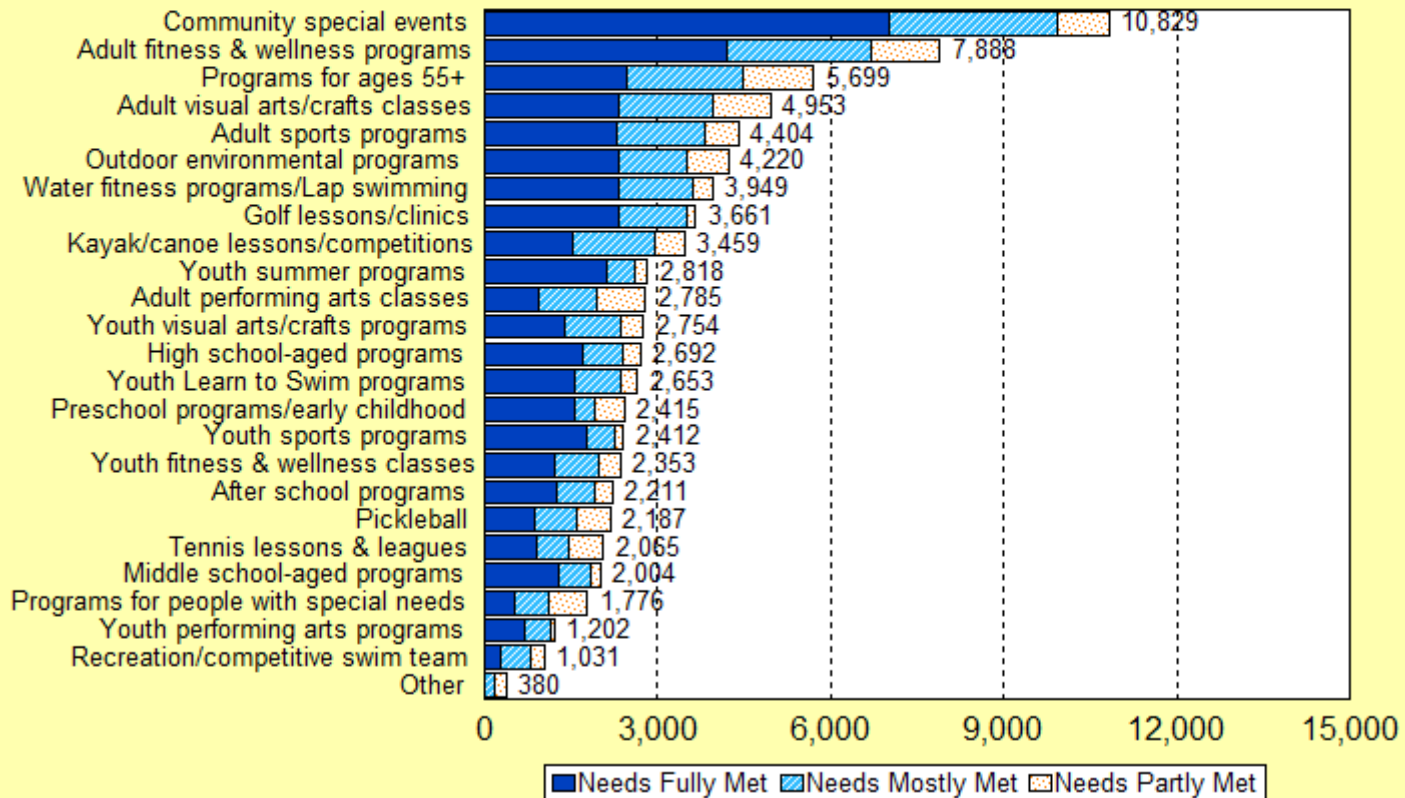
Source: ETC Institute (2016)

Unmet Need for Programs

35

Q9-3. Estimated Number of Households for Great Falls Parks and Recreation Department Whose Needs for Programs Are Only Being 50% Met or Less

by number of households based on 25,301 households in Great Falls



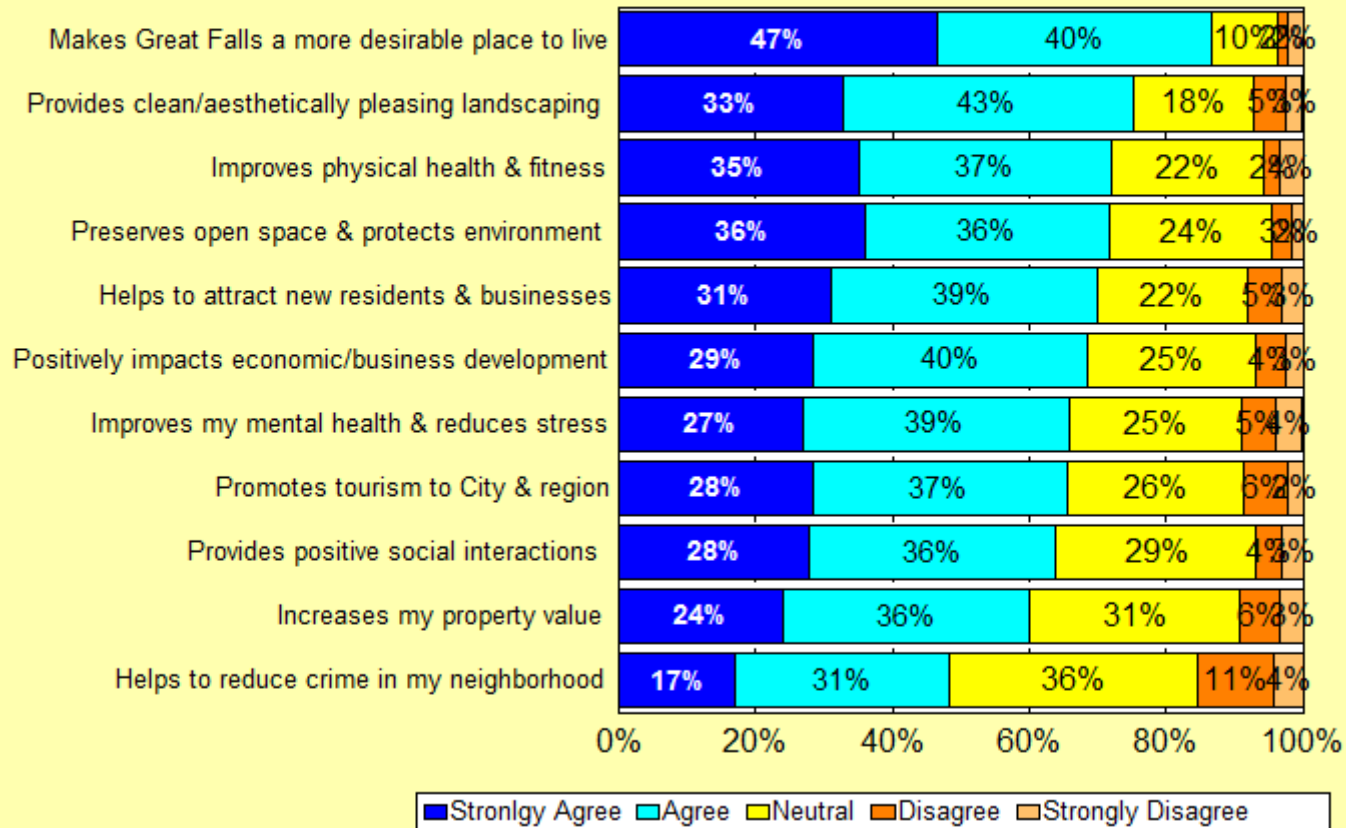
Source: ETC Institute (2016)

Agreement with Benefits of Parks and Recreation

36

Q16. Agreement with Benefits Provided By the Parks and Recreation System

by percentage of respondents (excluding don't know)



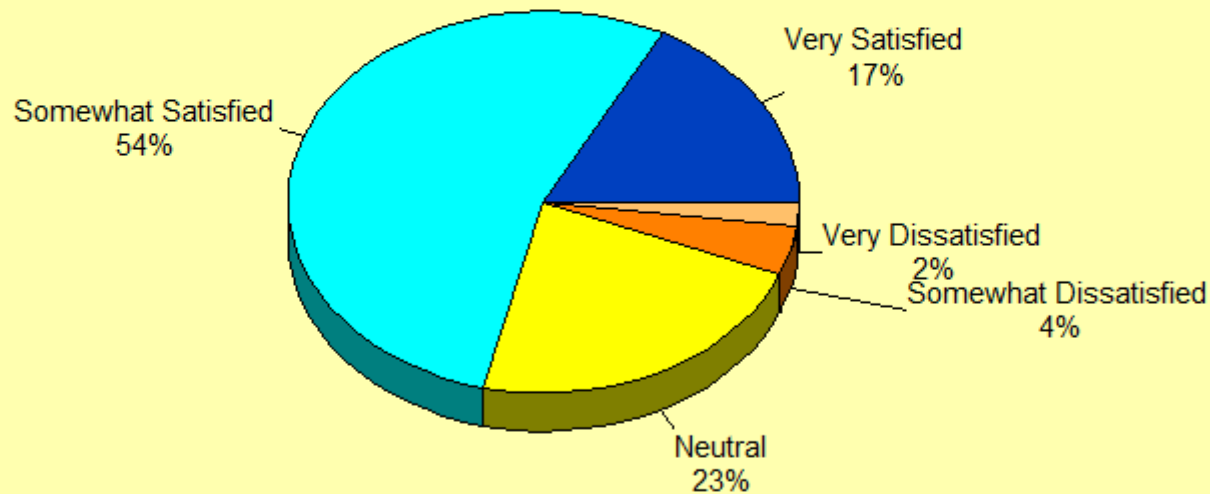
Source: ETC Institute (2016)

Overall Satisfaction with Value Received

37

Q19. Satisfaction with Overall Value Households Receive from Great Falls Parks and Recreation Department

by percentage of respondents who have used the facilities in the past 12 months (excluding don't know)



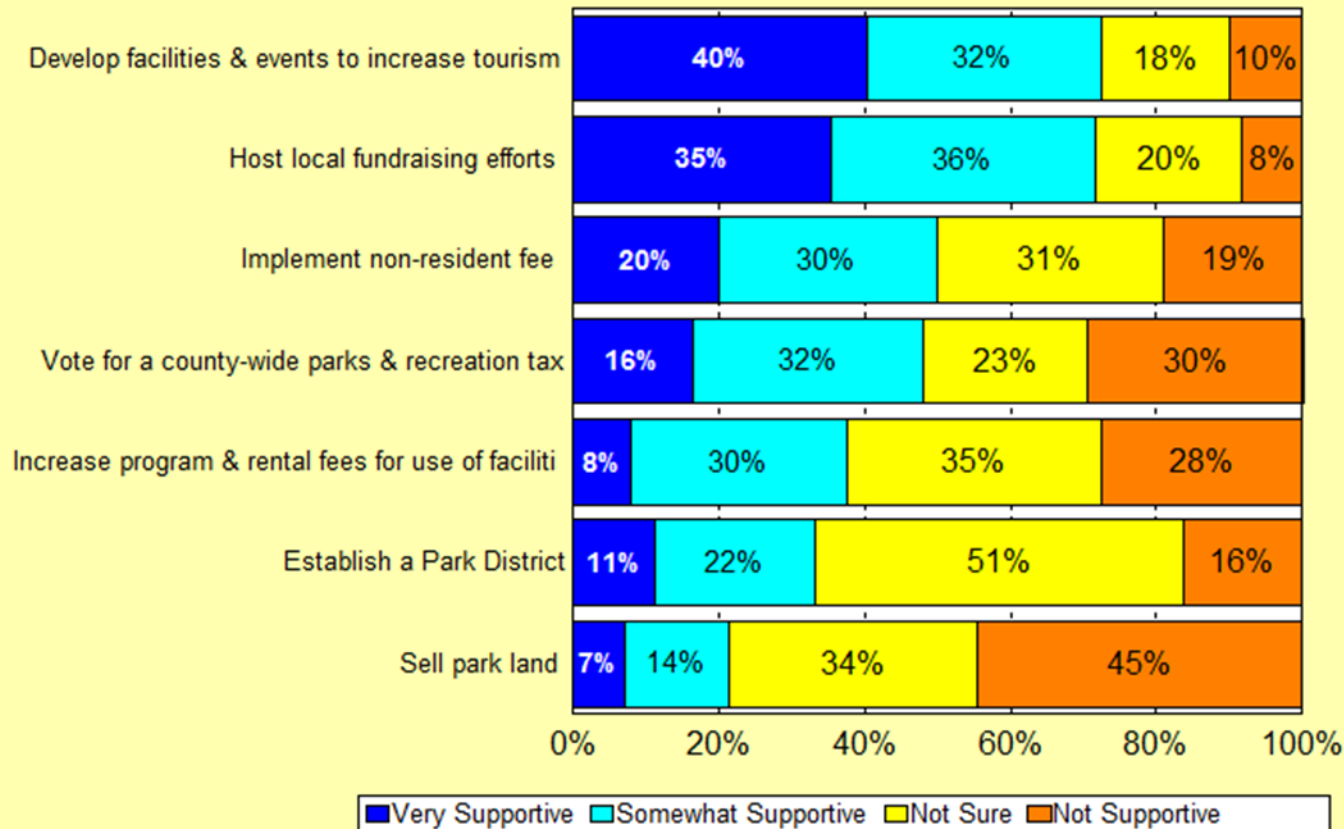
National Benchmark for Very Satisfied is 27%

Support for Methods to Operate New and Improved Amenities

38

Q15. Support for Methods to Operate New and Improved Recreation Amenities

by percentage of respondents



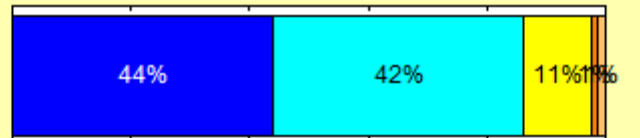
Source: ETC Institute (2016)

Agreement with Strategies to Generate Revenue

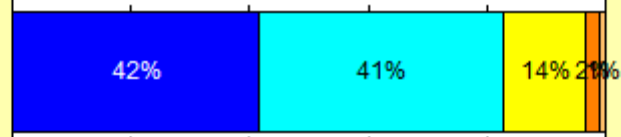
39

by percentage of respondents (excluding don't know)

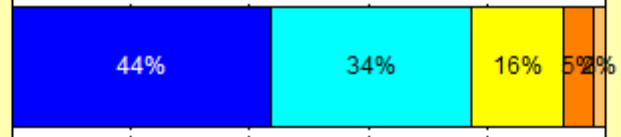
We need to get visitors on their way to Glacier & Yellowstone National Parks to stop, stay & play in Great Falls



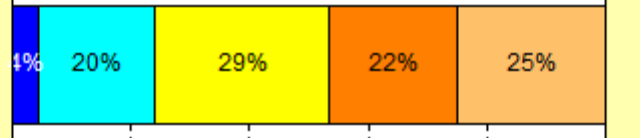
We need to advertise our parks, trails & golf courses to encourage visitors to stop in Great Falls



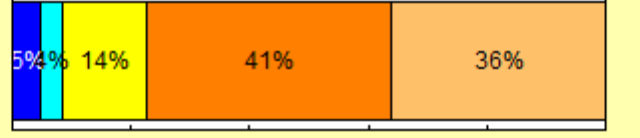
We need to develop new attractions that would generate visitors to stop & stay in Great Falls



We need to increase local taxes (property and/or sales taxes) to fund parks & recreation improvements



We should not draw attention to our own community features as visitor attractions



0% 20% 40% 60% 80% 100%

Strongly Agree Agree Neutral Disagree Strongly Disagree

Source: ETC Institute (2016)

Service Level Standards



Service Level Standards - Parks

SERVICE LEVEL STANDARDS

| PARK TYPE | Great Falls Inventory | Current Service Level based upon population | | | National Average Service Level | | |
|------------------------------|-----------------------|---|-----------|------------|--------------------------------|-----------|------------|
| | | Value | Unit | Population | Value | Unit | Population |
| Neighborhood Parks | 165.41 | 2.80 | acres per | 1,000 | 2.00 | acres per | 1,000 |
| Community Parks | 339.98 | 5.76 | acres per | 1,000 | 3.00 | acres per | 1,000 |
| District/Special Use Parks | 273.01 | 4.63 | acres per | 1,000 | 5.00 | acres per | 1,000 |
| Open Space/Undeveloped Parks | 437.04 | 7.41 | acres per | 1,000 | 5.00 | acres per | 1,000 |

Service Level Standards – Outdoor Amenities

SERVICE LEVEL STANDARDS

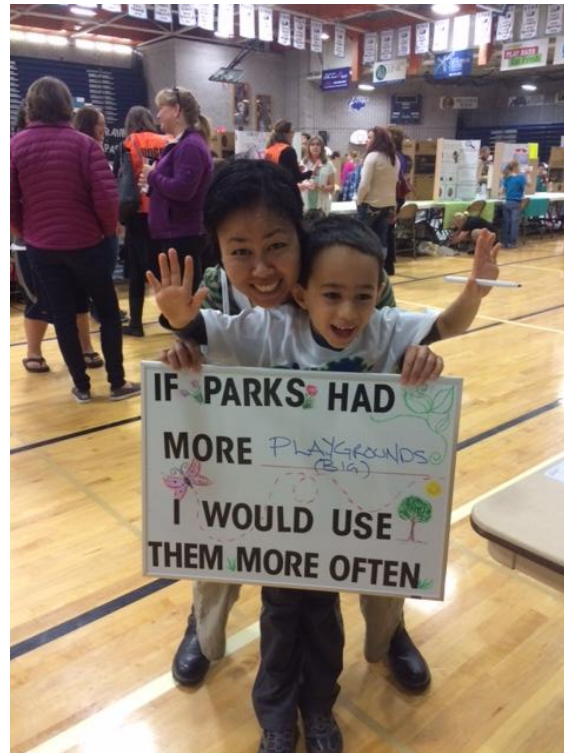
| PARK TYPE | Great Falls Inventory | Current Service Level based upon population | | | National Average Service Level | | |
|-----------------------------------|-----------------------|---|------------|--------|--------------------------------|------------|--------|
| OUTDOOR AMENITIES: | | | | | | | |
| Large Covered Picnic Areas | 8.00 | 1.00 | site per | 7,373 | 1.00 | site per | 7,500 |
| Diamond, Baseball (90 foot bases) | 1.00 | 1.00 | site per | 58,981 | 1.00 | site per | 25,000 |
| Diamond, Youth Baseball/Softball | 31.00 | 1.00 | field per | 1,903 | 1.00 | field per | 4,000 |
| Rectangle Fields (All) | 14.00 | 1.00 | field per | 4,213 | 1.00 | field per | 10,000 |
| Outdoor Sport Courts (basketball) | 15.00 | 1.00 | court per | 3,932 | 1.00 | court per | 5,000 |
| Tennis Courts | 24.00 | 1.00 | court per | 2,458 | 1.00 | court per | 8,000 |
| Playgrounds | 28.00 | 1.00 | site per | 2,106 | 1.00 | site per | 3,000 |
| Dog Parks/Off leash Areas | 1.00 | 1.00 | site per | 58,981 | 1.00 | site per | 20,000 |
| Golf Courses (18 hole) | 2.00 | 1.00 | course per | 29,491 | 1.00 | course per | 50,000 |
| Skate Parks | 1.00 | 1.00 | site per | 58,981 | 1.00 | site per | 50,000 |
| Swimming Pool- (Outdoor) | 3.00 | 1.00 | site per | 19,660 | 1.00 | site per | 50,000 |

Service Level Standards – Indoor Facilities

SERVICE LEVEL STANDARDS

| PARK TYPE | Great Falls Inventory | Current Service Level based upon population | | | National Average Service Level | | |
|----------------------------|-----------------------|---|----------|--------|--------------------------------|----------|--------|
| INDOOR AMENITIES: | | | | | | | |
| Swimming Pool (Natatorium) | 1.00 | 1.00 | site per | 58,981 | 1.00 | site per | 50,000 |
| Recreation Center | 16,000.00 | 0.27 | SF per | person | 0.75 | SF per | person |

Needs Analysis



Needs Analysis Methodology

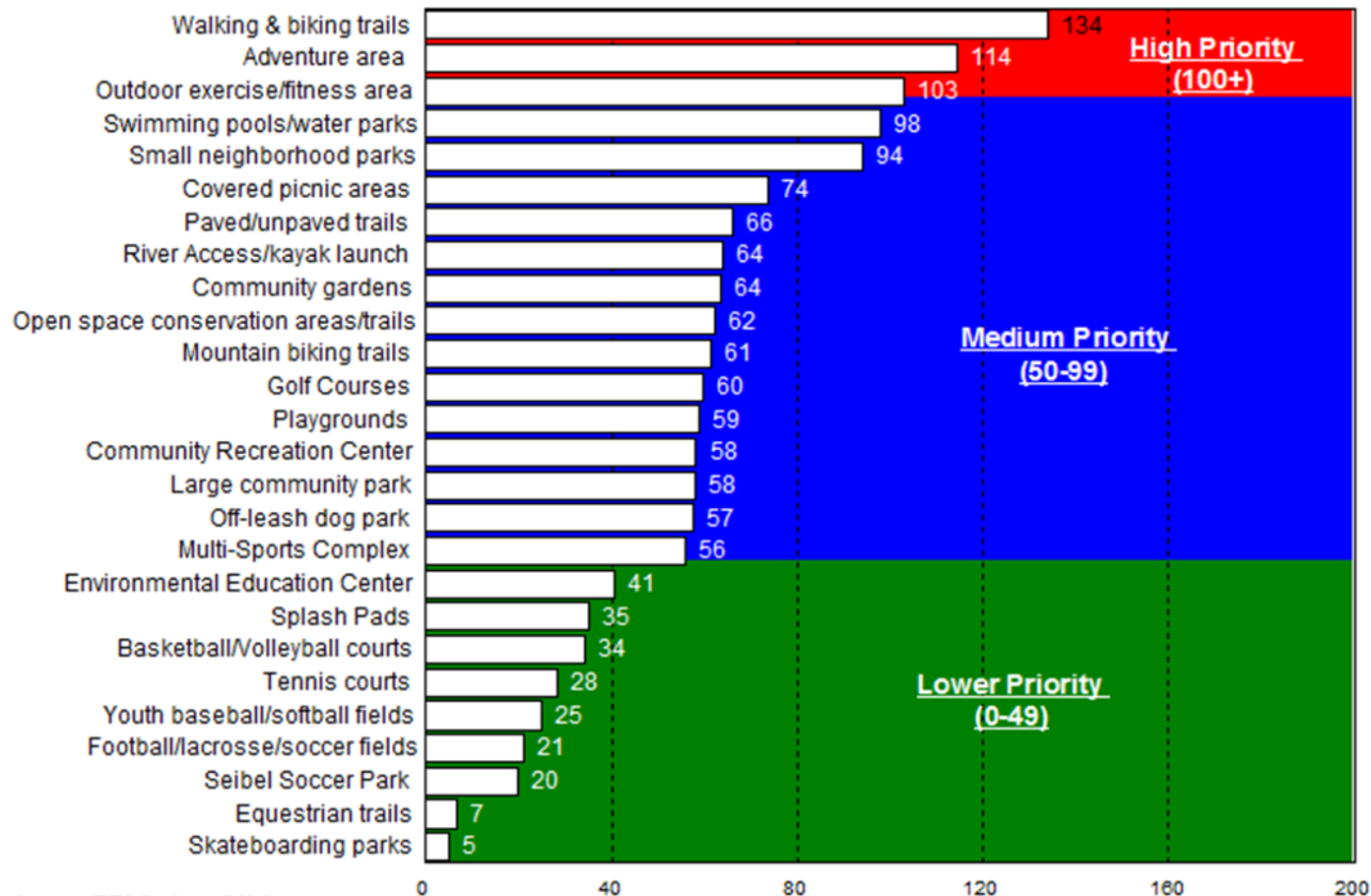
45

- ❑ Prioritizing needs provides a tool for evaluating the priority for parks and recreation investments.
- ❑ Priority needs reflects the importance and the unmet needs for each facility/program
- ❑ The priority needs rating weights each of these components equally
- ❑ A quantitative value is calculated for each facility and program.
- ❑ Values are then classified as high medium or low

Priority Investment Rating - Facilities

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Top Priorities for Investment for Facilities Based on the Priority Investment Rating

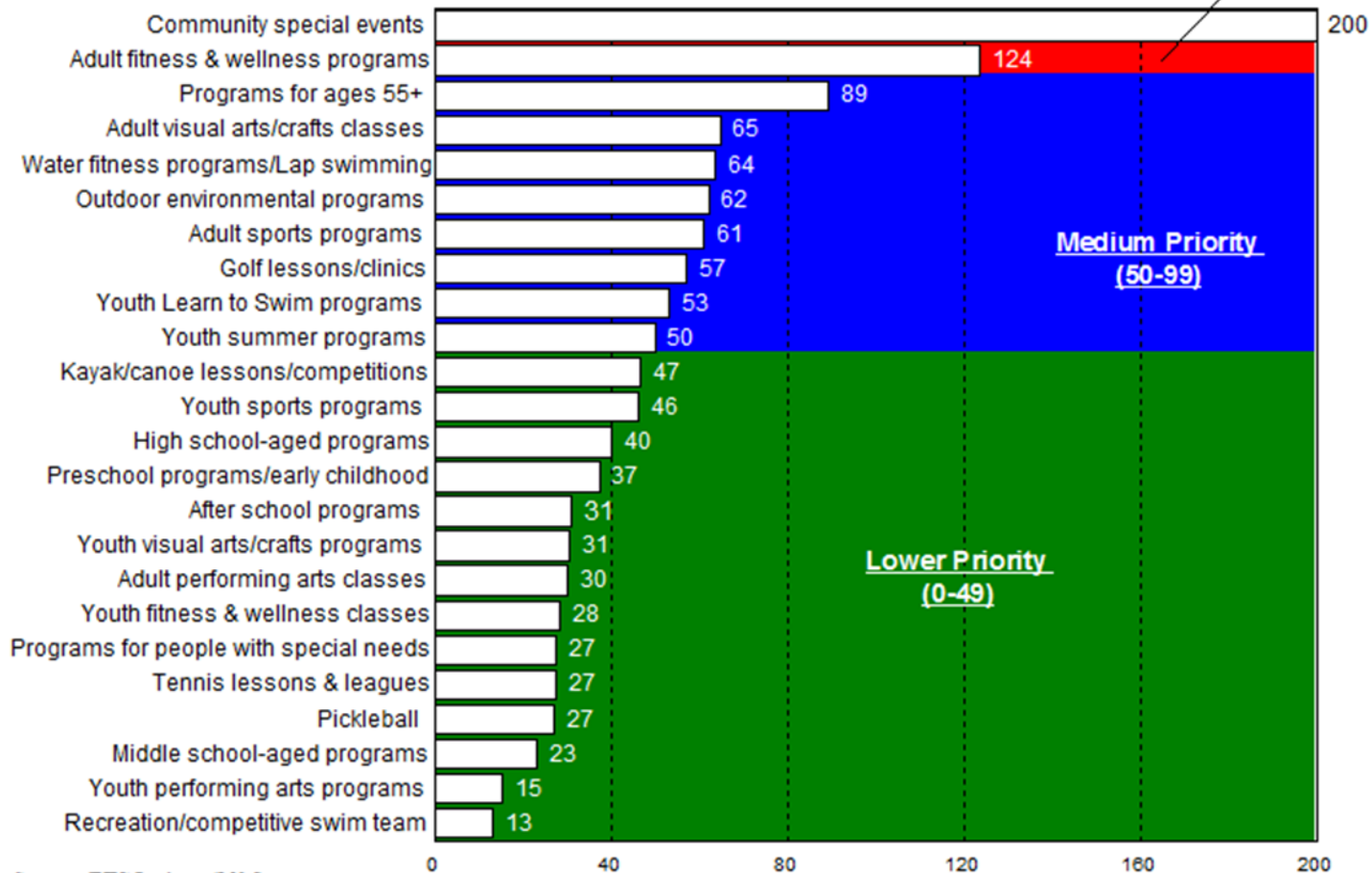


Source: ETC Institute (2016)

Priority Investment Rating Programs

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Top Priorities for Investment for Programs Based on the Priority Investment Rating



Source: ETC Institute (2016)

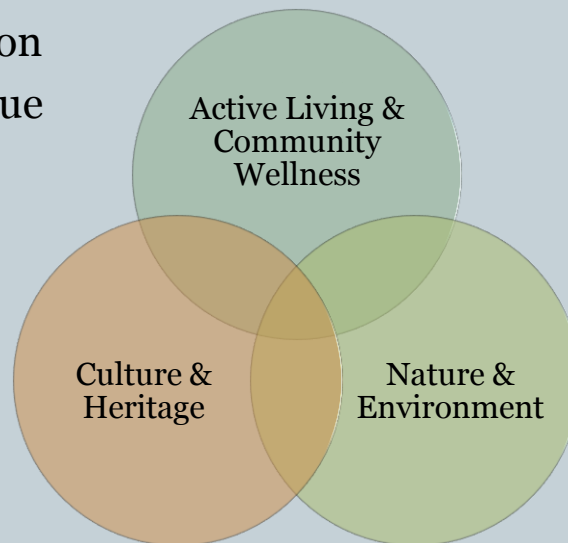


Next Steps



Program & Services Assessment

- PROS Program Positioning Model (3PM) includes significant input from staff
- Outcome of the process will be the creation of a dynamic Recreation Program Plan that results in:
 - Increased registration
 - Customer satisfaction
 - Customer retention
 - Increase in revenue



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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Classification of Services – Fee Philosophy

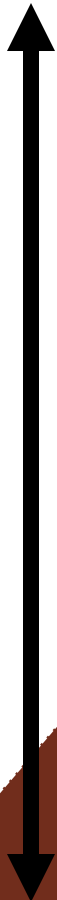
Individual Benefit

Value Added
User Fees

Important
*Subsidized –
Taxes & Fees*

Core Services
*Mandated and General
Fund-Tax Supported*

Broad Public Benefit



Questions