

RESOLUTION 10345

A RESOLUTION BY THE CITY COMMISSION OF THE CITY OF  
GREAT FALLS, MONTANA, ADOPTING THE CITY OF GREAT  
FALLS EXTENSION OF SERVICES PLAN.

\* \* \* \* \*

WHEREAS, Mont. Code Ann. § 7-2-4731, “Plans and Report on Extension of Services Required,” and Mont. Code Ann. § 7-2-4732, “Contents of Plan for Extension of Services,” requires certain cities in Montana to provide long-range plans for the extension of services and the acquisition of properties outside the corporate limits; and

WHEREAS, the Extension of Services Plan outlines a framework for managing the annexation of properties into the City of Great Falls while ensuring that municipal services are provided at a similar level as properties already located within City limits; and

WHEREAS, the Extension of Services Plan meets the statutory requirement to plan for annexation and the provision of City services for a minimum of five (5) years into the future; and

WHEREAS, the Extension of Services Plan evaluates and provides plans for police protection, fire and ambulance protection, garbage collection, streets, street maintenance, water service, sewer service, stormwater management, and other services including Park and Recreation; and

WHEREAS, the Extension of Services Plan also includes the City’s methods for financing the extension of services by means of distributing the tax burden for services throughout the municipality; and

WHEREAS, the City Commission adopted the Growth Policy for the City of Great Falls on August 6, 2013, from which the Extension of Services Plan draws heavily and will serve as a complementary document to the Growth Policy; and

WHEREAS, the City of Great Falls Planning Advisory Board recommended by a vote of 5-0 that the proposed Extension of Services Plan be approved.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY OF GREAT FALLS, MONTANA, that the City of Great Falls Extension of Services Plan is adopted and copies are available upon request at either the Public Works Department or the Planning and Community Development Department.

PASSED AND ADOPTED by the City Commission of the City of Great Falls, Montana, on this 19th day of May, 2020.

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Bob Kelly, Mayor

ATTEST:

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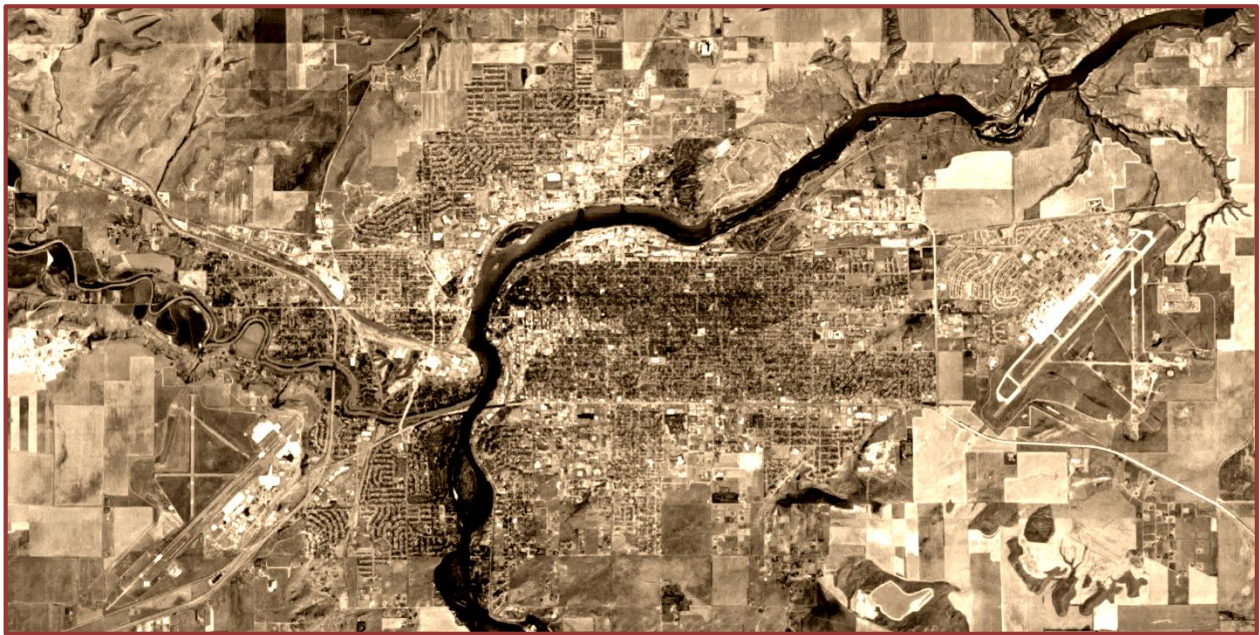
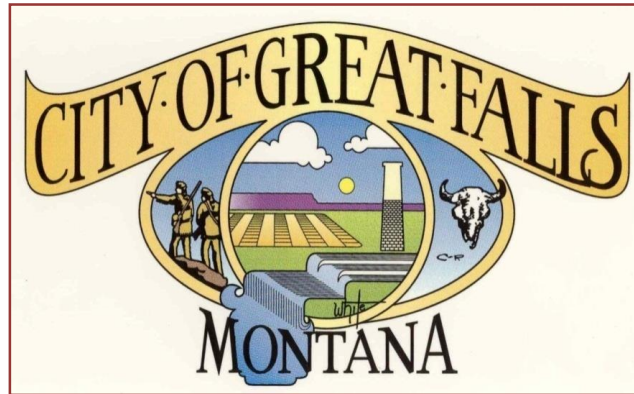
Lisa Kunz, City Clerk

(CITY SEAL)

APPROVED FOR LEGAL CONTENT:

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Sara R. Sexe, City Attorney



# EXTENSION OF SERVICES PLAN

*May 19, 2020*

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# Introduction

## Statutory Requirements

The City of Great Falls developed this Extension of Services Plan to outline the framework in place for managing the annexation of properties into the City and providing a level of service to the newly annexed areas similar to the service experienced by properties that are currently in the City limits. The City is required to provide this plan under Montana statutory law, including but not limited to M.C.A. § 7-2-4731, "Plans and Report on Extension of Services Required," and M.C.A. § 7-2-4732, "Contents of Plan for Extension of Services". Montana law requires that the Extension of Service Plan include "a long-range plan for the extension of services and the acquisition of properties outside the corporate limits". This plan includes anticipated development through the year 2025, meeting the requirement of the state statute to plan a minimum of 5 years into the future.

In accordance with Montana law, the City of Great Falls Extension of Services Plan will evaluate and provide plans for the following services:

- Police Protection
- Fire Protection
- Garbage Collection
- Streets
- Street Maintenance
- Water Service
- Sanitary Sewer Service
- Stormwater Management

Montana law requires that these services be provided to the annexed areas "on substantially the same basis and in the same manner as those services are provided within the rest of the municipality prior to annexation".

In addition to the service required by Montana law, this plan will also review other services provided by the City including Parks and Recreation.

The Extension of Services Plan, according to Montana law, must also include the City's methods for financing the extension of services in a means that distributes the tax burden for services through the entire municipality. The plan also requires that a transfer of service plan be in place to orderly transfer services from a county, special district, or improvement district that may currently provide any of the services listed above.

## **City of Great Falls Growth Policy**

The City of Great Falls Extension of Services Plan includes by reference, and draws heavily from the technical information included in the Imagine Great Falls 2025, City of Great Falls Growth Policy Update released in 2013. This Extension of Services Plan will serve as a complementary document to the Growth Policy Update and will provide a more concise document focused on providing a plan and method for annexing properties into the city limits and providing the required services to these properties.

## **Urban Growth Boundaries**

The Urban Growth Boundaries are denoted as those areas that include potential growth areas not currently included in the Great Falls City limits or have been annexed into the City but remain undeveloped. The potential growth areas, as shown in Figure 1 illustrates logical areas for future development that are adjacent to or surrounded by the existing City limits. For the purposes of this Extension of Services Plan, only growth projected to occur within the next five years is evaluated. Figure 1 shows residential (yellow), non-residential (red) and industrial (blue) growth areas. These areas were defined by evaluating local economic factors and population growth patterns to provide the best projections as to where new residential, commercial, and industrial development could occur in the next five years.

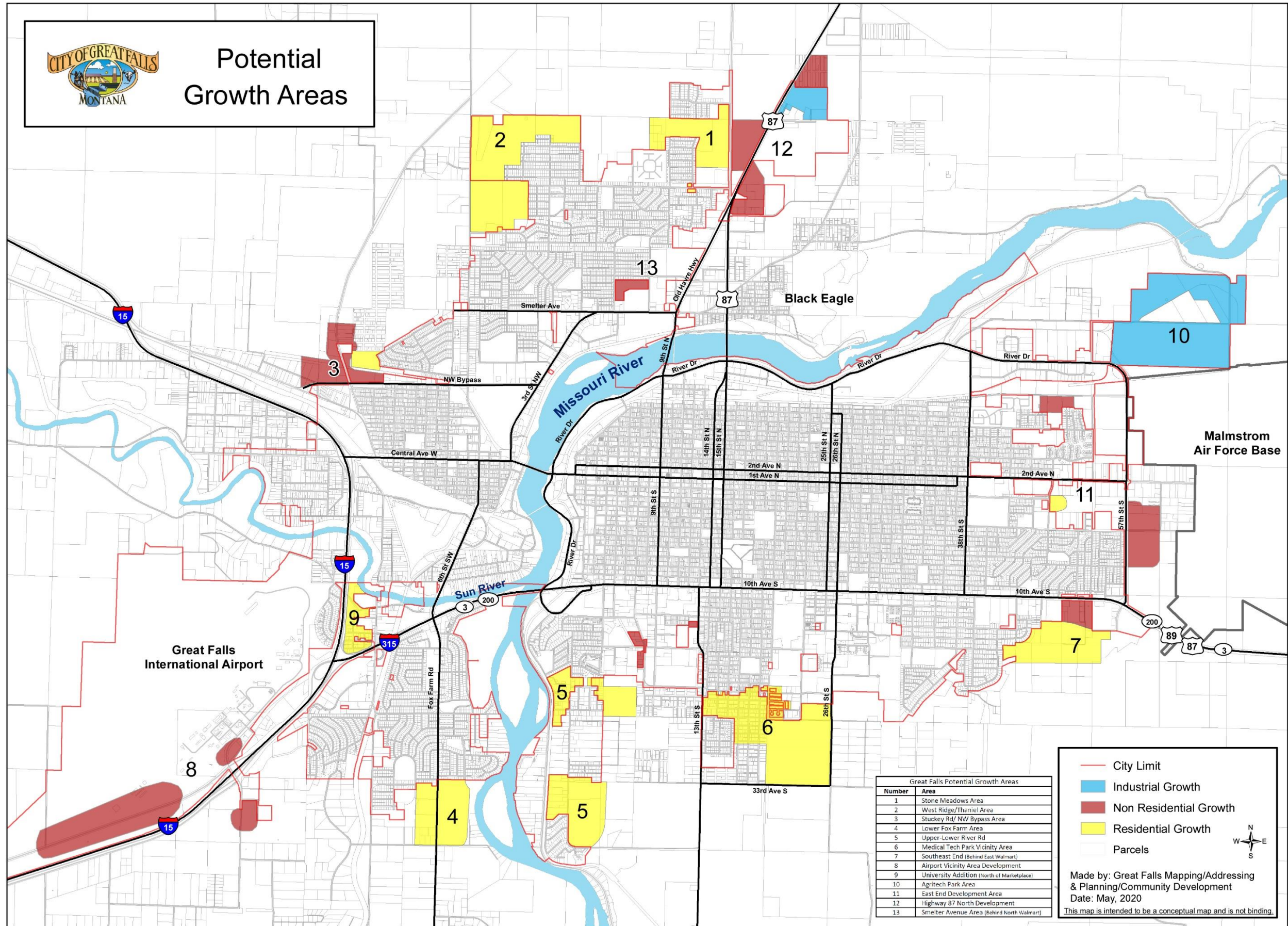


Figure 1. Urban Growth Boundary and Potential Growth Areas



## Economic Conditions and Trends

The City of Great Falls is located in Cascade County on the Missouri River, approximately 60 miles east of the Rocky Mountains. Great Falls is the largest city in North Central Montana and serves as a regional hub for medical services, retail, and transportation. The 2010 US Census reported the City’s population as 58,505. Malmstrom Air Force Base is located on the eastern border of the City and while the on base population is not included in the City’s total population, the base does significantly impact housing and the local economy. The City experienced a decline in population for a 20 year period from the early 1970s until the early 1990s and has experienced flat population growth for the last 20 years. Cascade County population projections reported in the Great Falls Area Long Range Transportation Plan predict a slow steady growth at approximately 0.75 percent per year during the next 20 years.

Documents that are available to provide additional information on the area’s economic conditions and trends include: the 2013 Growth Policy Update, the Great Falls Area Long Range Transportation Plan, and the 2010 Federal Census. Additional information and resources may also be available from the State of Montana Census and Economic Information Center.

## Physical Growth Trends

The original town site for Great Falls was platted in 1883 and the City was founded in 1884. Development has extended out from the downtown core with major commercial development following transportation corridors. Table 2 and Figure 2 taken from the Growth Policy Update, depict the residential growth during the last 138 years. The residential growth observed during the 30 year period from 1950 to 1979 is almost three times greater than the period from 1980 to 2012. Recent growth trends indicate that Great Falls is experiencing steady modest growth that is anticipated to continue for the duration of this plan. The residential development from 1980 to 2018 highlighted in blue provides a useful depiction of where the majority of residential growth has occurred recently and where growth may be expected in the future.

<b>Year</b>	<b>Count</b>
1880-1919	2,775
1920-1949	3,522
1950-1959	5,085
1960-1979	5,687
1980-2018	4,160
Total	21,229

Source: Montana Department of Revenue 2019 data  
Note: Redeveloped lots are not included as data for purposes of this map.

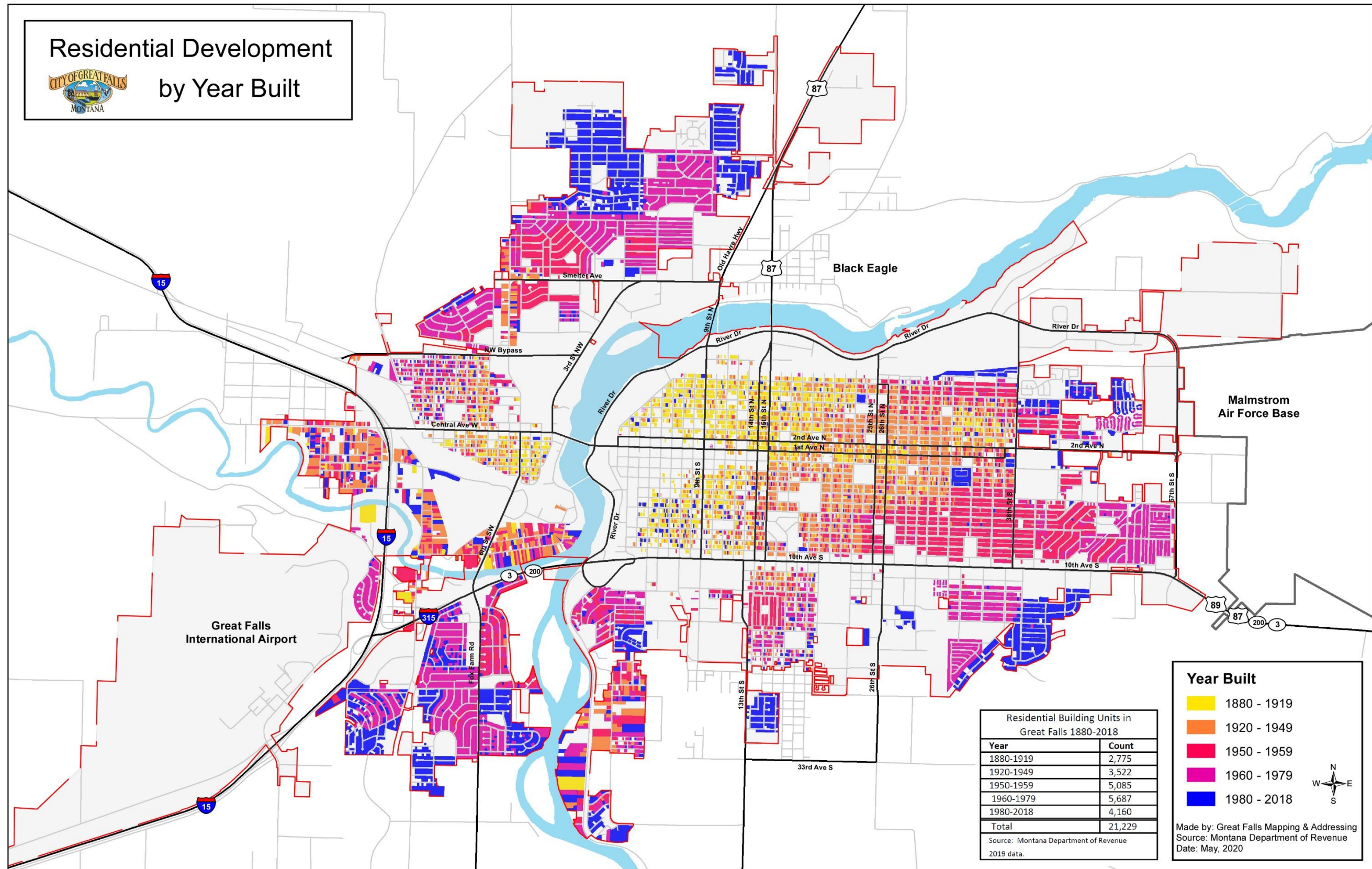


Figure 2. Residential Growth

## Impediments to Growth

A significant impediment to growth for the City of Great Falls as well as many other cities is the cost of providing and maintaining utilities and services to the areas seeking incorporation into the City limits. The Urban Growth Boundaries provided for in this plan include properties that are close in proximity to existing utilities and services. This plan assumes that through the next 10 years, the areas closest to existing utility infrastructure will be the most likely for annexation.

In addition to the challenge of funding and providing new water and sewer and updating streets to meet city standards, there are other physical factors such as stream and river locations, steep slopes, poor soils, and City/County development patterns that also impede growth.

The confluence of the Missouri River and Sun River is located near downtown and the associated floodplain limits development in some of the lowest lying areas adjacent to these rivers. The floodplain map for the Great Falls area is included in appendices to this report.

Steeper topography located in some areas including Gore Hill, Hill 57 and the perimeter of Gibson Flats presents additional challenges for construction of public infrastructure and buildings. Because of these challenges, these areas have been slower to develop than other areas.

Areas with expansive clay soils, more prevalent in the northwestern and northeastern sections of the City, have experienced increased development costs in recent years.

In some instances, the development pattern of County subdivisions in close proximity to the City is a factor in determining the City's future growth. Overall there are 160 subdivisions within a two mile periphery of the City. These areas can often times develop more slowly and differently from today's typical subdivisions.

## Growth Stimulants

There are currently four major economic factors leading development in Great Falls. The largest factor and one that has impacted Great Falls for many years is Malmstrom Air Force Base. The Federal Government military spending and staffing decisions have historically affected Great Falls economically and are anticipated to continue to have a significant impact on the local economy. The second is the Medical Industry. Great Falls has become a regional hub for healthcare and Benefis Health System is the largest civilian employer in the City. The Great Falls Clinic also employs a significant local workforce in addition to many smaller health related companies and

practices operating in Great Falls. Oil and gas production in eastern Montana, North Dakota, and Canada has led to a recent increase in industrial activity that has impacted Great Falls as well. While oil prices have dropped significantly in the past few years, there is still the potential that northern Montana will continue to develop its natural resources and jobs associated with this work may stimulate growth in Great Falls. Finally, economic opportunities associated with supporting the region's heavy agricultural operations continue to provide a solid base to the Great Falls economy.

The higher education opportunities in Great Falls also provide some impact on the local economy. The private University of Providence has a listed enrollment, including online enrollment, of just over 1,000 students, while the public Great Falls College-Montana State University has approximately 2,600 students.

## Prevailing Growth Patterns

Figure 2 (page 8) included in the Physical Growth Trends section of this plan illustrates the residential growth trends in Great Falls.

The majority of residential development that has occurred over the past 30 years has been concentrated in the following areas:

### North:

The largest growth area over the last 30 years has been north of Skyline Drive, to the west of 5<sup>th</sup> Street Northeast and to the East of 9<sup>th</sup> Street Northeast. This development has been primarily residential with the exception of some commercial development near Bootlegger Trail. The heaviest Industrial growth in this area has been to the east of U.S. Highway 87. The land north of Great Falls was used primarily for agriculture before being developed. There are some areas of poor soils and poor drainage that provide additional challenges for the development of these areas.

### Southeast:

The residential areas of the city southeast of Mountain View Drive and to the east of 39<sup>th</sup> Street South, and south of 10<sup>th</sup> Avenue South, make up another large concentrated area that has experienced significant growth during the last 30 years. This area is primarily residential with commercial growth near 10<sup>th</sup> Avenue South including a new Wal-Mart that has the potential to generate additional commercial growth in the area. Growth is restricted in parts of this area due

to the steep slopes that lead down to the Gibson Flats area, and drainages that move through this area.

#### South:

The primary residential development that has occurred south of Great Falls is the Castle Pines development, between 13<sup>th</sup> and 17<sup>th</sup> Streets South and 24<sup>th</sup> and 29<sup>th</sup> Avenues South and the Talus, Rockcross and Meriwether Crossing multi-family developments located between 20<sup>th</sup> Street 21<sup>st</sup> Avenue South and 26<sup>th</sup> Street South and 24<sup>th</sup> Avenue South. There has also been significant recent commercial development near the medical district between 20<sup>th</sup> and 32<sup>nd</sup> Streets South.

#### Southwest:

The Fox Farm area south of 10<sup>th</sup> Avenue South and west of the Missouri River is another area of residential growth that has been active over the last 30 years. This is an area that has been developed for many years, but additional growth has occurred in various open spaces in the area.

## Projected Growth Areas

The steady growth experienced in the past few years in Great Falls is expected to continue similar to prevailing growth patterns described in the previous section. Some infill and development within the existing City boundaries should be expected, though most of the growth will likely occur on the periphery of the City. There is a large supply of open space and agricultural land that borders the City, helping to keep land costs low for development. The largest impediment to growth in these areas on the outside of the existing City Limits is the costs associated with providing and maintaining City services. The six residential areas called out on Figure 1 are all located close to subdivisions with roadways and utilities in the City limits, though there are still considerable costs associated with providing and maintaining utilities to these new residential areas. These costs are discussed further in the Extension of City Services section below. Development within the three industrial areas called out in Figure 1 will require utility investments. Most utility infrastructure is available in these areas but some industrial users have specialized utility needs that require additional infrastructure to be built which will ultimately require additional costs.

## Extension of City Services

In order to achieve compact, orderly and efficient urban growth, plans for the extension of, including providing and maintaining, municipal services into growth areas must be developed and implemented. In addition to identifying the services available and a plan to physically provide those services within a defined area, it is also essential to identify both the party responsible for service extensions and a method of financing the extensions.

The services which are considered for extension into the future growth areas of the City are streets, sanitary sewer, storm sewer, water, police protection, fire protection and emergency services, solid waste collection, and parks.

### Streets

The transportation network within and around a community plays a significant role in its physical development and growth. This network of streets, roads and highways should be coordinated to form a system that not only provides efficient internal circulation, but one that also facilitates through traffic. Since streets serve two basic functions of moving traffic and providing access to abutting lands, each street should be classified and designed for the specific function or combination of functions it is intended to serve. This functional classification system forms the basis for planning, designing, constructing, maintaining and operating the street system. For these reasons urban streets are designed and developed in a hierarchy comprised of the following types:

#### **Major Arterials:**

A major road or highway with moderate to high speeds and high traffic volumes. Major arterials provide access to the regional transportation network, and move traffic across the county and between cities and communities. Access to abutting lands is limited. Traffic volumes would typically exceed 15,000 vehicles per day.

#### **Minor Arterials:**

A major road with moderate speeds designed to collect and move traffic from one major part of the community to another or to move traffic to and from the major arterial system. Traffic volumes would generally range from 5,000 to 15,000 vehicles per day.

#### **Collectors:**

A secondary or intermediate street with moderate speeds and low to moderate volumes. Such streets would collect local traffic from neighborhoods and carry it to adjacent neighborhoods or transfer the traffic to the arterial system. Such streets would typically serve a neighborhood or area with 150 or more dwellings and carry 1,000 to 5,000 vehicles per day.

**Local:**

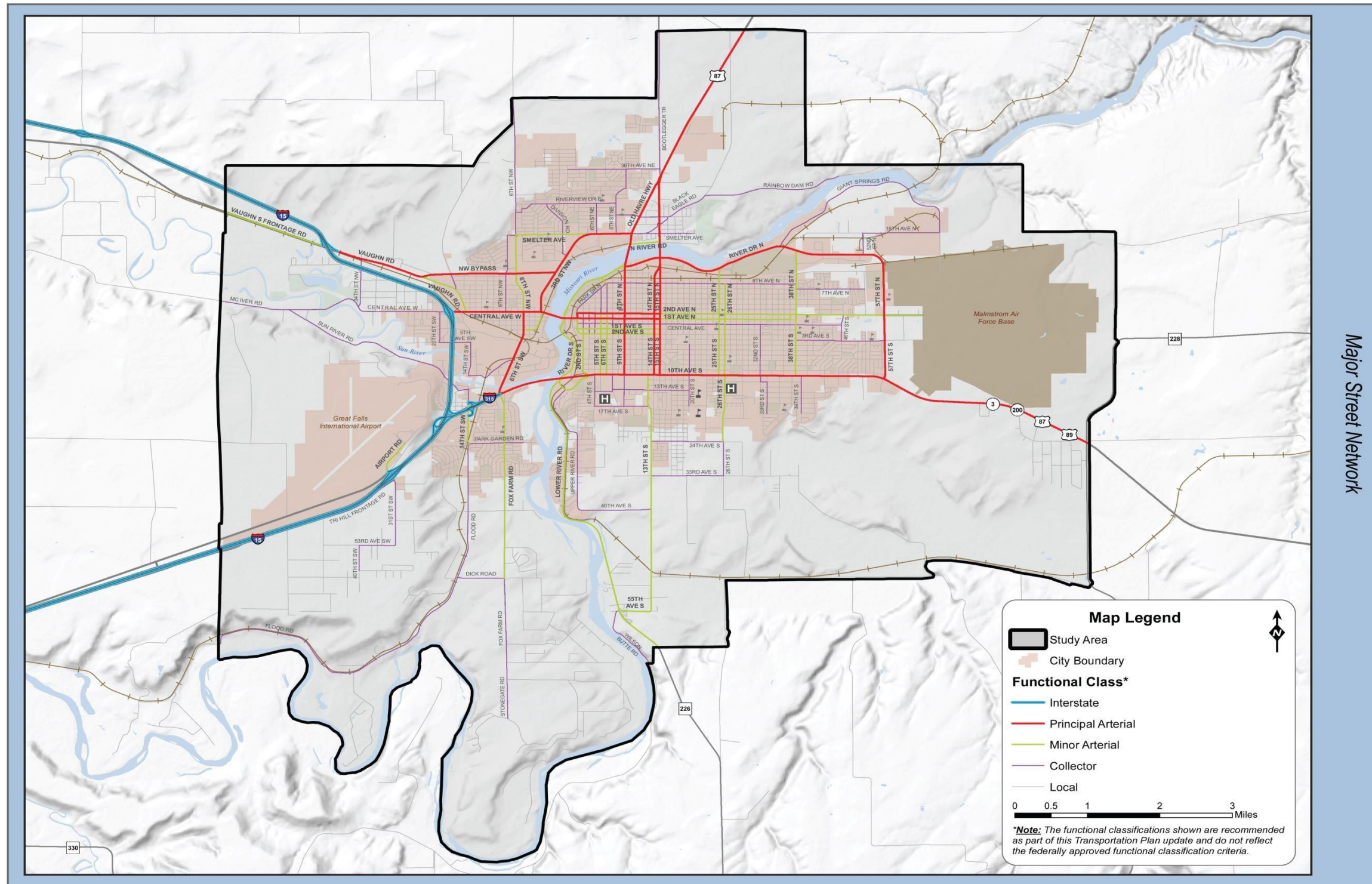
These are minor streets intended to serve individual sites, buildings or lots, and provide access to residential neighborhoods. Local streets either feed into collectors or provide destination access off collectors.

The City of Great Falls is currently responsible for approximately 300 miles of paved roadway and alleys, as well as another 80 miles including mostly unpaved alleys. The Montana Department of Transportation (MDT) is responsible for 39 miles of roadway in Great Falls.

The primary planning document for transportation funding is the *Great Falls Area Transportation Plan*, last adopted in 2014 and updated in 2018. This document provides a comprehensive evaluation of the transportation system for the City of Great Falls and the surrounding urban areas. Included in this Transportation Plan is an evaluation of Major Street Network (MSN) Improvements that includes larger, high cost projects that are needed to meet the anticipated Traffic Demands through 2038. Figure 3 below is taken from the Transportation Plan and provides MSN improvement options recommended to meet the anticipated traffic demands. The proposed improvements on this figure include work north and south of Great Falls that will provide new or improved arterial and collector roadways in the areas that are anticipated to see the largest growth over the next 20 years. These projects will likely be funded through State and Federal Funding sources. Two of these improvements projects, 24<sup>th</sup> Avenue South and Fox Farm Road were recently completed.

Additional local roads and collector streets may be necessary to meet the anticipated growth evaluated in this Extension of Services Plan. It will be the responsibility of the developer of a new subdivision to provide streets built to city standards, including curbs, gutters, sidewalks, boulevards, and street signs.

The City of Great Falls requires that new streets associated with annexation meet the requirements of Official Code of the City of Great Falls (OCCGF), Title 16, Chapter 16, Article 7, as may be amended. New City streets need to meet the anticipated service levels prescribed in the Growth Plan and Transportation Plan. Street corridors should take into account the anticipated storm water conveyance requirements, either curb and gutter flow or inlet capacity and pipe installation depending on the site, and also make accommodations for other public utilities and transportation improvements.



Major Street Network

Figure 3. Major Street Network



## **Street Maintenance**

The City maintains, sweeps and plows 307 miles of streets and 80 miles of alleys located within the City limits. The Montana Department of Transportation (MDT) maintains another 39 miles of federal aid urban (FAU) routes and interstate highway that fall under MDT's jurisdiction. The City provides maintenance on some of the FAU routes and MDT manages any projects involving FAUs where federal funding is utilized.

Street maintenance includes, but is not limited to, sprinkling, graveling, oiling, chip sealing, seal coating, overlaying, treating, general cleaning, sweeping, flushing, snow and ice removal, and leaf and debris removal.

The City is currently adequately equipped to handle large snow storms. MDT manages the snow plowing and removal from their major arterials and the City plows the remaining arterials and collectors. Local roads are not commonly plowed.

The means to add additional staff and equipment to meet the added demands for road maintenance and snow removal caused by growth depends on future City budgets.

## **Street - Funding/Financing Capital Improvements and Operation & Maintenance**

Capital Improvements costs associated with the extension of streets and alleys to serve a new subdivision and/or development are typically financed and paid for by the Developer. If an extension of streets is not in the development boundaries to connect to the existing transportation system, or the street section or capacity needs to be upgraded (over-sizing) to serve other areas located outside the development, then the City may choose to share in the cost of the extension or over-sizing. The City's cost participation will be limited to available capital improvements funding. The Developer will be responsible for the balance of the cost not funded by the City. The Developer and City will be eligible for reimbursement of costs incurred for extending and over-sizing improvements outside a development to serve other areas and/or connect to the existing public transportation system. The recommended method of determining cost splits and responsibility is 1) to identify the actual costs for each of the improvements, 2) identify the sources and the amount of funding provided, 3) perform a traffic usage analysis that may include trip generation and vehicular loading from each benefitting area, 4) determine the sub-area and collective area demands on each capital improvement, and 5) calculate the reimbursement cost splits based on ratios of funding amounts provided from each party and a ratio of the sub-area/collective area demand contributions. Policies regarding costs and other

responsibilities for implementing capital improvements, are also found in the *Recommended Policies for Extending Services* section of this plan.

At present the City relies on State Gas Tax Apportionment, Gas Tax Special Allocation, State Entitlement and Special Assessments (Street Maintenance District, Street Lighting Districts) to fund the majority of the cost of street capital improvements and operation and maintenance services. Each parcel within the City limits is assessed for street maintenance with a cap of 12,000 square feet for residential properties and 1,000,000 square feet for commercial properties. Other funding that is received on a periodic and case by case basis includes: grants, tax increment funding, special improvement district bonding, State and Federal Transportation (State Transportation Program Urban and Congestion Mitigation Air Quality) funding.

## Sanitary Sewer

The sanitary sewer system is designed to collect, convey, treat and dispose of sewage through collector, trunk, interceptor, and force mains, lift stations, and a treatment plant. These facilities presently consist of 270 miles of mains, 4,618 sewer manholes, 32 lift stations, and the wastewater treatment plant located on the northwest side of the City along the Missouri River. Together this system operates to collect and treat 3.6 billion gallons of wastewater per year. Veolia Water North America is currently under contract to operate the wastewater treatment plant and lift stations.

In 2018, the City completed an update to the *Facility Plan for Wastewater* last published in 1998. The plan states that the basic facilities of the City will provide adequate service for the next 20 years. In the plan, a one percent growth rate was applied. This rate includes a projection up through the year 2035. The capacity of the system was evaluated based on a 2035 population of 66,561. The Master Plan analysis indicates the City has adequate capacity and estimates approximate locations of future collection system mains and lift stations consistent with the transportation planning predicted growth areas. Also, capacity hinges somewhat on whether any large industrial users are added to the system. To help minimize this potential impact, the City maintains and enforces an approved industrial pretreatment program.

In 1960, the City of Great Falls constructed a primary treatment plant, located at 1600 6th Street Northeast, which included sedimentation, chlorine disinfection and anaerobic digestion for solids processing. The facility was upgraded and expanded in the mid 1970's to include secondary biological treatment, solids thickening facilities, and a heat treatment system for solids processing. In 2003, the heat treatment system was replaced by anaerobic digesters.

In 2014, work was completed to replace the plant aeration with new diffused air bioreactors and to replace the chlorine disinfection system with Ultraviolet (UV) disinfection, and add improved metering.

The City's collection system was recently extended to provide service to a new commercial development on the eastern limits of the City near 57<sup>th</sup> Street South.

In addition to the 2018 *Wastewater Facilities Plan*, the Department of Public Works maintains a Capital Improvements Plan (CIP) that projects improvements needed for the wastewater treatment plant and the sanitary sewer collection system for the next five years.

The City of Great Falls requires that new properties included in an annexation have access to Sanitary Sewer Collection as required by OCCGF Tile 17, Chapter 16, Article 7, as be amended and Tile 13, as be amended. These codes include requirements to install a City Engineer approved sanitary sewer collection system and to complete the collection system in City right of way or in easements to be provided to the City to allow for access to the new utility. The City Commission does have the ability to allow for the extension of sanitary sewer to areas that are not planned for immediate annexation under special circumstances, such as the Upper/Lower River Road area where sanitary sewer was extended to address ground water pollution caused by privately owned septic and sewage drain fields and a subsequent moratorium of permitting of new private sewage treatment systems issued by the Montana Department of Environmental Quality and local Health Department.

## **Sewer - Funding/Financing Capital Improvements and Operation & Maintenance**

Capital Improvements costs associated with the extension of sewer mains and other wastewater facilities to serve a new subdivision and/or development are typically financed and paid for by the Developer. If an extension of sewer main or other wastewater facilities is required beyond the development boundaries in order to connect to the existing system, or the sewer main capacity needs to be upgraded (over-sizing) to serve other areas located outside the development, then it is the intent of the City to share in the cost of the extension or over-sizing. The City's cost participation will be limited to available capital improvements funding. The Developer will be responsible for the balance of the cost not funded by the City or other funding sources. Both the Developer and the City will be eligible for reimbursement from future developments for the costs associated with serving those future developments. The recommended method of determining cost splits and responsibility is 1) to identify the actual costs for each of the improvements, 2) identify the sources and the amount of funding provided,

3) perform an engineering analysis of contributing volumes and/or peak flows demands from each benefitting development area, 4) determine the sub-area and collective area demands on each capital improvement, and 5) calculate the reimbursement cost splits based on ratios of funding amounts provided from each party and a ratio of the sub-area/collective area demand contributions. Policies regarding costs and other responsibilities for implementing capital improvements, are also found in the *Recommended Policies for Extending Services* section of this plan.

At present the City relies on Enterprise Fund (Sewer) assessments to fund the cost of capital improvement and operation and maintenance of the sanitary sewer/wastewater system. Each developed parcel is assessed based on water usage and land use. Other funding sources received on a periodic and case by case basis include grants, tax increment funding, special improvement district and State Revolving Fund loans.

## Storm Water

The City of Great Falls operates a storm drain utility to collect, detain, retain, treat, convey, and discharge precipitation falling on developed areas in an effort to minimize flooding and impacts to receiving water quality. The City's storm sewer system is separate from its sanitary sewer system and discharges to the Missouri River, Sun River, Sand Coulee Creek, and Whitmore Ravine.

The City's Public Works Department prepared a *Storm Drain Master Plan* in 1989 and since then there have been regional studies completed for the northwest, southwest, south central and southeast areas of town. These studies have led to millions of dollars of storm drain improvements over the last 30 years. The City maintains approximately 113 miles of public storm drains, 2,042 manholes, 3,333 inlets, and 17 detention and retention basins. The majority of the storm water improvements recently designed and constructed by the City were completed to address drainage infrastructure deficiencies within the City system. Improvements and major repair projects are guided by a five year Capital Improvements Plan. New development is assessed a stormwater fee of \$250 per acre. Developers must work with the Department of Public Works to demonstrate that the area to be annexed provides adequate storm water storage and conveyance and that adjacent property owners will not be adversely impacted.

The Great Falls urbanized area is classified as a small Municipal Separate Storm Sewer System (MS-4); therefore the City is subject to Montana Department of Environmental Quality's General Permit for Storm Water Discharges Associated with Small Municipal Separate Storm Sewer Systems Montana Pollutant Discharge Elimination System Permit (Permit). The Permit requires the City to develop and implement a program that requires development and redevelopment projects to retain or treat the first 0.5 inch of precipitation falling on the impervious surfaces of the development.

The City has identified significant liability concerns/issues with requiring developments to capture and convey stormwater from existing public right-of-way or newly established right-of-way (dedicated as part of the project or Common Plan of Development as defined in the City Storm Drain Design Manual) to private stormwater facilities. The City finds that the potential liability assumed by requiring this type of practice exceeds the "maximum extent practicable" for its MS-4 program implementation, within the intended meaning of this standard at Section 402 (p)(3)(B)(iii) of the federal Clean Water Act. The City could be exposed to a myriad of citizen claims and lawsuits that could render the stormwater utility administratively inoperable. Therefore, the City will consider waiver requests submitted for that portion of the Water Quality Volume or Water Quality Flow from the project or Common Plan of Development originating from the right-of-way associated with newly created and dedicated City streets. The waiver request must comply with the OCCGF, Title 17, Chapter 52, as may be amended, by demonstrating the following criteria, and any other criteria deemed necessary by the Director of Public Works, are met:

- Stormwater will be conveyed to an existing regional treatment facility (RTF) that is currently owned and operated by the City. An engineering evaluation is provided demonstrating that the existing RTF has available capacity to meet the Water Quality Requirement described below for run-off from the driving surface and right of-way of the street in question. The project proposing to discharge to the RTF may be responsible to construct alterations (relative to the size of the proposed development) in order to address Water Quality Requirement; or
- Stormwater will be conveyed to a newly constructed RTF chosen at the time of development. In addition to addressing the Water Quality Requirements for the proposed development, the chosen RTF will need to be designed and sized appropriately to address the Water Quality Requirement for the undeveloped portion of MS-4 basin or sub-basin to allow for treatment capacity for future development in the same basin and/or sub-basin, as defined in the City's stormwater master plan. However, the planned

development will only need to provide payment for its share of the *stormwater quality assessment/cost* associated with the portion (relative to the size of the proposed development) of the RTF required for that specific development. The City will cover the remaining portion and receive reimbursements finances from future developments as they come along. After construction, the chosen RTF will be owned/operated and maintained by the City.

- The chosen RTF will need to be submitted to and approved by the Director of Public Works. Proposed best management practices (BMPs) must meet the Water Quality Requirement using sizing and design parameters of the *Montana Post-Construction Storm Water BMP Design Guidance Manual* (Statewide BMP Manual, available upon request). Please refer to Chapter 8 of this document for additional information on various RTFs.

The City has also identified implementation challenges that exceed the maximum extent practicable standard related to design, construction, operation and maintenance of onsite BMPs at single family, duplex and four-plex residential developments. The City has identified three feasible options by which Water Quality Requirements could be achieved for these types of residential developments. They are to (1) require each individual property owner to install pre-approved BMPs at specific locations that are reviewed and approved prior to construction as part of the Common Plan of Development, (2) to require the developer to design and construct an RTF for the Common Plan of Development that is owned, operated and maintained by the Citizenry, or (3) require the developer to design and construct an RTF for the Common Plan of Development that dedicated to the City to own, operated and maintained.

With respect to option (2) the City finds that formation of Homeowners Associations (HOA) or similar neighborhood-based entities as the only feasible approach to achieve a level of organization necessary to demonstrate compliance with a Stormwater Management Permit (SMP) permit, and to operate and maintain stormwater or, raise the funding necessary to hire skilled professionals to conduct these activities on the HOA's behalf. The City will not prohibit and does not discourage residential property owners from forming an HOA or similar neighborhood-based entities for these purposes, nor will the City prohibit or discourage individual residential property owners from installing low impact development features on their property. However, the City finds requiring option (1) or (2) to generally exceed the maximum extent practicable for the Great Falls MS-4, for reasons including but not limited to the following:

- The City is unaware of any Federal, State or Local Code that enables the City to require segments of its Citizenry to form a Home Owner's Association.
- In general the average citizenry does not contain the training and technical expertise necessary to install, operate or maintain the BMPs that achieve the Water Quality Requirement.
- Such a requirement is impracticable because it dictates required land use on private property.
- Issuing and providing compliance service for a SMP to each individual private land owner as a mechanism to ensure compliance exceeds the available program resources making this option impracticable.
- The requirement would violate Clean Water Act requirement related to the right to meaningful opportunity for participation.
- In accordance with the MS-4 permit for maintenance of each individual property would fall to the City if not completed by the property owner. This demand on City resources would far outpace resource availability making this option impracticable.

Therefore, the City will consider waiver requests submitted for the Water Quality Volume or Water Quality Flow from project or Common Plan of Development comprised of individual residences, duplexes or four-plexes. The Waiver request must comply with OCCGF Title 17, Chapter 52, as may be amended, by demonstrating the following criteria, and any other criteria deemed necessary by the Director of Public Works, are met:

- Stormwater will be conveyed to a newly constructed RTF chosen at the time of development. In addition to addressing the Water Quality Requirements for the proposed development, the chosen RTF will need to be designed and sized appropriately to address the Water Quality Requirement for the undeveloped portion of MS-4 basin or sub-basin to allow for treatment capacity for future development in the same basin and/or sub-

basin, as defined in the City's stormwater master plan. However, the planned development will only need to provide payment for its share of the *stormwater quality assessment/cost* associated with the portion (relative to the size of the proposed development) of the RTF required for that specific development. The City will cover the remaining portion and receive reimbursements finances from future developments as they come along. After construction, the chosen RTF will be owned/operated and maintained by the City.

- The chosen RTF will need to be submitted to and approved by the Director of Public Works. Proposed BMPs must meet the Water Quality Requirement using sizing and design parameters of the then-current *Montana Post-Construction Storm Water BMP Design Guidance Manual* (Statewide BMP Manual, available upon request). Please refer to Chapter 8 of this document for additional information on various RTFs.

## **Storm Drain - Funding/Financing Capital Improvements and Operation & Maintenance**

Capital Improvements costs associated with the extension of storm drains and other stormwater management facilities to serve a new subdivision and/or development are typically financed and paid for by the Developer. If an extension of storm drain or other stormwater management facilities is required beyond the development boundaries in order to connect to the existing system, or the sewer main capacity needs to be upgraded (over-sizing) to serve other areas located outside the development, then the City may choose to share in the cost of the extension or over-sizing. The City's cost participation will be limited to available capital improvements funding. The Developer will be responsible for the balance of the cost not funded by the City or other funding sources. The Developer and City may be eligible for reimbursement of costs incurred for extending and over-sizing improvements outside a development to serve other areas and or connect to the existing public system. The recommended method of determining cost splits and responsibility is 1) to identify the actual costs for each of the improvements, 2) identify the sources and the amount of funding provided, 3) perform a hydrological and hydraulic analysis of contributing volumes and/or peak flows demands from each benefitting development area and compare individual with the collective volumes and flows contributing to a particular improvement, 4) determine the development and collective area demands on each improvement, and 5) reconcile the improvement cost splits based on ratios of funding source amounts and areas demand contributions. Policies regarding costs and other responsibilities for



implementing capital improvements, are also found in the *Recommended Policies for Extending Services* section of this plan.

At present the City relies on Enterprise Fund (Storm Drain) assessments to fund the cost of capital improvement and operation and maintenance of the storm drain system. Each developed parcel is assessed based on land area and use. Residential properties served by existing storm drain facilities have a cap of 15,000 square feet while residential properties that are not served by existing facilities are capped at 1000 square feet. Other non-residential parcels are assessed on land use and total developed area. Other funding sources received on a periodic and case by case basis include grants, tax increment funding, special improvement district and State Revolving Fund loans.

## Water

Potable water facilities include structures designed to collect, treat, and distribute clean water, including distribution mains, a treatment plant and storage tanks or reservoirs. The Great Falls Water Plant uses a conventional filtration system which treats and delivers an average of 4.5 billion gallons of drinking water per year. The municipal water system consists of a water treatment plant, 323 miles of water mains and three booster pump stations. The system serves approximately 64,000 customers. Single family per capita water usage was estimated at 123 gallons per day (GPD) in 2005. Per capita water usage has been decreasing due to the advent of conservation methods.

Today, raw water from the Missouri River receives modern treatment methods of coagulation, flocculation, sedimentation, filtration and disinfection before it is pumped into water distribution mains. There are seven storage facilities in the distribution system with a total capacity of over 12 million gallons.

The City's water distribution system pipes average 40 years old - the oldest in the state. This leads to the potential for more frequent water main breaks impacting the distribution system and requiring Utility Department resources to repair. Recently completed Water Plant improvements include UV disinfection to meet new regulatory standards, re-locating ammonia feed facilities for safety reasons and replacement of the aging heavy duty electrical switch gear.

The City has a *Water Master Plan* that was developed in 2006 based on a planning horizon of 2025. The report reviewed the Great Falls water treatment, storage, and distribution system. The report found that the water quality delivered to customers in Great Falls is excellent and exceeds regulatory requirements. The report identified needs over the next 20 years based on facility age,

conditions, and service areas with less than ideal pressures, vulnerability issues, regulatory and safety issues and expanded service areas. The report also recommended that the City vigorously defend its water rights on an on-going basis.

In addition to the *Water Master Plan*, the Department of Public Works maintains a Capital Improvements Plan that projects the improvements needed for the water system for the next five years. Current planned improvements include the installation of a new bulk ammonia handling system, replacing and upgrading filter media, and replacing electric switch gear at the Water Treatment Plant. In addition, water storage tank repair, removal and relocating projects are nearly complete. Also, an aggressive water main replacement program has been ongoing for 25 years and will continue to replace the most vulnerable components of the City's aging distribution system. Future distribution system projects also include adding river crossing locations to provide additional supply to and/or redundancy of the north and west sides of the Missouri River.

The onsite Water Testing Lab routinely tests for contaminants in the water, as required by Federal and State laws. A Water Quality - Consumer Confidence Report is created annually from the previous year's analysis data and is distributed to water system users. The City is currently constructing facility improvements to continue to supply clean safe water while upgrading the treatment plant to meet the recent addition of regulation requirements.

The City of Great Falls requires that potable water service be provided to each property in association with the annexation to meet the requirements of OCCGF Title 17, Chapter 16, as may be amended. Fire hydrants providing the adequate flows necessary for the associated land use are required to be included as part of the water system.

## **Water - Funding/Financing Capital Improvements and Operation & Maintenance**

Capital Improvements costs associated with the extension of water mains and other facilities to serve a new subdivision and/or development are typically financed and paid for by the Developer. If an extension of a water main or other water facilities is required beyond the development boundaries to connect to the existing system, or the water main capacity needs to be increased (over-sizing) to serve other areas located outside the development, then the City may choose to share in the cost of the extension and/or over-sizing. The City's cost participation will be limited to available capital improvements funding. The Developer will be responsible for the balance of the cost not funded by the City. Both the Developer and the City will be eligible for

reimbursement from future developments for the costs associated with serving those future developments. The recommended method of determining cost splits and responsibility is: 1) to identify the actual costs for each of the improvements, 2) identify the sources and the amount of funding provided, 3) perform an engineering analysis of contributing peak demands (flow) from each benefitting area, 4) determine the sub-areas and collective area benefitting each improvement segment or component, and 5) calculate the reimbursement cost splits based on ratios of funding amounts provided from each party and the sub-area and collective area demand amounts. Policies regarding costs and other responsibilities for implementing capital improvements, are also found in the *Recommended Policies for Extending Services* section of this plan.

At present the City relies on Enterprise Fund (Water) assessments to fund the cost of capital improvement and operation and maintenance of the water distribution and treatment system. Each developed parcel is billed based on water usage and land use. Other funding sources which are received on a periodic and case by case basis include grants, tax increment funding, special improvement district and State Revolving Fund loans.

## **Solid Waste Management**

The Sanitation Division is responsible for the collection and transportation of solid waste from approximately 15,700 residential and 1,200 commercial customers to approved disposal sites. Nearly 40,000 tons of solid waste are collected and disposed of annually. The City of Great Falls has a long-term contract with Montana Waste Systems, Inc. (Republic Services) for solid waste disposal. The High Plains Landfill is located 10.5 miles north of Great Falls on Havre Highway. For commercial and residential customers, there is a fee at the landfill. Montana Waste Systems, Inc. also provides sanitation services for residential and commercial customers in Great Falls. The capacity of the permitted and licensed portion of the landfill is estimated to be sufficient for the life of the planning horizon and beyond.

The means to add additional staff and equipment to meet the added demands of additional services areas and customers caused by growth depends on future City budgets.

## **Solid Waste Management - Funding/Financing Capital Improvements and Operation & Maintenance**

Currently, the City utilizes a privately owned landfill for disposal of solid waste. Land has been purchased for a future landfill and composting site; however capital improvements are limited to

storage facilities at the Public Works Complex. Typically, any solid waste receptacle storage facilities associated with a multi-family, commercial or industrial development are privately owned and financed.

At present the City relies on Enterprise Fund (Sanitation) assessments to fund the cost of a limited capital improvement and operation and maintenance of the solid waste equipment and storage buildings. Each City customer is billed based on residential or commercial classification and the size of the receptacle.

## **Fire and Emergency Services Protection**

The City of Great Falls provides fire and Emergency Management Service (EMS) services to land and real and personal property located within the City limits, along with 16 County Contracted Fire Districts." The City receives payment through a series of agreements for these contracted services. The City of Great Falls Fire Rescue (GFFR) has 65 uniformed firefighters with 60 assigned to four shifts (15 per shift). The Fire Chief along with other administrative personnel are primarily responsible for Emergency Management.

The City has four frontline apparatuses in four Fire Stations (see Figure 4). Three Engine Companies and one Ladder Company are staffed 24 hours a day, seven days a week. The other apparatus options are reserves and not staffed. They are brought into service when one of the frontline apparatus needs repair or when firefighters are called for large incidents.

The Insurance Service Office (ISO), an independent entity, recently upgraded the City's Public Protection Classification (PPC) from 4 to 2. The City's PPC has improved due to staffing levels. These ratings can influence what a homeowner pays for insurance, especially in locations that are more challenging to serve.

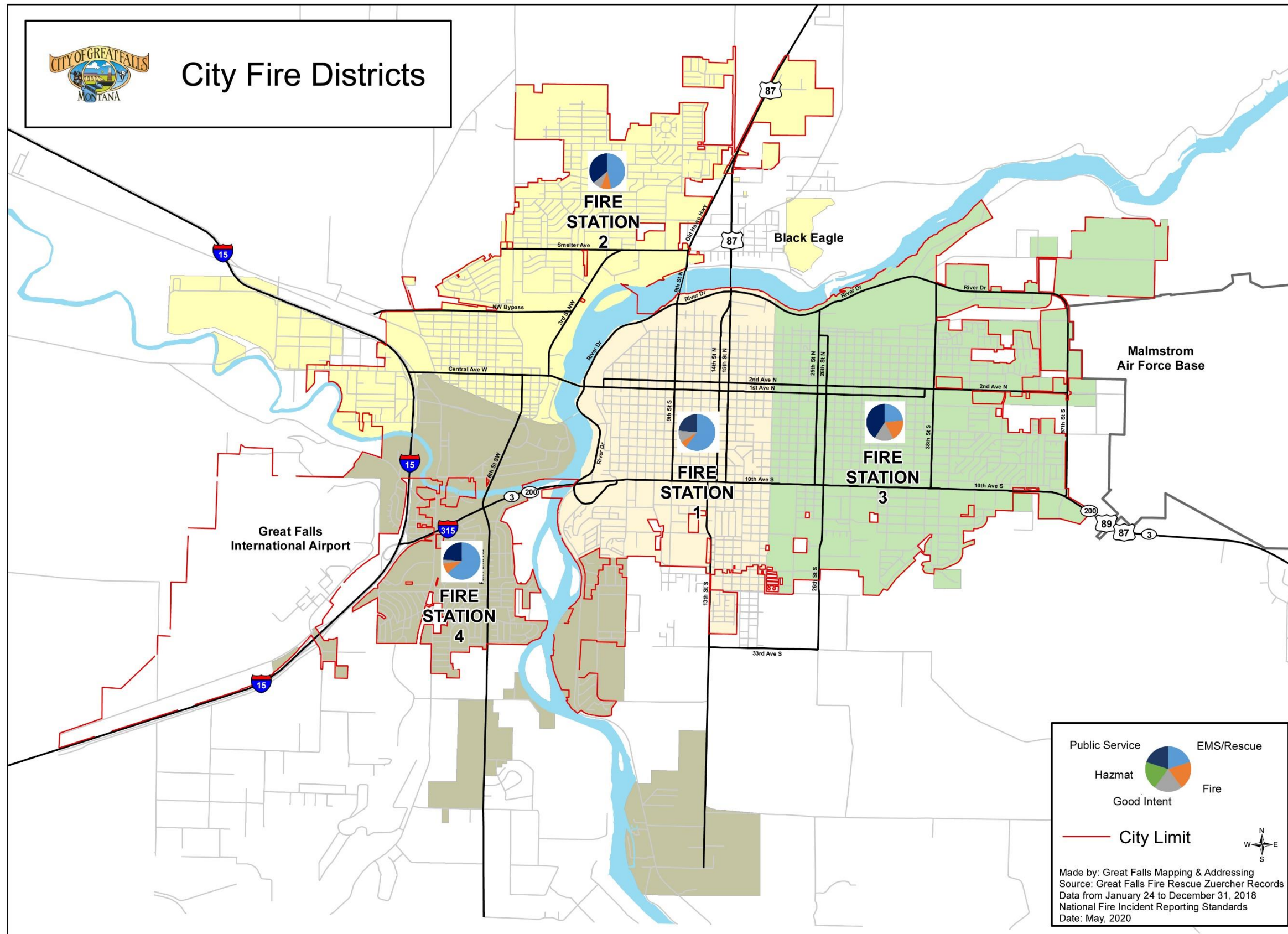
GFFR also conducts safety inspections of each business in Great Falls, maintains fire hydrants, maintains equipment and buildings and offers educational outreach, extinguisher classes and tours of the fire stations.

In addition to impacts created by the geographic spread of the City, the existence of County enclaves that are located within the City limits further challenges GFFR at this time. The update to the City's Growth Policy is emphasizing infill and redevelopment to lessen the potential impacts of geographic expansion on public services until a plan is developed to address long term fire services. This need becomes even more important considering that the last fire station built in Great Falls was in 1969.

In the future, the GFFR anticipates being impacted by increased environmental regulatory measures and expanded roles to contain and possibly cleanup HAZMAT accidents as well as an increase in the number of non-emergent calls related to social support needs. Figure 4 below, depicts the City's fire districts and the type of responses reported for 2012.

Currently, hydrant locations in the city could be considered adequate in most areas. Proposed annexations will require additional hydrants and an improved water delivery system including mains to provide adequate fire flows.

Additional paid firefighting personnel may be required for future growth, not totally contingent upon annexations but by the increased growth, development, and increased emergency calls in both the city and rural areas.



**Figure 4. City Fire Districts**

## Law Enforcement

The City's Police Department consists of five bureaus. These are the Patrol, Investigative Services, Support, Records and Communications Bureaus. The Patrol Services Bureau consists of day to day patrol operations referred to as the backbone of the police department. Patrol officers are the front line for community services and traffic enforcement. The Investigative Services Bureau encompasses the Detective Division, Property and Evidence and the department's crime lab. This Bureau provides specialized services, general case investigations, sex crime and registration, drugs, street crimes, school resource detectives and the Safe Street Task Force. The Support Services Bureau includes community oriented policing, education, crime prevention, training, and process servicing. In addition, the police manage animal control and dispatch. The Records Bureau ensures that police reports are properly coded and entered into the records management system. Records also include the evidence custodians and technicians. The Communications Bureau handles 911 calls and dispatch personnel.

In 2019 the Great Falls Police Department had a staff of 122, of which 83 were police officers. The Montana average for staffing per 1000 residents is 1.91. In the City of Great Falls the ratio is at 1.43 officers per 1000 residents.

The Police Department also is impacted by expanding geographic boundaries, the City's irregular boundaries, unfunded State mandates, and the impacts of regional growth such as those from oil and gas development. As a result, the Police Department is increasingly using innovative methods and community outreach to maintain its level of service.

## Parks and Recreation

The City's Park and Recreation Department has 66 parks (915 acres), 57 of which are developed (775 acres). Overall, the Department is responsible for maintaining and improving more than 75 properties and 1,718 acres of land, including pocket parks, the two golf courses, the Recreation Center, roadway medians, and the River's Edge Trail (see Figure 5). The Department also oversees the 36,000 trees on public land. These activities are guided by the City's *Comprehensive Park and Recreation Master Plan (2016)*. The City's Park and Recreation Department also offers active, organized and structured recreational programs for adults and children including basketball, softball, soccer, golf, skating, swimming and volleyball, as well as special events.

City parks, trails and natural assets were recognized and highly touted during the public outreach process. Parks can also make a positive contribution to the desirability of a neighborhood, through the amenities, aesthetics and the community-building opportunities they create. In addition, local parks can add value to homes nearby. A recent study showed that in the United

States homes near parks sold for \$2,262 dollars more than homes without access to parks nearby. Parks and open space also enhance the environmental ambiance of the City.

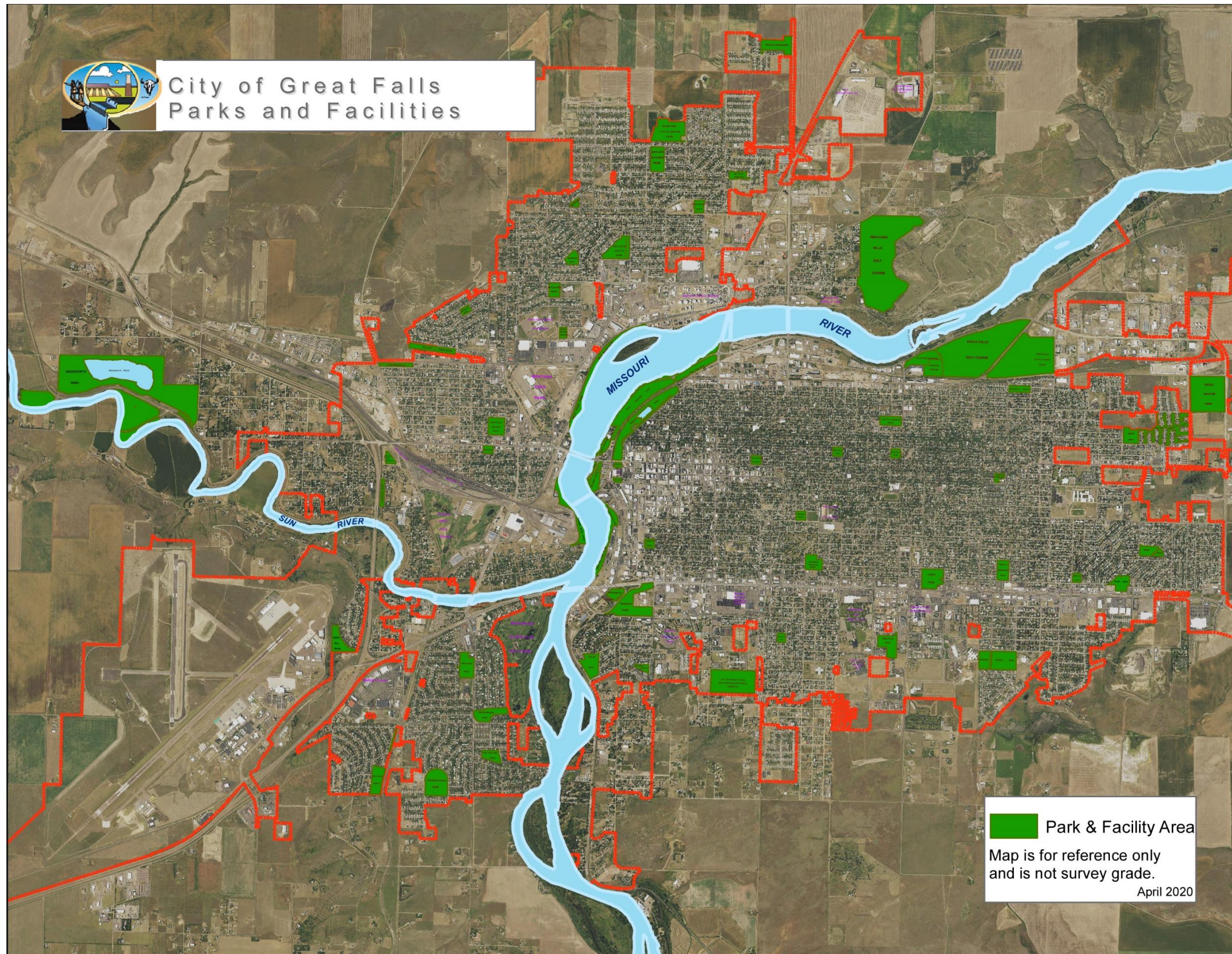
Other recreational amenities exist in the City such as those provided by the Great Falls Public School system, Malmstrom Air Force Base, Centene Stadium, the University of Providence, the State of Montana, and private entities. The City oftentimes partners and has cooperative arrangements with these other recreational providers and together they contribute to the needs of the community in this regard.

The City evaluates potential new user impacts to existing park facilities located within the City during every new residential development that requires annexation into the City of Great Falls. When annexation proposals are submitted for review that involve either single family or multifamily development, staff works with the applicant to determine whether such a development will either provide new park space to potentially be taken over by the City Park and Recreation Department, or, conversely, whether a “park in-lieu” fee will be assessed and collected upon annexation. This process is spelled out in both Montana Code Annotated and the City’s Land Development Code.

Because the City owns a significant inventory of park property, but is emphasizing the maintenance and enhancement of existing parks rather than new land acquisition, the City’s common approach during the annexation process is to require a park in-lieu of fee to be paid by residential developers. To also assist the City Park and Recreation Department with maintenance and enhancement of existing facilities, the City adopted its first ever Parks District. In May 2018 voters supported the creation of Great Falls Park District Number 1 with an assessment amount of \$1.5 million annually for the first three years to address over \$12.6 million in deferred maintenance and other operational needs.”

To conclude, the *Comprehensive Park and Recreation Master Plan* states that input from the community revealed that the Great Falls parks and recreation system has a physical operational presence in the community. Participants also see the system has operational presence in the community. Participants also see the system as one that is well maintained with great staff. They also enjoy the numerous programs and amenities. Unmet needs exist, however, as the demand for select services is currently outweighing the available facilities and/or amenities.





**Figure 5. City Parks, Golf Courses, Recreation Facilities**

## Recommended Policies for Extending Services

### General Policies

Developers must become familiar with the current City Development and Engineering requirements, and incorporate them into the design. The following general policies shall be pursued for all properties proposed to be developed within the City of Great Falls (“City”) limits or with annexation into the City:

1. It is the responsibility of the developer or property owner to construct improvements or infrastructure in accordance to the Extension of Services Plans contained herein as well as the *Subdivision Requirements of the City of Great Falls* and the *Engineering Standards for Design and Construction*. The infrastructure improvements will be of adequate size and design to accommodate the needs of the proposed development. **Improvements shall include:**

- City right of way necessary to properly convey City streets and utilities.
- The streets including curb and gutter and sidewalk.
- The potable water system including storage and distribution pipe and associated appurtenances.
- The potable water system design shall also take into consideration the fire protection requirements and appurtenances necessary to properly protect the associated land use.
- The sanitary sewer collection system including lift stations, pretreatment requirements (oil water separators, and grease traps) and collection system piping and appurtenances.
- The storm water drainage systems including curb and gutter, culverts, inlets, drainage pipe and associated appurtenances, detention and retention ponds, Low Impact Development (LID) tools, and any other treatment technologies.

If a development creates impacts requiring off-site improvements, the City Commission will determine whether the developer shall wholly or partially bear the costs of such improvements.

2. The developer or property owner will be responsible for providing fire protection appurtenances and required water flows and pressures, to the satisfaction of the City Fire Chief, based on the use of land and the type of construction employed.

3. Water systems and sewer systems will be designed in such a manner as to avoid the provision of booster pumps or lift stations if feasible. All proposed booster pump stations and lift stations shall receive the approval of the City Engineer.
4. Before a development beyond City limits can connect to a City-owned utility, an Agreement for Annexation and City Water/Sewer Services form will be properly filed with the City Attorney.
5. Prior to receiving services, the developer or property owner annexing must initiate and secure a rezone to appropriate City of Great Falls zoning when necessary. If the City initiates an annexation, it will assume responsibility for needed zoning map amendments.

***While all of the above mentioned items may not be required for each property, the Developer should review existing engineering and development studies and plans associated with the greater area surrounding the development to determine if any of these systems will need to be designed to provide future capacity outside of the development that is being considered. In the event that the developer is required to provide for additional capacity for any of these items, the City will determine if the developer is not wholly responsible for the improvements and participate in the funding of the associated work.***

6. To connect to City utilities and to receive City services including fire protection and emergency services, garbage removal, and police protection, the Developer must first comply with the Annexation by Petition requirements of OCCGF Title 17, Chapter 16, Article 7, as may be amended. These code requirements set up the procedures for official application and review of developments. If a property completes the application and review process and is approved for annexation, the City Commission shall adopt a resolution officially annexing the subject property. The property owner shall be responsible for complying with any conditions that may have been included with the approval. This section of the City code is available at [https://library.municode.com/mt/great\\_falls\\_/codes/code\\_of\\_ordinances](https://library.municode.com/mt/great_falls_/codes/code_of_ordinances).

## **Policies for Extension of Services to Undeveloped Areas**

Each development should be considered an integral part of the comprehensive services plan of the City. Therefore, the following general policies for extension of services to undeveloped areas should be observed:

1. Any subdivision or development of property within the identified growth area will be designed in accordance with the current edition of the City's "Engineering Standards".
2. Any subdivision or development of land beyond the Great Falls City limits, but within the urban growth boundary, will be reviewed and commented upon by the City's Development Review officials and staff. Planned development that lies within the City's anticipated growth areas, and is currently undeveloped will be designed to meet the most recent City Development and Engineering requirements. Meeting these standard requirements will allow the City to properly extend services to the new residences or businesses as efficiently as possible, whether the developed area is annexed into the City immediately or at a later date.
3. If the property to be developed lies outside of the City's anticipated growth, and there are impacts to the City, the City may recommend to the Cascade County Commission that the development be reviewed with respect to certain impacted service plans contained in this Plan.
4. Where construction of a sewerage system is being considered, the future drainage basin of the system will be identified, and facilities sized accordingly. The cost and construction of all sewerage systems are the responsibility of the developer and/or property owner. Under certain circumstances, the City Commission will determine whether the City will participate in financing the over-sizing of infrastructure.
5. It is the responsibility of the developer or property owner to have designed and constructed water mains and lines of adequate size to provide the required flows for the intended land use and fire protection.
6. It is the responsibility of the developer or property owner to provide all required infrastructure improvements, as well as rights-of-way and easements.
7. Construction of any dwelling which is not equipped with adequate facilities for the sanitary disposal of sewage is a violation of the Cascade County Regulations for Onsite Sewage Treatment Systems. If an approved publicly owned sewage collection and treatment system is readily available within 200 feet of the property line, the County will not issue a septic permit and the property owner must connect to the public system. A connection is not readily available if the cost of the connection, as determined by the County, is greater than three times the cost to install an onsite wastewater treatment system.

8. The City's standard permit and connection and other fees to connect to the public sewage or water system will apply for connections outside the City limits. Fees for inspection of existing water and sewer facilities may also result in additional costs to the property owner associated with ensuring compliance state and local plumbing and engineering codes and standards.
9. With respect to the extension of utilities through undeveloped and areas outside the City, the development designs will take into consideration the whole contributing drainage basin with respect to storm water and sanitary sewer collection and any applicable plans for streets and water distribution. If there is a need for over-sizing infrastructure for future development, the City will determine if it can participate in the funding of the cost of improvements. In some instances, conditioned upon benefit to the City and available funding, it is the intent of the City to participate in the development of the public infrastructure and seek to reimbursement of the associated costs at the time that infrastructure becomes of benefit or service to others.
10. With respect to the annexation and/or subdivisions, the applicant will submit adequate development information for the City to verify the ability of the City to provide adequate services and facilities to meet the municipal needs of the subdivision. Prior to making the municipal service(s) available to a new development area located outside the City, the following information (if applicable) will be required of the developer:
  - Storm drainage volumes and peak flows (development and offsite run-on contributions).
  - Stormwater treatment method and plan.
  - Water demands from new development.
  - Fire flow demands.
  - Wastewater peak discharge flow and total volume.
  - Characterization of wastewater constituents.
  - Solid waste generation.
  - Characterization of solid waste constituents.
  - Traffic volumes and types.
  - Building(s) size, materials, layout.
  - Preliminary layout of the proposed public infrastructure extensions.

## Policies for Services in Existing Developed Areas

Planned development that is considered infill within the City's existing service area and already has access to utilities and facilities will be required to review the condition of the water, sewer, and storm utilities serving the development, as well as the current rights-of-way, streets, curb and gutter, and sidewalk. Before the development is allowed to receive City services and connect to City water and sewer, the above mentioned utilities and facilities must be improved to meet City Standards. In such situations, the following policies shall apply:

1. Prior to making the municipal service(s) available to an existing developed area within the service area, the following information is required of the developer:
  - Approximate year or period in which the existing area was developed.
  - Location, size and condition of existing water lines or systems.
  - Location and condition of the existing sewer system, including the size, material and grades of all pipes.
  - Size, location and legal purpose of all existing rights-of-way and easements.
  - Surface type, condition and width of all roadways.
  - Storm drainage volumes and peak flows (from development and offsite run-on contributions).
  - Stormwater treatment method and plan for new development.
  - Water demands from new development.
  - Fire flow demands.
  - Wastewater peak discharge flow and total volume.
  - Characterization of wastewater constituents.
  - Solid waste generation.
  - Characterization of solid waste constituents.
  - Traffic volumes and types.
  - Building(s) size, materials, layout.
  - Preliminary layout of the proposed public infrastructure extensions.

The information will also include the estimated costs associated with correcting the deficiencies and bringing the utility or improvement to City standards. The City may require such a report to be prepared by a professional engineer, with the cost of the report borne by the developer or property owner.

2. If the property is to be annexed, the City's annexation ordinance or resolution will specifically state the method and time frame for bringing the existing conditions into compliance with City standards and will identify the parties responsible for the improvements.

3. If City services are to be extended without concurrent annexation, the property owner will sign an Agreement for Annexation and City Sewer/Water Service. The agreement shall be recorded with the County Clerk and Recorder’s Office. The property owner will also sign, and the City will record, a waiver of the right to protest and appeal participation in and the formation of any special improvement district that may be formed to improve the existing services, utilities, streets or other improvements.
  
4. In some locations there may be utilities and facilities that were installed previously that will benefit the planned development, but would require that the current developer reimburse the City for a portion of the cost of the existing utilities.

**Policies for Areas Annexed as Wholly Surrounded Land (M.C.A. 7-2-4501 et seq)**

Properties that are wholly surrounded by the City generally have been receiving City services such as police and fire and emergency services protection, access to parks and recreation facilities, and road maintenance (roads leading to property and those throughout the City that homeowners use frequently) for no cost. Once annexed, access to those services continues. Payment for these services is shared by all City taxpayers. Extension of sewer and water infrastructure and connection to City service will be at the expense of the homeowners, though the cost of maintaining sewer and water facilities, once constructed, is shared by all City taxpayers. A homeowner may continue to rely on private wells and septic sewage systems after annexation and will not be required to connect to City water and sewer services until such time as the septic sewage systems or private wells require expansion, upgrading, or replacement.

**Policies for Meeting the Costs of Services**

1. For the purpose of setting aside adequate funds to replace components of the physical infrastructure, the following shall be considered as the estimated service life of each of the components:

Structures	<u>50</u> Years
Pipelines:	
- Concrete	<u>100</u> Years
- Ductile/Cast Iron	<u>50</u> Years
- PVC/Polyethylene	<u>100</u> Years

Stationary Equipment                                    15 Years  
(Motors, pumps, conveyors, etc.)

Asphalt Pavement Streets:

- Local Streets    20 Years
- Collector Streets                                        20 Years
- Arterial Streets     20 Years

The amount to be set aside each year for the replacement of municipal infrastructure components shall be the cost of construction, if new, or the total estimated replacement cost divided by the remaining number of years of the life of the component.

2. It is the responsibility of the developer or property owner to extend all roadways and utilities from the existing City facilities to the site of development in accordance with all City standards and specifications and provide appropriate easements. Furthermore, it is the responsibility of the developer or property owner to construct all streets and utilities to the furthest boundary of the property to be developed in order to facilitate future development.
3. The ability of the City to increase existing utility line capacities to meet the demands of growth is dependent upon the availability of funding. If the City's ability to finance the necessary enlargement or over-sizing cannot keep pace with development, or if the improvements schedule does not mesh with that of the developer, it is the responsibility of the developer to finance and construct City-approved alterations to the existing infrastructure sufficient to accommodate the development. In the event of this occurrence, it is the intent of the City to reimburse the developer for the cost of enlargement or over-sizing conditioned upon available City utility funding. Said reimbursement shall not exceed the cost, including interest, of the improvements to the existing City system.
4. If the developer bears the costs of extending services and/or utilities, the developer will, with the approval of the City, enter into an "Annexation, Development and/or Improvement Agreement" with the City. The Agreement, shall include a provision for developer reimbursement for that portion of the construction cost that benefits the adjoining properties and/or is in excess of the minimum standard. Cost apportionment for reimbursements may be based on lot area, front footage, or any other equitable means. The Agreement may include a list of those properties which will benefit from the extension, a map outlining and designating properties, legal descriptions of properties,



backup data supporting both the costs submitted and cost apportionment, and other terms of the Agreement(s). The developer is responsible for initiating, executing, and, after City approval, filing the Agreement(s) and providing the City with a copy of the recorded Agreement(s). A proposed Agreement(s) must be submitted and approved by City staff prior to action by the governing body (presently the City Commission). Acceptance of the public improvements by the City shall occur once the design Engineer has certified to the City that the facilities are complete and installed in substantial compliance with the approved plans and specifications. Approval of the Agreement(s) are at the City's sole discretion. The City will exercise good faith efforts to collect, but is not required to enforce collection of, reimbursements from other developments wanting to connect to the utility extension(s) or street improvements.

5. Because the developer has extended public infrastructure and has borne construction costs that benefits other properties, the owners of the benefitted properties shall pay the extender a pro-rata share of the extension costs, including design and inspection fees. The pro-rata share may be based on lot area, front footage, or other means agreeable to both the City and the developer which is equitable to both parties as well as future customers.
6. If the City requires the customer or developer extending a sewer or water line to install a larger size than that required by City standards for a particular project, the City will determine whether the City will participate in financing the over-sizing of infrastructure.
7. The City reserves the right to further extend sewer or water mains installed by the preceding developer or property owner without paying compensation. The City also reserves the right to charge future sewer or water utility users beyond those areas identified in the Agreement(s), if applicable, for their pro-rated share of the City's cost for the over-sizing of the line. This in no way shall diminish the preceding developer's right to collect reimbursements for capital improvements installed as part of the Agreement(s).
8. Financing the construction of new streets in a proposed development, or the upgrading of streets in an existing developed area, will be accomplished in one, or a combination of, the following methods:
  - a. The developer will provide all necessary right-of-way, or additional right-of-way if less than adequate right-of-way exists.

- b. The developer will bear the cost of constructing all improvements within the right-of-way in accord with this Plan, the City's Standards for Design and Construction, and the City of Great Falls Land Development Code.
  - c. Through the formation of a Special Improvement District (S.I.D.).
  - d. Federal or State grant funds.
  - e. State Fuel Tax monies.
9. Connection and user fees for properties located outside the City limits for sewer and water services will be charged in accordance with rates, charges and tariffs adopted by ordinance or resolution by the City Commission.
10. As new City streets are constructed, and as existing streets are improved, storm drainage infrastructure will be installed or improved to City standards. It is the responsibility of the developer to convey storm water from their property to an appropriate point of disposal. The quantity and rate of runoff from a developed parcel cannot exceed City design standards and requirements set established by ordinance.
11. For the purposes of fire, police, and all general government services, the tax burden for these services will be shared by all taxpayers in the Great Falls Fire Service District.

## APPENDIX A – Examples of Cost Responsibilities for Extension of Public Improvements

It is the policy of the City of Great Falls to consider financial reimbursement for the cost of up-sizing and/or enlarging utility and roadway improvements to the developer who initially covers the cost of new infrastructure installations. **In some cases, the developer will also be eligible for reimbursement from third parties due to past Annexation, Improvement or other Agreements at the time of future annexations. The City may also be eligible for reimbursement for costs the City paid for new infrastructure.**

The City may require the developer to install infrastructure that is larger than is needed to serve the immediate development, in order to serve broader areas. In this case, the developer may be eligible to be reimbursed for the differential costs of installing the larger mains, street sections, etc.

Various methods will be used to determine how reimbursements are calculated. The following are examples of how this may be done.

**Example 1:** A new subdivision can be adequately served by an 8-inch diameter water main, which is the minimum size main allowed in the system. However, in order to serve future subdivisions, a 12-inch main will be required. Conditioned upon available City funding, the City will pay the developer the difference in cost between an 8-inch and a 12-inch main, as well as the difference in costs for valves, fittings, and other items installed. It is preferred that prices received during the bidding of the project be used to calculate the cost difference. However, if bid prices are not available or if in the City's judgement the prices received in the bid are not realistic, the City will use material prices with a modest markup or prices received for similar projects as a basis for calculating reimbursable costs. Reimbursement for upsizing must not include consultant costs paid by the developer or any portion of inspection or other fees charged by the City.

Note: The minimum size pipe normally required may not be adequate to serve a particular development. For example, in areas where water pressure is low or for land uses where fire flow demand is high, and it is necessary to install a 12-inch water main in order to provide adequate fire flows. The City would not reimburse for the difference in cost between an 8-inch and a 12-

inch main. However, if the City required that a 16-inch main be installed, the City would reimburse the difference in cost between a 12-inch and a 16-inch main.

**Example 2:** A new development can be adequately served by a roadway with a local classification, which is 35 feet wide with a standard section thickness of 12-inches of gravel and 4-inches of asphalt pavement. However, in order to serve other existing and future subdivisions, a collector classification roadway with a width of 45 feet and a section thickness of 12-inches of gravel and 4-inches of asphalt pavement is required. Conditioned upon available City funding, the City will reimburse the developer for the difference in cost between constructing a 35 and 45 foot wide roadway and the additional section thickness between 12 and 16 inches the entire width (45 feet) of the roadway. Should poor subgrade soils be encountered within the new subdivision that would have required a thicker roadway section, the developer is responsible for the cost of the additional thickness over the 35 feet width. Should the subdivision require a higher capacity street width and depth and traffic devices, the developer is responsible for the full cost of that higher capacity.

**Example 3:** A new development can be adequately served by an 8-inch sewer main but future contributory flows from the upper portion the basin or master plan area require the main size be increased to 12-inch to handle additional future flows. Also, the new development needs to extend the main downstream of the new development to connect to the existing public system. Conditioned upon available City funding, the City will reimburse the developer for the cost difference between an 8-inch and 12-inch main installation both inside and outside the development. The developer will be responsible the cost of the 8-inch main inside and outside of the new development.

**Example 4:** A new development requires a new public wastewater lift station to serve the development. In this case, the lift station must be located in accordance with any City Wastewater Master Plans to serve other possible future development areas. Providing funding availability, the City will be responsible for the prorated share of the cost to equip the station to serve future development areas. In the absence of City funding, the new development will be responsible of equipping the station for future capacity upgrades. Lift stations that only serve the needs of the new subdivision and have pumping capacities of less than 100 gpm will not generally be approved to as part of the City or public system.

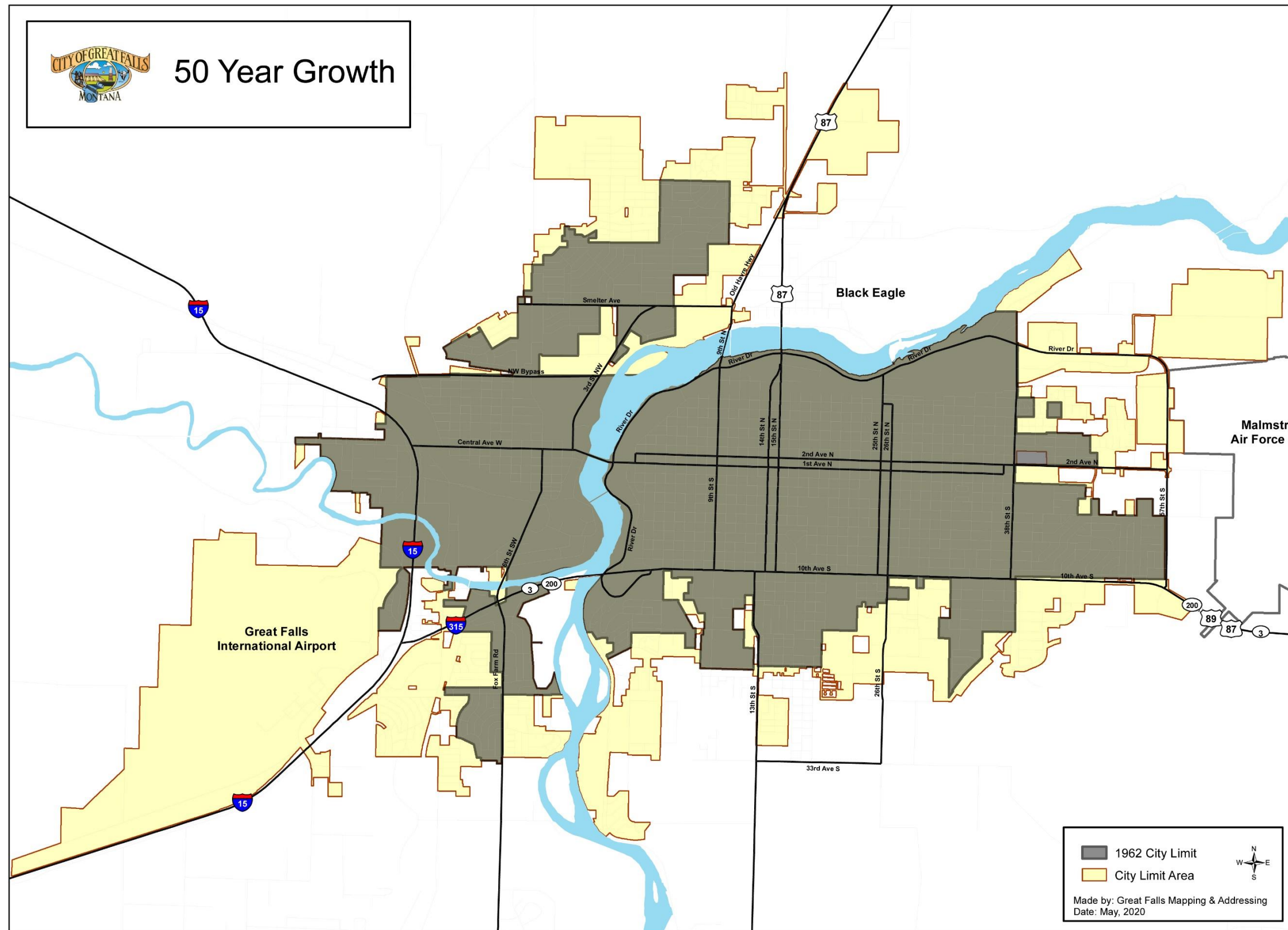
**Example 5:** A new development can be adequately served by an 18-inch storm drain pipe and 4 standard curb inlets, however, off site runoff from the upstream drainage basin (run-on) requires that the pipe size be increased to 24-inch and that 2 additional inlets be installed within the new subdivision to increase capacity to handle the run-on flow. Conditioned upon available funding,

the City will reimburse the developer the difference in cost between an 18-inch and 24-inch storm drain and for the two additional inlets.

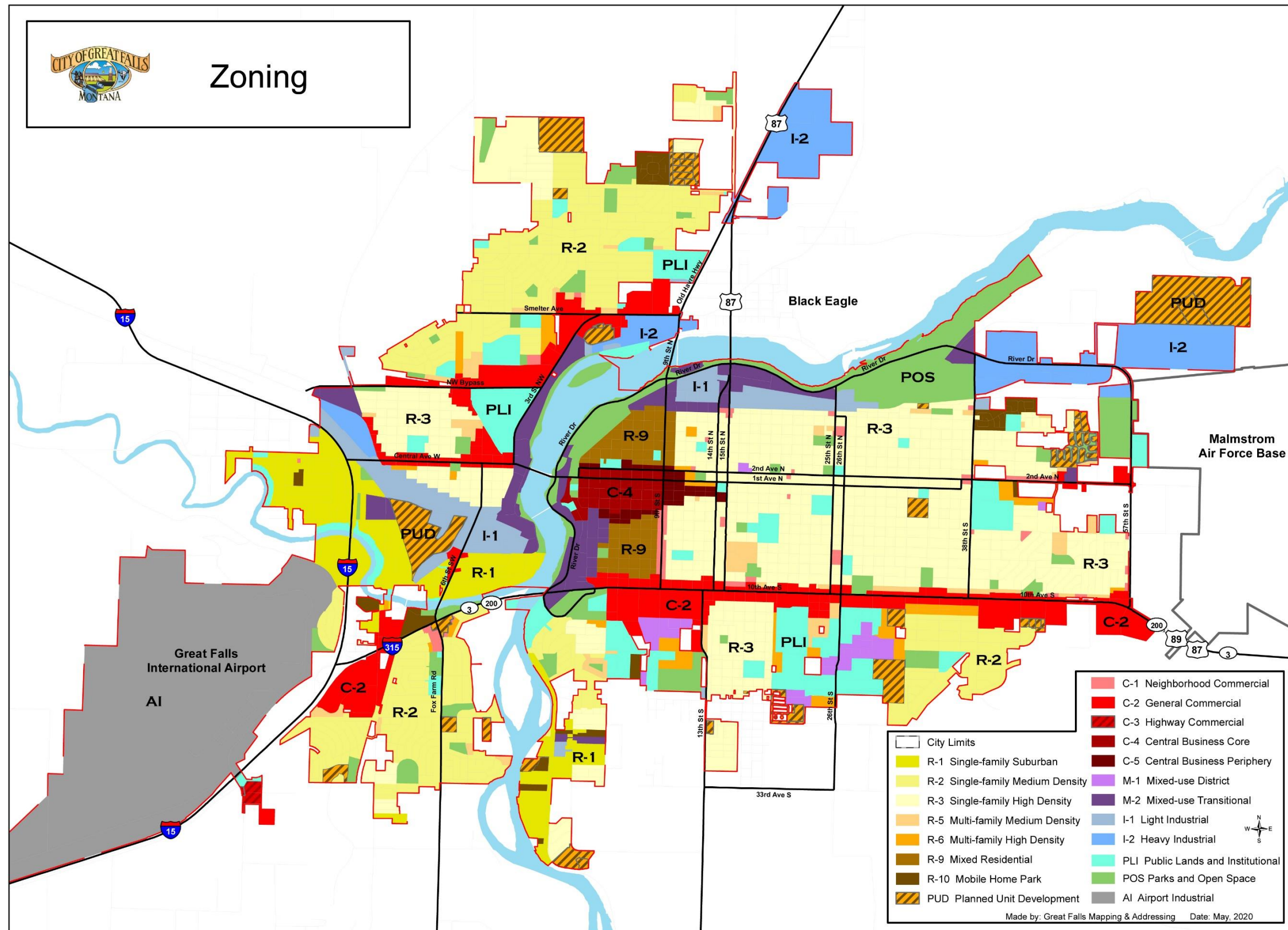
**Example 6:** A new residential development subdivision contributes to a previously constructed and paid for regional public storm water management facility (ponds and wetlands) which serves a drainage basin with multiple developments all having residential zoning. The new subdivision will be responsible for reimbursing a prorated share (based on land area) of the total cost of designing and constructing the facility. Reimbursement would go to the parties whom initially fronted the cost of the facility. Should the facility capacity and size need to be increased to handle the runoff from the new development, the new development will be responsible for that portion of the cost associated with increasing the size and capacity.

**Example 7:** A new multi family, commercial or industrial development requires both runoff control and stormwater quality management in accordance with City Code and Permitting; and requires facilities to provide that management; and no existing regional public facilities exist to provide that management. The new development must then provide privately owned, maintained and operated facilities to serve the needs of the new development under an agreement with the City. The new development is responsible for the full cost of locating, designing and constructing such private facilities.

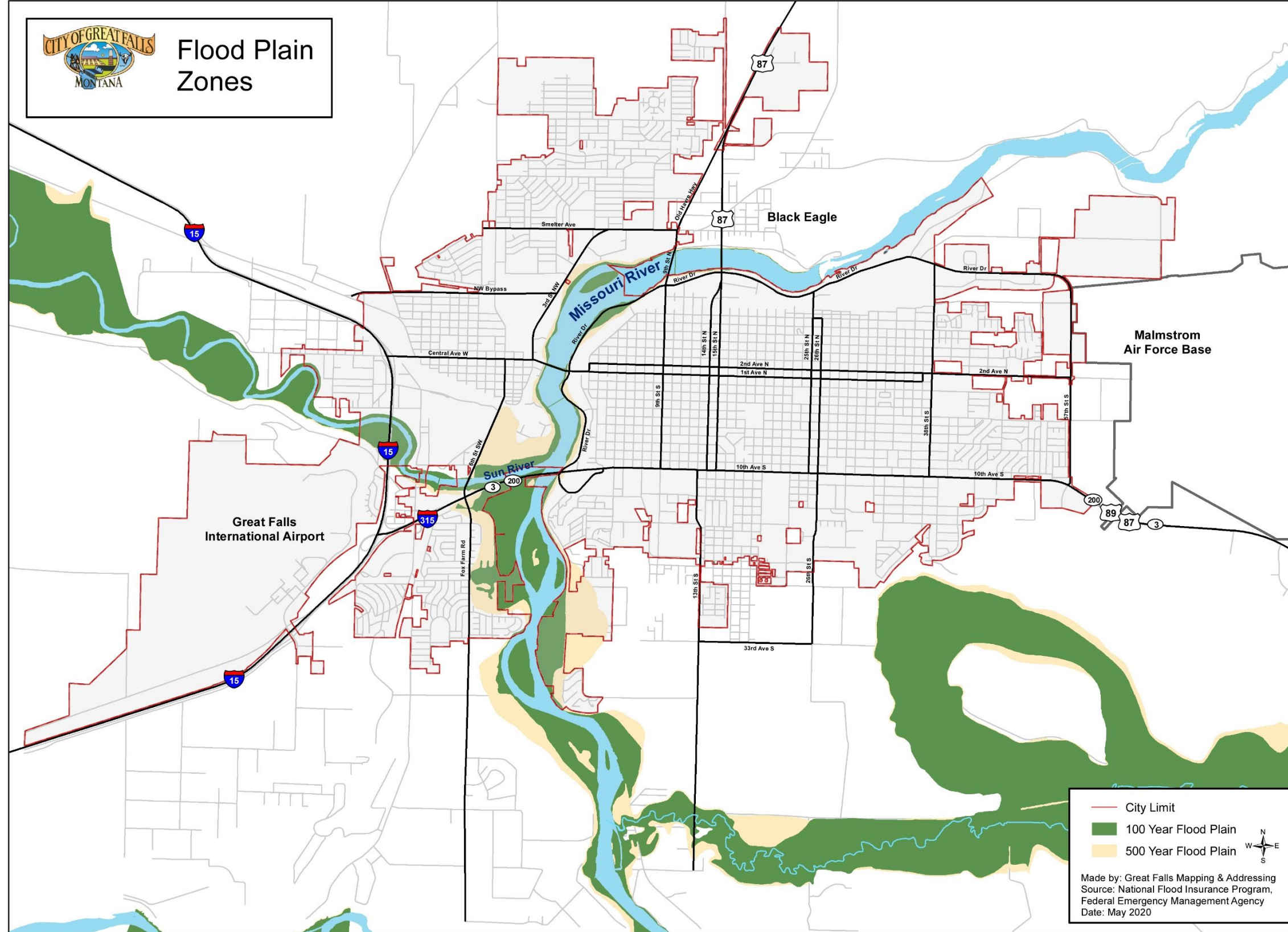
APPENDIX B – Great Falls Urban Growth Boundary Map



APPENDIX C - Great Falls Zoning Map



APPENDIX D – Great Falls Flood Plain Map





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