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# Deer Lodge Comprehensive Capital Improvements Plan (CCIP)

Prepared For:

**City of Deer Lodge**

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## I. Introduction

The City of Deer Lodge, located in west central Montana, is the second oldest town in Montana. The City was first discovered by Indians and then later during the Lewis and Clark expedition when the men were helped over the continental divide and through the neighboring Bitterroot Mountains by the Native Americans of the area. In early 1870's, Deer Lodge was selected as the site for the Montana Territorial Prison. It was built by convict labor, and opened its doors in 1871 where it remained in use until 1979. Currently, the Montana State Prison is located 5 miles west of Deer Lodge.

The City is the county seat of Powell County. Powell County has diverse industries, farming ranching, mining, timber harvest, lumber and other wood product production and tourism.

Like most communities in rural Montana, maintaining infrastructure due to a limited tax base is challenging. The City of Deer Lodge has formulated a plan of action to provide for and meet the needs of its citizens. This document presents the Comprehensive Capital Improvements Plan for the City of Deer Lodge, which will be utilized to assist the city leaders with project planning and financing, and determining the overall needs of their population.



## II. Capital Improvements Planning

A Comprehensive Capital Improvements Plan (CCIP) is a budgeting and financial tool used by government entities to establish long term goals for maintaining, improving, or building new public facilities. The general planning process used to develop a CCIP identifies specific projects, costs, priorities, timetables, and funding sources, and includes all public facilities owned or maintained by the local government.

This CCIP for the City of Deer Lodge covers a minimum 5-year planning period from FY2017/2018 to FY2021/2022, and is a living document that will be reviewed annually and updated as necessary. Some major projects considered in this planning document may extend beyond the planning period to allow the City time for funding acquisition and planning. As city needs change to reflect community necessities and service requirements, environmental factors and City priorities, the CCIP will be updated to add new projects or reprioritize existing needs. As well as aiding the City with annual budgeting requirements, the CCIP is intended to provide tangible goals and objectives for the city to improve and replace public facilities before they are faced with severe degradation or catastrophic failure.

• • •  
This is a living document. As city needs change the CCIP will be updated to add new projects or reprioritize existing needs.  
• • •

This CCIP was developed through a cooperative process managed by a team that included consultants from Stahly Engineering & Associates, the Deer Lodge City Council Public Works Committee, the Deer Lodge City Council, and Brian Bender, the Deer Lodge City Administrative Officer. The team involved individual city department heads and the public in their consideration of projects that are outlined in the final plan.

### a. Objectives

The City of Deer Lodge realizes the need for a planning tool that will provide direction to existing and future City officials. They have proposed the implementation of a CCIP in an effort to meet public works needs and demonstrate sound planning efforts to the local residents, as well as to funding agencies and bond underwriters. Evidence of planning and managing debt for capital improvements illustrates the need for grant and loan funding, and has the potential for minimizing interest rates and the cost of borrowing money.

This CCIP provides linkage to the existing City of Deer Lodge Growth Policy (dated 2008 with relevant updates provided in 2015) and considers the outcome of a recent Resource Assessment conducted by a team from the Montana Economic Developers Association (MEDA). See Appendix A. Goals and objectives within the 2008 Growth Policy emphasize the pursuit of cost-effective public services and facilities, economic development, growth that encourages preservation of the character and value of property in Deer Lodge, protection of the quality of housing, and development of

recreation facilities. Goals and objectives also support the utilization and conservation of natural resources for economic development and conservation that retains the natural character of the community and promotes transportation improvements that support local businesses and land uses with a sensitivity to the cost of maintenance.

Implementation measures within the 2008 Growth Policy support the ongoing need for developing a Capital Improvements Plan.

Specific issues identified and goals and objectives defined by the update to the Growth Policy (2015) have impact on the capital projects that are prioritized within this CCIP. Of primary focus within the Growth Policy are the following issues:

- Downtown revitalization
- Cottonwood Creek corridor planning
- Parks and Trails
- Brownfield revitalization
- Housing costs

The City also considered additional Growth Policy issues as they prioritized capital projects within the CCIP. Additional issues, included:

- Annexation
- Updates to meet state law
- Clark Fork River cleanup coordination
- Code enforcement

Prioritization of capital projects considers the objectives included in the Growth Policy to attract new residents and businesses. The CCIP also provides practical suggestions for funding projects that can leverage the limited resources of Deer Lodge to improve the City's competitiveness in attracting economic growth as suggested in the Growth Policy.

The Resource Assessment Report provided following the MEDA Resource Team visit to the community in March of 2016 highlights issues within the City that residents are concerned about. This CCIP includes a number of projects that are aimed at activities the City may fund that will help address those issues. Those include issues with housing, downtown revitalization, economic development, tourism, trails and recreation, and infrastructure.

**b. Planning Area and Population Served**

In general, an awareness of planning area characteristics and population trends provides a valuable guide for planning, budgeting, and financing decisions. Population, along with the distribution and characteristics of population centers, is a basic indicator of the services that are needed to serve the residents of a region.

The planning area for this CCIP is the City of Deer Lodge.

Figure II-1 Powell County location map



Figure II-2 City of Deer Lodge location map

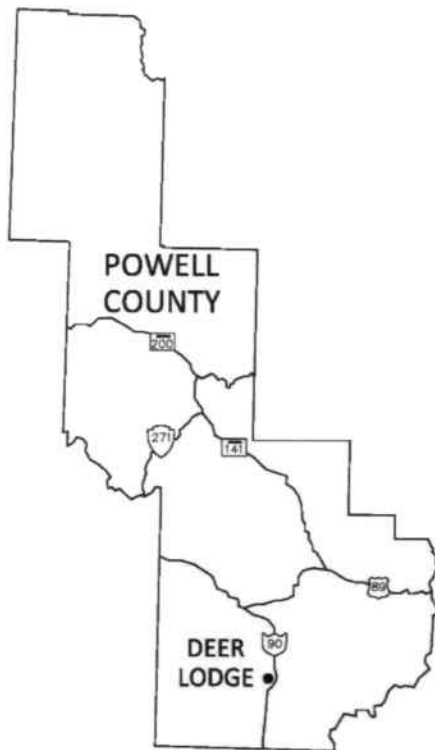


Table II-1

Historical Population Summary					
Population Center and Data	1970	1980	1990	2000	2010
Deer Lodge	4,306	4,023	3,378	3,421	3,111
Powell County	6,660	6,958	6,620	7,180	7,027

Table II-1 indicates a steady decline in population experienced by the City of Deer Lodge over the last 40 years, even as Powell County's overall population has slightly increased. Much of the County population increase can be attributed to the census of Montana State Prison which is counted with the County population. That population has been steadily increasing for the last 40 years due to expansion of the facility at Deer Lodge which opened in 1977 with room for 334 inmates. A series of expansions since that time allows an operating capacity of 1,485. Appendix B includes information from the Montana Department of Corrections 2015 Biennial Report. Inmates and their families that move to the Deer Lodge area do have an impact on population numbers.

A small influx of new, non-prison residents from outside the area may also contribute to the Powell County increase. There has been some outmigration of households from town to property in the county.

Information gathered since 2010 by Headwaters Economics research shows a continued trend toward lower population numbers in Deer Lodge with an almost 10% decline since 2000.

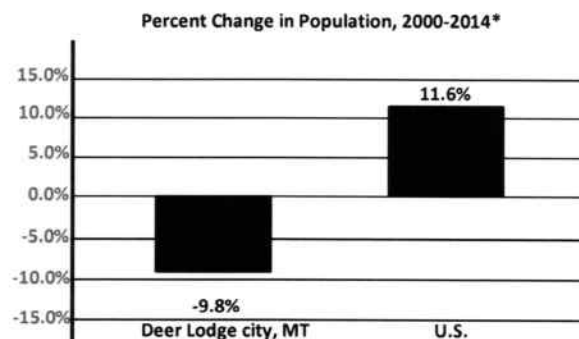
Figure II-3 Population, 2000-2014\*

	Deer Lodge city, MT	U.S.
Population (2014*)	3,085	314,107,084
Population (2000)	3,421	281,421,906
Population Change (2000-2014*)	-336	32,685,178
Population Percent Change (2000-2014*)	-9.8%	11.6%

\*This data in this table are calculated by ACS using annual surveys conducted during 2010-2014 and are representative of average characteristics during this period.

• From 2000 to the 2009-2014 period, Deer Lodge city, MT had the smallest estimated absolute change in population (-336).

• From 2000 to the 2009-2014 period, U.S. Had the largest estimated relative change in population (11.6%), And Deer Lodge city, MT had the smallest (-9.8%).



From Headwaters Economics Economic Profile System ([www.headwaterseconomics.org](http://www.headwaterseconomics.org))



Loss of population growth reflects the need for planning at the city level and a continued effort to set tangible goals for the city to maintain its public facilities. Planning and budgeting for population decline is as important as planning for growth.

Future population changes for Powell County have been provided by the Census and Economic Information Center (CEIC) and are a product of Regional Economic Models, Inc. (REMI). REMI provides complete demographic forecasts through 2060 for Montana and each individual county within the state. Although population in the County may not reflect growth in the City of Deer Lodge given the current historical data, there may be some opportunity for the City to take advantage of the projected growth in attracting residents into town.

Table II-2

Powell County Population Projection Summary				
2020	2030	2040	2050	2060
7,247	7,355	7,053	6,567	6,344

Population changes in the County will have an impact on public services within the City of Deer Lodge. Local infrastructure will be impacted with anticipated growth over the next 15 to 20 years as traffic is added to local streets and homes and businesses are built or annexed into the City and begin to use municipal water and sewer facilities. Fire protection, public safety services, and recreational facilities will also be impacted by growth. These changes make it imperative that the County keep up with current needs and deferred maintenance of the local infrastructure.



### III. Comprehensive Capital Improvements Plan Development

The CCIP planning process allows for the identification, review, planning and budgeting of capital expenditures. This process allows time for the study of identified projects, encourages public discussion of these projects, and allows citizens to provide advice and recommendations regarding potential projects and expenditures.

The creation of a CCIP, as identified in the “Capital Improvements Planning Manual” published by the Montana Department of Commerce, follows a logical and sequential process, as outlined below:

#### 1. Assess needs

The first step in the CCIP planning process assessed the overall needs of the City. City department heads, city council members, and city contract personnel were provided an opportunity to give input on capital project needs. Departments contributing included:

1. Deer Lodge Fire Department
2. Parks and Recreation
3. Public Works (also represented the Deer Lodge Cemetery)
4. Contract Building Inspector
5. Treasurer
6. Police Department
7. City Councilman, Caleb Burton (representing Economic Development Committee)



A survey was distributed to department personnel asking about specific projects, their estimated timeline of need for the project, and capital and maintenance costs of the project if known (Appendix C). Each contributor was interviewed by the CCIP development team from Stahly Engineering & Associates in individual meetings conducted in September 2016 with discussion surrounding the need for the project and details that may be available to help determine timeline and cost for the project. Notes from those interviews are also included in Appendix C.

The City of Deer Lodge recently updated their Growth Policy and was involved in a process to assess resources and identify community issues through a Resource Team sponsored by MEDA which resulted in a Community Resource Assessment Report. These documents were consulted as part of the needs assessment process. Each of the previous planning activities included extensive public outreach: public meetings, community survey, an open house, and media outreach. Over 160 people attended a listening session and made comments during the Resource Team visit in March 2016 and included participants from the following groups: Senior Citizens, City Planning

Board, High School Students, High School Teachers, Civic Groups, Economic Development, Historic Preservation, City Council, Medical/Law Enforcement, Emergency/Fire, Churches/Non Profits, Childcare, Banking/Sawmill, Chamber of Commerce Retailers, County Officials and Employees.

The Introduction to the 2015 Growth Policy is in Appendix A along with the Goals and Objectives section of the 2008 Growth Policy. The Introduction to the Resource Assessment Team Report is also in Appendix A. Full text of both documents can be viewed on the City's web site at [www.deerlodgecity.com](http://www.deerlodgecity.com).

This public outreach regarding Needs Assessment is complemented by an open government policy followed by the Deer Lodge City Council and its various committees. This CCIP was developed in close cooperation with the Public Works Committee which meets regularly in open session with a noticed agenda that includes time for public comment. Throughout the development of the CCIP, the topic has been on the Committees agenda and comments were encouraged from the general public. Committee agendas and minutes are in Appendix E.

• • •  
Prioritization of needs supports the vision statement included in the 2008 Deer Lodge Growth Policy:

*"A safe environment, excellent services, vigorous economy, and friendly citizens make Deer Lodge a premiere Montana community to build a life."*

2. *Identify projects and prioritize needs*

• • •  
The second step in the CCIP planning process evaluated potential projects and prioritized the capital needs of the City of Deer Lodge. Projects were limited by the Council to those in excess of \$5,000 and projects that would be completed or require planning within the next five budget cycles (to FY2021-22). Once projects were identified by the CCIP development team and summarized in a prioritization worksheet (Appendix D) the team met with the Public Works Committee of the Deer Lodge City Council. Committee members reviewed the project list and developed criteria for evaluating each project. Criteria chosen were:

1. Public health and safety (3-6 points, may score a zero) - does the project address an urgent health or safety concern, legal mandate, or code compliance?
2. Public infrastructure/ integral to another project/long term cost savings to the City (0-6 points) – is the project directly related to infrastructure owned and maintained by the City? Does implementation of another critical project depend on this project or does it extend and existing project to provide additional benefit? Will the project provide cost savings to the City over the lifetime of the project?
3. Economic development/community benefit (0-6 points) – does the project promote increases in economic activity in the City? Does the project provide a benefit to the entire community, or only to a particular segment of the

population based on location or need? Does the project improve or enhance the lives of individuals residing in the City?

4. Protection of property values (0-6 points) – does the project enhance the value of homes and businesses in the City?
5. Long range reinvestment in the City (0-6 points) – will the project serve the goals and values of the City of Deer Lodge over the long term?

Each criterion was weighted on a scale of zero to six except for criteria 1 as it relates to public health and safety. To give more weight to that criterion, the committee chose to start the scoring at a three for projects that improve or maintain public health and safety. Projects could receive a zero for criterion 1 if it did not relate to public health and safety.

Once the criterion was set the committee ranked projects with a low, medium, or high priority score based on their initial assessment and knowledge of the project and its impact on City infrastructure and the community. This scoring gave guidance to the City Administrative Officer (CAO) who was then tasked with initial scoring of each project based on the criterion defined.

The CAO provided scores for each project and returned the worksheet to the Committee for their review and approval. The Committee met again with the CCIP development team and finalized the scoring prior to presenting the prioritization plan to the full Deer Lodge City Council. The Council was provided with the worksheet for review and then met in a public meeting to discuss and take comment on the prioritization of projects to be included in the CCIP.

Some projects or requests identified during the needs assessment were eliminated from the ranking process because the project had already been completed, it was not considered a capital project, or the Public Works Committee felt the project was out of the scope of the City's means or responsibility. Those projects are shown on the priority matrix, within the CCIP final spreadsheet of projects, and are discussed as non-prioritized projects within this document.

### 3. *Evaluate funding options*

While preparing the final project list the CCIP development team identified potential funding sources for implementing projects. All available sources of funding were evaluated in an effort to identify all possible options for financing the final project list.



During this process, a financial analysis was prepared to provide a clear picture of the City's current and future finances and capabilities. This process examined existing budget requirements and commitments of revenue in an effort to determine the future financial capability of the City. Researching this financial outlook makes it possible to estimate the funding available for projects in each budget year of the plan.

There are a number of options available to the City for the purpose of funding capital projects. Some of these funding options include:

- General Funds
- Grant Funding
- Loans
- Bonds
- Government Agencies

These options are evaluated in further detail in Chapter V of the CCIP.

After researching all funding options, a possible funding scenario was created for each project on the final CCIP. Due to the scope and size of some projects, more than one funding source may be identified for a single project. This can be advantageous, as funding strategies that are not dependent on one source are less vulnerable to changes in funding availability, and are more likely to be successful.

#### *4. Adopt and implement the CCIP*

The final step in completing the City of Deer Lodge CCIP was to adopt and implement the plan. Prior to formal adoption, a draft CCIP was provided to members of the City Council and the City Administrative Officer for final review and comment. The availability of the draft CCIP for review was published in the Silver State Post. Appendix E contains copies of the published notice.

The CCIP was adopted by resolution at a public meeting held on March 20, 2017. The formal adoption of the CCIP enables the City of Deer Lodge staff to begin implementation of the projects identified. A copy of the public meeting minutes adopting the plan and the Resolution to Adopt the 2017 CCIP is in Appendix E.

## IV. Capital Improvement Inventories and Needs

In this section of the CCIP a brief description of the City of Deer Lodge's existing facilities is provided along with a summary of improvements to facilities identified during the needs assessment process. Those highlighted projects have been scored by the Commissioners based on the scoring matrix described in Section III. A summary of all projects scored and prioritized for consideration in future budget processes is in Section VI.

### a. Public Buildings and Facilities and Other Structures

#### 1. Description of Existing Facilities

The City of Deer Lodge owns a total of 23 buildings and facilities (see Appendix G). The value of those buildings, according to insurance records, ranges from \$0 for the Park Street well-house and the maintenance building at Jaycee Park to over \$3 million for the library. The condition of the buildings varies depending on the age and use of the structure but most of the facilities are in fair condition. The majority of the public building needs identified at this time pertain to Deer Lodge City Hall, which is a two-story brick building originally built in 1919. In addition, minor improvements have been identified for the William Kohrs Memorial Library, which was constructed in 1902. The remainder of the City owned buildings had no upgrades or requests identified during the needs assessment process.

Although not considered public buildings, houses and other structures damaged during flood events in 2011 stand abandoned or in serious disrepair. The City of Deer Lodge has been working with FEMA through its Hazard Mitigation Program to purchase and remove these damaged structures.

Housing in general has been identified as a need in the City of Deer Lodge. The City's Growth Policy update, completed in 2015 includes a section on housing. The Policy identifies the cost and availability of housing, including rental housing, as a concern. While the City of Deer Lodge recognizes the need to partner with entities such as Powell County, Headwaters RC&D, the Montana Department of Commerce and non-profit organizations like Habitat for Humanity to address the need for low income and workforce housing, they did not identify any capital outlay from the City's budget specifically for a housing project. A potential housing development project was discussed during the Needs Assessment process but was not prioritized by the City Council for the planning period.

#### 2. Summary of Needed Improvements

##### Deer Lodge City Hall

City Hall is an historic building located on Main Street. The building was constructed in 1919 and currently houses the City of Deer Lodge offices including Clerk and Recorder, Treasurer, and City Billing Department. The Mayor and City Administrative Officer



recently developed office space in the upper level of the building. The City Building Inspector also maintains an office in the building. There are some unused spaces that are being considered for office space for the Police Department (see discussion in Public Safety and Services section). In the upper level of the building the City has allowed the use of a large open room for a Youth Center.

The building does not have elevator access to the second floor and is generally inaccessible throughout based on Americans with Disabilities Act (ADA Standards). None of the restrooms in the building meet that standard.

### **Capital Needs**

#### Overall Building Improvements

The first step in upgrading the City Hall building to meet current building codes and ADA standards, and improve its overall general appearance as professional office space, is to procure the services of an architectural/engineering firm to provide an assessment of the building and a preliminary architectural report (PAR). The PAR will provide preliminary plan alternatives and cost estimates for required and/or desired upgrades to the building.

*2016 Estimated Cost: \$30,000*

*Possible Funding: USDA Community Facilities Planning Grant*

An overall upgrade to the building would include the specific individual projects listed below, estimated in 2016 at \$1 million. Possible funding for that project could come from a USDA Community Facilities Grant.

Capital improvements that were specifically identified during the needs assessment process that might be included in an overall upgrade to the building or may be undertaken without the overall upgrade are listed below.

1. Rain Gutter Heaters – installed on building gutter system to prevent ice build-up.

*2016 Estimated Cost: \$15,000*

2. Generator – provide backup power source for City Hall and the Fire Hall/Police Department

*2016 Estimated Cost: \$30,000*

3. City Hall Front Office Upgrades – new furniture, flooring, and countertop for front office. This area of the building sees the most public traffic.

*2016 Estimated Cost: Will be part of larger upgrade to the building*



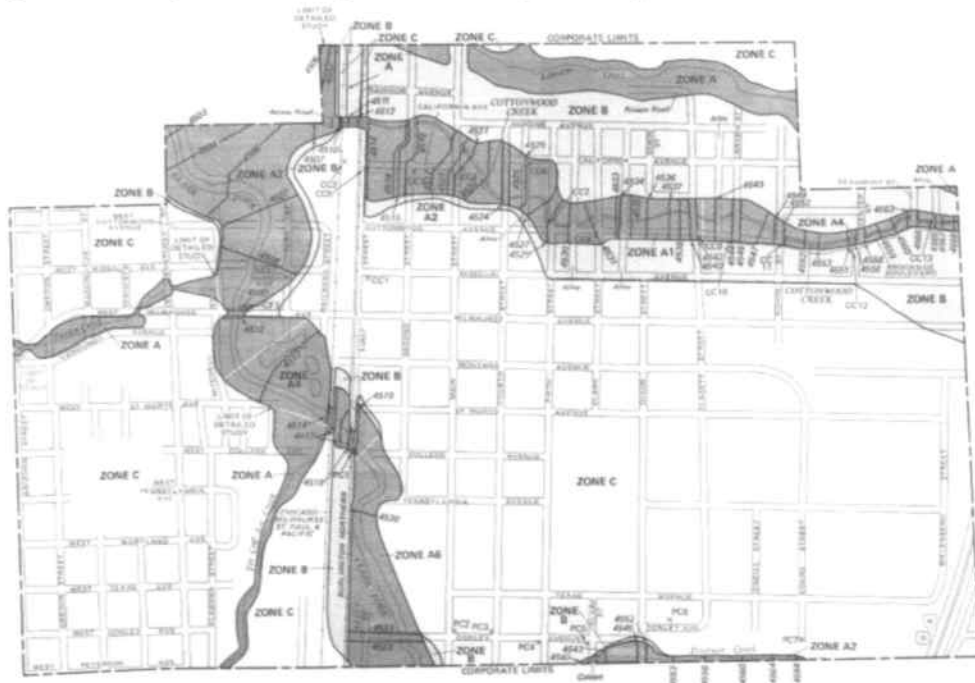
**Implication of Deferment on Operation and Maintenance Costs**

Postponement of providing upgrades to the Deer Lodge City Hall will limit their ability to serve individuals with disabilities and may result in costly litigation or a requirement to serve those individuals elsewhere at additional staff and resource cost. Likewise, safety issues associated with freezing rain gutters and lack of a back-up power source may be costly in the event of an accident or loss of service to the general public.

Flood Mitigation

Cottonwood Creek flows through the City of Deer Lodge. The Creek's 100-year floodplain occupies 5% of the City. As shown in the floodplain map below, the gray area indicates the portion of the City that is designated as areas of 100-year flood, as determined by the Federal Emergency Management Agency (FEMA). Flooding in 2011, which was determined to be the second largest flood in Western Montana, caused significant damage to public infrastructure, private property, and habitat. A number of projects have been completed since that time with assistance from FEMA to clean up and mitigate future flood damage.

Figure IV-1 City of Deer Lodge FEMA Floodplain Map



The City of Deer Lodge contains the regulatory floodplains of the Clark Fork River and Cottonwood Creek. The City is currently in the process of revising these Special Flood Hazard Areas as defined by the 1981 Flood Insurance Study. The City expects the Letter of Map Revisions for both floodplains to be completed and adopted by the City Council by the end of 2017.



An ongoing project for the City has been the acquisition of flood damaged properties to remove those structures from the floodway in the event of another flood. Concern for public health and safety in regard to the condition of the structures is ongoing. The City plans to continue to acquire property over the next five years with FEMA assistance.

*Estimated Cost per Year to meet the grant match requirement: \$20,000*

***Implication of Deferral on Operation and Maintenance Costs***

The primary cost of deferring the acquisition of flood damaged properties is somewhat intangible but related to the overall aesthetics and public safety of the City. Deer Lodge City Council is actively pursuing economic development activities and cleanup of these properties is part of the plan to attract new residents and businesses to the area.

Library

Originally built in 1902, the William Kohrs Memorial Library is located in the City of Deer Lodge. The library provides services such as adult literacy programs and children's story hour, and houses books, audiotapes, CD's, DVD's, and reference materials. Improvements specifically identified during the needs assessment process are: LED lighting on the main floor, with the potential for adding LED lighting to additional floors, and new flooring throughout the facility.

*2016 Estimated Cost: \$2,000 - \$5,000 for lighting depending on scope; \$8 - \$10/sq. foot for flooring depending on type and square footage*

***Implication of Deferral on Operation and Maintenance Costs***

LED lighting and upgraded flooring will provide energy efficiency and ease of maintenance to the library.

**b. Public Safety and Services: Law Enforcement and Fire Protection**

**1. Description of Existing Facilities.**

The City of Deer Lodge maintains a police department with six sworn officers including a Chief of Police. The department currently operates out of the City Fire Hall located at 301 2<sup>nd</sup> Street. Dispatch for the department is contracted through a partnership with the Powell County Sheriff's Office.

Fire Protection for the City of Deer Lodge and within a five-mile radius of the City is provided by an all-volunteer squad lead by a Fire Chief who coordinates



operations of the Department and has responsibility over every fire run. The Department provides fire safety education and fire code enforcement, along with emergency medical services within the City or district limits. There are no paid City staff positions in the Department. Volunteer staff number between 25 and 30 individuals. The Fire Department does not perform any wild land fire suppression activities.

The City of Deer Lodge does not have a standalone agency or document to address Disaster and Emergency Services, but has recently partnered with Powell County to adopt and implement an updated Pre-Disaster Mitigation Plan. The Plan provides a list of mitigation projects that will assist the City and County in reducing impacts and preventing loss from potential hazard events.

## 2. Summary of Needed Improvements

### Police Department

The City of Deer Lodge Police Department is responsible for law enforcement within the city limits, and specifically identified the following requests during the needs assessment process of the CIP:

1. Kevlar Vests – As a life/safety issue, the department requests the vests be replaced on a 5-year cycle, 2 vests (2018).  
*2016 Estimated Cost: \$3,600*
2. Kevlar Vests – As a life/safety issue, the department requests the vests be replaced on a 5-year cycle, 4 vests (2021).  
*2016 Estimated Cost: \$7,200*
3. New Office Space – the Police Department currently shares office space with the Fire Department. A separate space has been requested, complete with one office, an interview room, a squad room, and an evidence room that is capable of being locked for evidence processing. Space is available in City Hall for the department and a remodel of the area to accommodate their needs is planned.  
*2016 Estimated Cost: \$150,000*
4. New patrol vehicles – Replace one patrol vehicle a year to put in place vehicle replacement on a rotating 6-year cycle.  
*2016 Estimated Cost: \$35,000/year*
5. Department Issued Fire Arms – Department personnel currently carry personal weapons while on duty. The department has requested city issued rifle and handguns in order to limit the possibility of a personal weapon being held as evidence in the event of an officer related shooting. This also provides



consistency in equipment for training and maintenance purposes. These weapons are planned to be replaced every 10 years.

*2016 Estimated Cost: \$15,000*

6. Computers in Patrol vehicles – The Department has requested computer systems for each vehicle to assist in dispatch coordination with the County Sheriff's office.

*2016 Estimated Cost: \$30,000*

#### ***Implication of Deferral on Operation and Maintenance Costs***

Kevlar vests and department issued fire arms are essential to the safety of the officers in the department. Deferring purchase or replacement of these items could result in injury or loss of life which would not only have a negative monetary effect on the City but would also be tragic for the Department.

Efficiency of service and communication will be enhanced by installing computers for dispatch in the patrol vehicles.

Regular replacement of patrol vehicles helps reduce maintenance and operation costs and provides safe transportation for employees of the Department.

Finally, relocating the Police Department to the City Hall will not increase O&M costs but building another building for their use obviously would add to the overall responsibility of the City for O&M.

#### **Fire Department**

Fire Department requests that were specifically identified during the needs assessment process are listed below.

1. Training Facility – Comprised of shipping containers with windows and doors installed. A local training facility will save travel costs of the fire fighters to out of town training facilities, as well as the rental fees paid to the other training facilities.  
*2016 Estimated Cost: \$30,000*
2. New Fire Engine – A new fire engine was purchased in 2016; however, initiate plan for revolving purchase every 8-10 years  
*2016 Estimated Cost: \$450,000*
3. Personal Protection Equipment (PPE) – 5 sets of PPE to be put on a 5-year replacement cycle  
*2016 Estimated Cost: \$50,000*
4. Command Vehicle – Plan for revolving purchase every 10 years  
*2016 Estimated Cost: \$10,000*



**Implication of Deferral on Operation and Maintenance Costs**

Building a training facility will require some increase in O&M costs but will save the Fire Department in travel and training to out of town opportunities for training. A regular schedule for purchasing Personal Protection Equipment is a matter of safety for the volunteer staff. Likewise, regular replacement of vehicles for the department will maintain the safety of those vehicles and reduce the overall maintenance costs of running older equipment.

**c. Healthcare Facilities**

**1. Description of Existing Facilities**

Deer Lodge Medical Center is a non-profit community hospital located in Deer Lodge, providing healthcare services to the City and surrounding communities. The Medical Center is a certified critical access hospital, providing services such as 24-hour emergency care, inpatient and outpatient care, general surgery, and a variety of specialty services. The Medical Center also operates the Deer Lodge Clinic, which includes staff physicians, visiting specialty physicians, and a wide range of additional services.

In addition to the Deer Lodge Medical Center, the City is home to a family practice facility, two physical therapy facilities, two dental practices, and an eyecare facility.

The City of Deer Lodge does not have responsibility for medical services.

**2. Summary of Needed Improvements**

None

**d. Transportation: Streets, Sidewalks, Trails, Airport**

**1. Description of Existing Facilities**

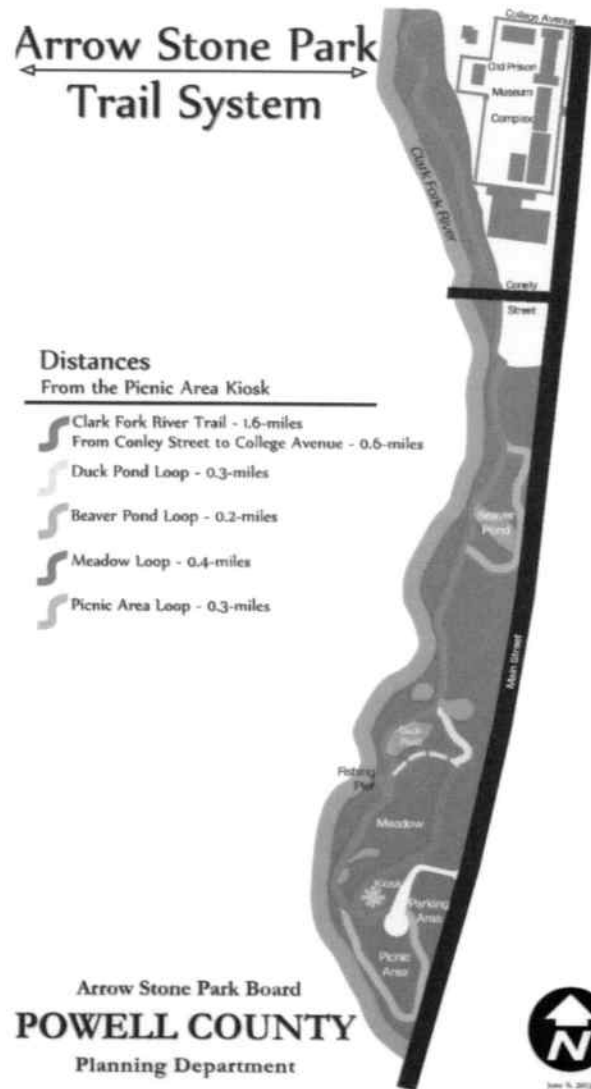
The City of Deer Lodge is responsible for 37.1 miles of roads and streets; however, all bridges located within the City limits are the responsibility of Powell County or the Montana Department of Transportation (MDT). Main Street, which runs through the City, is maintained by the MDT as it is part of the National Highway System. The majority of the roads within the City are chip sealed, as indicated by the GIS mapping system and data base compiled in 2002 by the County. The City routinely provides maintenance and rehabilitation on City streets but does not currently have a method of tracking and prioritizing those projects.



Currently, a majority of the sidewalks within the City are in need of repair, although there is not currently budget for work on sidewalk improvements. However, for new development, the City of Deer Lodge Subdivision Regulations requires that a plan for sidewalks and trails be provided with the preliminary plat application. Sidewalks are to be provided along both sides of collector and local streets of any new development, or trails provided within adequate easements where sidewalks are impractical.

The Arrowstone Park Board includes one position to represent the City of Deer Lodge, and has developed a master plan for the park, providing a vital element for the downtown revitalization effort. The City is supporting Arrowstone Park development as funding becomes available. The park is an 85 acre park adjacent to the City, and contains more than 2.5 miles of recreational trails.

Figure IV-2 Arrowstone Park Trail Map



The anticipated River Trail will serve as an extension of the Arrowstone Park Trail and is planned as part of a larger trail system with connectivity through town to the Grant Kohrs facility.

The Deer Lodge City-County Airport is located approximately 2 miles west of the City. The airport currently provides fueling services, and serves private and charter flights. The airport is managed by a seven-person Board, consisting of Powell County and City Council members. An airport CIP was recently completed, and a Master Plan is currently being completed.

## 2. Summary of Needed Improvements

### Streets

1. Street Program – Evaluate and prioritize needs for street rehabilitation projects. The City is exploring the use of a Pavement Surface Evaluation and Rating (PASER) system to assist in developing a prioritization system.  
*2016 Estimated Cost: \$10,000*
2. Annual Street Maintenance – Yearly maintenance to follow the Street Program evaluation to upgrade existing streets and associated infrastructure.  
*2016 Estimated Cost: \$79,000/year*
3. GIS System – a GIS system would allow the City to map and maintain information on a variety of public works facilities including roads, sidewalks, water, and sewer utilities.  
*2016 Estimated Cost: \$66,600*
4. Dump Truck – the purchase of a new dump truck to aid City crews with street maintenance.  
*2016 Estimated Cost: \$80,000*



### ***Implication of Deferral on Operation and Maintenance Costs***

The City of Deer Lodge is committed to a long-term plan to map streets and record maintenance records. This commitment will make the yearly street maintenance program more efficient.

### Trails

Trails are an integral part of a community's infrastructure, and will be vital to the revitalization of downtown Deer Lodge.

1. Trails Master Plan – integral to improving and expanding non-motorized trails within the City is the creation of an overall plan. Resources are planned to hire a consultant to assist with this plan.

*2016 Estimated Cost: \$30,000*

2. River Park Trail Expansion – The City is currently working with Montana DEQ to potentially utilize an area identified for rehabilitation from railroad property contamination (Roundhouse area) as an extension of a trail along the Clark Fork River. The ultimate goal is to connect trails at Arrowstone Park to the Grant Kohrs Ranch.

*2016 Estimated Cost: \$100,000*

3. Landscaping – A request to increase greenery on existing trails around the City and within City parks was considered but, since, for the most part, the City does not maintain any area trails (trails are primarily Powell County responsibility) the Council did not prioritize this request.

*2016 Estimated Cost: \$5,000*



#### ***Implication of Deferral on Operation and Maintenance Costs***

Trails within the City of Deer Lodge will enhance the aesthetics of the City. Failure to pursue trail expansion and improvement will potentially stop the momentum that the City currently has to provide a healthy community. Although building trails may require additional O&M from the Public Works department and/or from local trails committees, the long term benefits will outweigh that increase in cost.

#### **e. Water, Wastewater, Storm Water, Solid Waste Facilities**

##### **1. Description of Existing Facilities**

Deer Lodge has a municipal water supply, which is a community system serving city residents for drinking and lawn and garden irrigation. The system is primarily residential, with approximately 1,475 service connections, and water is currently being supplied to the system from two wells. A third well is currently unusable due to water quality issues. Water storage currently consists of a 2.6 million gallon steel tank reservoir located southeast of Deer Lodge, and no water meters are currently installed.

<http://sdwisdww.mt.gov:8080/DWW/>

The City's wastewater collection system is comprised primarily of gravity sewer lines, with a minor section of pressurized force main, a pipe crossing beneath the Clark Fork River, and a lift station. The river crossing and lift station were replaced in 2003, and the majority of the force main was replaced in 2004. The sewer collection system is experiencing some inflow and infiltration issues. The City of Deer Lodge Domestic Wastewater Treatment Facility is located on Frontage Road, and is currently permitted for land use application during the summer months on the Grant Kohrs National Historic Ranch, and for discharge into the Clark Fork River the

remainder of the year. The treatment works is comprised of an aerated lagoon system with UV disinfection.

<http://deq.mt.gov/Water/WPB/mpdes/majorpermits>

A new \$19 million wastewater treatment facility is currently under construction and will upgrade treatment to a mechanical system with treated effluent being discharged to the Clark Fork River. The facility is expected to achieve start up by September 2017.



Storm water in the City is currently handled with a gravity flow system containing collection points and drainage areas located throughout the community. Ponding water during storm events is common. An area on the west side of the City that lacks adequate storm water facilities will be prioritized for study to determine alternatives for upgrading the system.

The Deer Lodge Solid Waste District is the only licensed solid waste landfill available for use by the City, and is located approximately 2 miles east of Deer Lodge. The site is a Class II Landfill that encompasses 60 acres. City residents also have garbage pickup service available.

## 2. Summary of Needed Improvements

### Water Facilities

The current water system service area is contained to the City limits, with some exceptions made for development near the City. While water pressure and flow are currently adequate to service the existing population, the following requests have been made to improve the existing water system:

1. **New Water Supply Well** – The City currently has three wells but one of the wells is currently unusable due to water quality issues. Loss of the well means there may not be adequate supply for fire protection. The new well will be designed for 1,000 gpm flow.  
*2016 Estimated Cost: \$150,000*
2. **Supervisory Control and Data Acquisition (SCADA) System Upgrades** – The SCADA system is used to monitor the water distribution system and track potential loss of efficiency in the system.  
*2016 Estimated Cost: \$10,030*
3. **Metered Water System** – During the summer months, the water supply wells are estimated to run 18-20 hours per day. Without a metered water





system, the City cannot ensure the user rates are adequately covering system costs. Installing water meter vaults at every residence would help monitor usage and potentially aid in conservation.

*2016 Estimated Cost: \$5.8 million*

4. Water Valve Replacements – Replacement of water valves on an ongoing, annual basis.

*2016 Estimated Cost: \$10,000*

5. Water Main Replacements – The City has repaired a number of leaks throughout the system; due to the age of the system, there is a high probability that water main leaks will continue to occur. Water mains are currently comprised of a variety of material types and much of the system requires replacement. This project will initially require a full engineering analysis of the system and a preliminary engineering report (PER) to provide alternatives and cost estimates for the resulting replacement project. The replacement project related to this identified capital need is outside the planning period of this document.

*2016 Estimated Cost: PER \$30,000 - \$50,000 (may combine with wastewater system collection system replacement report)*

#### ***Implication of Deferral on Operation and Maintenance Costs***

Water is gold in Montana communities and failure to maintain water system infrastructure, particularly where there may be a loss of that resource, is literally like throwing money down the drain. Each of the water projects anticipated by the City of Deer Lodge is intended to improve water quality, quantity, and conservation.

#### **Wastewater Facilities**

Issues identified with the City of Deer Lodge wastewater system during the needs assessment process are listed below.

1. Sewer Main Replacement – Although maintenance of the sewer system is kept up to date by jet cleaning all sewers in January through March of each year, there are issues with inflow and infiltration that is related to aging sewer collection infrastructure. A PER will be required to determine the extent of the issues with the existing system and develop alternatives and cost estimates for replacement of existing sewer mains. The replacement project related to this identified capital need is outside the planning period of this document.

*2016 Estimated Cost: PER \$30,000 - \$50,000 (may combine with wastewater system collection system replacement report)*

2. Supertech Manhole Lining – The City intends to annually choose up to five manholes to line over a three year period.

*2016 Estimated Cost: \$36,000*

3. Sewer Camera – The Public Works Department currently contracts sewer video services to monitor the wastewater collection system. The Department requests the purchase of a City owned camera.

*2016 Estimated Cost: \$44,000*

4. Wastewater Operator Truck – For the potential to decrease operations and maintenance costs for the wastewater system, the Department requests the purchase of a new Operator Truck.

*2016 Estimated Cost: \$20,000*

5. A service truck to be used by the public works department, specifically the water department, wastewater department, and road department was requested. Each of these three entities would help fund the purchase of the vehicle.

*2016 Estimated Cost: \$69,000*

***Implication of Deferral on Operation and Maintenance Costs***

Avoiding Inflow and Infiltration (I&I) and detecting issues with the City's wastewater system before they cause additional problems will save O&M costs over the long run.

**Storm Water Facilities**

Issues identified with the City of Deer Lodge storm water system during the needs assessment process are listed below.

1. West Side Storm Drainage PER – The west side of the City currently has no storm drainage system in place, causing a number of issues during heavy storm events. A PER is required to analyze the existing storm drainage system and alternatives for improvements to the system.

*2016 Estimated Cost: PER \$35,000*

***Implication of Deferral on Operation and Maintenance Costs***

Continuing to allow storm water to flow with no drainage system will potentially cause damage to the City infrastructure such as streets and sidewalks, and increase maintenance and/or replacement costs for said infrastructure.

**Solid Waste Facilities**

Issues identified with the City of Deer Lodge solid waste system during the needs assessment process are listed below.

1. Solid Waste Shop – A building to house solid waste vehicles was requested in order to protect the investment of equipment and vehicles.

*2016 Estimated Cost: \$150,000*

***Implication of Deferral on Operation and Maintenance Costs***

Without protection for the solid waste department vehicles and equipment, the assets will likely need to be replaced more frequently, potentially costing the City additional funds in the future.

f. **Economic Development**

**1. Description of Current Activities**

The economy of Deer Lodge is dependent on retail trade, manufacturing and service industries, and state and federal government as the foundation for resident income. As the site for the Montana State Prison, state government remains one of the largest employers in the area, second only to education and health professionals. Because Deer Lodge is the county seat of Powell County, it is the main provider for retail and social services, as well as education and government.

Based on information provided in the 2015 City of Deer Lodge Growth Policy, the population in Deer Lodge has been declining in recent years, and population projections indicate the population decline will continue over the next 20 years. Projects that support downtown revitalization, as well as the construction of new and improved community and recreational amenities, will lead to economic development in the area.

**2. Summary of Needed Improvements**

As a member of the Headwaters Resource Conservation & Development Area, Deer Lodge participates in strategies to promote the economic development of the City and the Region. Goals set by the CEDS for the organization include:

- a. Coordinate and advocate as a region to ensure regional competitiveness and resiliency.
- b. Ensure communities are appealing and healthy places to live and work.
- c. Strengthen and support the development of vibrant downtowns and main streets.
- d. Increase access to capital and business assistance resources to support diversified business attraction, expansion and retention.
- e. Nurture entrepreneurs and small businesses.
- f. Enhance and expand natural resource-based economic development.
- g. Enhance and expand workforce development and educational opportunities for residents.

There are a number of specific projects identified by the City of Deer Lodge to promote and support economic development, and the goals established in the Headwaters RC&D CEDS.

Downtown Revitalization

Requests that were specifically identified during the needs assessment process, and are also identified in the 2015 Growth Policy Update, are listed below:

1. Downtown Masterplan – The Growth Policy includes a goal to create an organization, with a consistent and reliable funding source, to be the lead group charged with organizing, branding and promotion, design, and economic development in downtown Deer Lodge. This goal includes

working toward funding an overall main street master plan utilizing a consultant to assist in the process.

*2016 Estimated Cost: \$30,000*

2. Trails Master Plan – see description under Transportation Section of this CCIP.

*2016 Estimated Cost: \$30,000*

3. Main Street Sidewalk Improvements – Improvements along the historic corridor with wider sidewalks and landscaping elements. An application to MDT for a Transportation Alternatives grant is planned in 2017.

*2017 Estimated Cost: \$600,000 - \$900,000 depending on final scope of project. Match may range from \$0 to \$125,000 depending on the funding strategy decided upon by the City during application to MDT.*

4. Gateway Entrances – As identified in the 2015 Growth Policy Update, create iconic public art features on either end of town, acting as a gateway to Deer Lodge.

*2016 Estimated Cost: \$60,000*

5. River Park – Connection of the Arrowstone Park trails to the Grant Kohrs Ranch. See full description in the Transportation section of this CCIP.

*2016 Estimated Cost: \$100,000*



#### ***Implication of Deferment on Operation and Maintenance Costs***

Improvements to the City's infrastructure that enhance the attractiveness of the community may require some additional O&M but, in the case of the proposed Economic Development projects, there will be little additional O&M and it is anticipated the additional revenue generated from a more vital and growing community will offset that cost.

#### **Brownfields Study**

Brownfield projects are most often sites that are believed to be contaminated from industrial use, limiting the reuse of the property for commercial or residential purposes. Although the number of potential brownfield sites in the City is unknown, initiating a Brownfield program will provide a standard process for the City to manage project requests.

*2016 Estimated Cost: \$200,000*

#### ***Implication of Deferment on Operation and Maintenance Costs***

No additional O&M is anticipated with initiating a Brownfield program.

**g. Community Service and Recreational Facilities**

**1. Description of Current Activities**

The City of Deer Lodge maintains two City Parks, Jaycee Park and the West Side Park. The Jaycee Park is utilized for a variety of recreational activities and contains five baseball diamonds. Playground equipment at each park is outdated.



The City also has an undeveloped park beside the Clark Fork River and south of Cottonwood Creek. The City is in the process of creating a design for the site to promote public access to the Clark Fork River and trail connections to Grant Kohrs Ranch National Historic Site. The site is also subject to remediation efforts by Montana Department Environmental Quality.

Non-motorized trails are part of the park system but lack connectivity to other trails in the area such as the Arrowstone Trail system. A discussion of potential new trail connectivity can be found in the transportation section of this CCIP.

The City of Deer Lodge also maintains the local cemetery. Hillcrest Cemetery is a beautiful property located in the City. Space in the cemetery will be limited in the next several years.

**2. Summary of Needed Improvements**

Parks and Recreation

Requests that were specifically identified during the needs assessment process are listed below.

1. Jaycee Park Hardscape Barrier – a separation between the park and the parking lot to keep vehicles out of the park is required for the safety of visitors.  
*2016 Estimated Cost: \$15,000*
2. Playground Equipment – New and updated playground equipment at West Side Park.  
*2016 Estimated Cost: \$40,000*
3. Security System – Security system at both Jaycee Park and West Side Park to discourage vandalism.  
*2016 Estimated Cost: \$5,000*
4. Playground Equipment – New and updated playground equipment at Jaycee Park.  
*2016 Estimated Cost: \$40,000*



5. Equipment – Annual lawn equipment rotating fund for the replacement of lawn mowers, turf side by side, etc. to reduce maintenance costs.  
*2016 Estimated Cost: \$2,000 Annually*
6. Sprinkler System – Installation of a sprinkler system at West Side Park to reduce manpower hours from seasonal employees.  
*2016 Estimated Cost: \$11,000*
7. Sprinkler System – Installation of a sprinkler system at Jaycee Park to reduce manpower hours from seasonal employees.  
*2016 Estimated Cost: \$20,000*
8. Garage Shop – 24' x 24' garage shop at Jaycee Park  
*2016 Estimated Cost: \$44,000*
9. Storage Shed – Storage shed for West Side Park.  
*2016 Estimated Cost: \$8,250*
10. Picnic Gazebo – Picnic gazebo at West Side Park to allow park utilization in inclement weather.  
*2016 Estimated Cost: \$12,000 - \$18,000*

***Implication of Deferment on Operation and Maintenance Costs***

Most of the projects planned for the City parks will reduce O&M for the City. Sprinkler system upgrades will alleviate manual labor and provide water conservation. Updated playground equipment will likely require less maintenance due to new materials being used for such equipment. The addition of structures in the parks will require some regular maintenance to keep them organized and painted. His security system is intended to reduce vandalism which will reduce O&M costs.

Cemetery

Requests that were specifically identified during the needs assessment process are listed below.

1. Cemetery Expansion – Land for cemetery expansion. A fund will be started during the planning period to work toward purchasing land adjacent to the existing cemetery.  
*2016 Estimated Cost: \$140,000*
2. Columbarium – Three structures with a total of 80 niches for urns.  
*2016 Estimated Cost: \$42,000*
3. Electrical Pole/Shed – New electrical pole and the remodel of an existing shed.  
*2016 Estimated Cost: This project was completed prior to adoption of this document in 2016*
4. Sprinkler system – Installation of underground sprinkler system.  
*2016 Estimated Cost: \$23,000*

***Implication of Deferral on Operation and Maintenance Costs***

If the City of Deer Lodge does not start to plan for the cost of expanding the cemetery their opportunity to continue to offer services may be compromised. This expansion will involve some additional O&M but the underground sprinkler and the installation of the columbarium are expected to reduce O&M costs.

**h. Community or Staffing Projects – not prioritized for the CCIP by the City of Deer Lodge Council during the planning cycle**

During the Needs Assessment process interviews were conducted with department heads and council members. Those individuals were asked to bring all of their capital needs or ideas for improving their department to the individual meetings. Increased staffing, which is not considered a capital expense, was a concern brought to the process by the City Building Inspector and the Fire Department. Although no costs or evaluation was done for those particular requests they are included here for future consideration of the City Council. Other projects that were discussed during Needs Assessment but are currently not being considered as capital projects over the next five years are also listed here.

Staffing Needs

1. Building Inspector – add eight hours per week to contracted building inspector’s work schedule or hire an additional contractor.
2. Fire Department – three additional permanent paid staff – one chief and two officers.

Non-Prioritized Projects

1. City-wide sidewalk maintenance and improvements. The City of Deer Lodge Subdivision Regulations require new development to provide a plan for sidewalks and trails be provided with the preliminary plat application. Sidewalks are to be provided along both sides of collector and local streets of any new development, or trails provided within adequate easements where sidewalks are impractical. However, existing sidewalks throughout the City are either non-existent or in disrepair. A plan for helping property owners upgrade sidewalk should be considered in order to consistently provide walkable areas in the community.
2. Rialto Theatre Inflow and Infiltration issue. Since its rehabilitation the Rialto Theatre has been contributing excess water seeping from their property to the City’s wastewater system. This issue needs to be addressed in order to determine the source of the water and stop the additions of excess to the City’s system which is costly for the operation of the wastewater treatment plant.
3. Increase greenery on existing trails. The City is currently only responsible for trails associated with the park system. Although there are plans for the City to be involved with additional trails to provide connectivity with existing

county trails, this project to enhance any trail will be part of the overall Trails Master Plan that is planned with the CCIP.

4. Build a new gym and athletic facility for community programs. The City currently utilizes the public-school gymnasium, and having a separate facility would allow for an expansion of programs. Currently, there are approximately 160 students enrolled in various programs, with 105 of those students enrolled in volleyball and football.
5. Housing development on the eastern section of JC Park on the Beck lease property between JC Park and Chilcot House. The property is currently zoned R1, and funding could potentially be a partnership between a subdivision and housing.
6. Living quarters added to the Fire Hall.





## V. Funding Sources

Capital improvement plan projects can be funded from a variety of sources. Following is a general discussion of the more common sources available in Montana and a more detailed discussion of how the City of Deer Lodge will plan for funding opportunities for capital improvement projects.

### a. General Funds

The most commonly used method of financing capital improvement projects is the use of general funds, which are gathered from local and State taxes. The general fund is typically inadequate to fund larger project needs; however, it is a practical source for funding small capital improvement projects added to the yearly budget.

A copy of the City of Deer Lodge summary revenues compared with expenditures for fiscal year July 1, 2016 to June 30, 2017 is included in Appendix H.



#### Effect of Taxable Value and Debt Limits on Potential for Increased Revenue

##### **Montana Code Annotated 7-7-4201. Limitation on amount of bonded indebtedness.**

(1) Except as provided in 7-7-4202, a city or town may not issue bonds or incur other indebtedness for any purpose in an amount that with all outstanding and unpaid indebtedness exceeds 2.5% of the total assessed value of taxable property, determined as provided in 15-8-111, within the city or town, as ascertained by the last assessment for state and county taxes.

The City of Deer Lodge currently holds a bond for indebtedness for the construction of the wastewater treatment facility but has no other general obligations.

##### **Montana Code Annotated 7-7-4202. Special provisions relating to water and sewer systems.**

(1) A city or town may incur an additional indebtedness by borrowing money or issuing bonds beyond the amount authorized in 7-7-4201 for the purpose of constructing a sewer system, procuring a water supply, or constructing or acquiring a water system for a city or town that owns and controls the water supply and water system and devotes the revenue from the water supply and water system to the payment of the debt.

### Other Revenue

The City of Deer Lodge conducts a yearly budgeting process in which they review prior years' expenditures and plan for coming year revenue and expenses. In participating in this process each major department head is asked to provide a budget that is then incorporated into the overall city budget.

The City of Deer Lodge also utilizes enterprise funds for their operations based on the receipt of monthly user fees for City water, sewer, and solid waste services. Ideally, the monthly rates for each of these fees adequately accumulates funds necessary to address desired capital improvements.

Several other City-managed departments generate revenues that may be used for capital projects. These include revenue from activities in the parks and recreation department and at the library.

The City has specific revenue funds set up for Capital Projects where individual departments can "save" for anticipated projects. These funds exist for

- General Use
- Gas Tax
- Fire Department
- Cemetery
- Parks
- Public Works

### **b. Grant Funding**

Grants are one of the primary means to fund large capital improvement projects, and there are a number of state and federal grant programs available for the critical capital improvement needs of communities. Typically grant funds are allocated for projects that are protecting and preserving the health and welfare of the residents; however, grants may also be obtained for the purpose of stimulating economic development and protecting renewable resources. Grant applications are generally ranked and processed on a competitive basis, based on the severity of the project need and the financial need of the community.

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#### *Alphabet Soup:*

- TSEP=Treasure State Endowment Program
  - CDBG=Community Development Block Grants
  - RRGL=Renewable Resource Grant and Loan
  - RD=USDA Rural Development
  - INTERCAP= Intermediate Term Capital Program
  - SRF=State Revolving Fund
  - BSTF=Big Sky Trust Fund
  - TA=Montana Transportation Alternatives
  - WRDA=Water Resources Development Act
- 

The most frequently used sources of grant funds in Montana include:

- Community Development Block Grant Program (CDBG) – CDBG is a federally funded grant program that provides funding assistance for projects that are designed to

predominantly benefit low and moderate-income families. Funding categories for CDBG include: planning grants, public facilities, housing and urban renewal, neighborhood stabilization program, and economic development.

- Planning Grants are available in amounts up to \$50,000, with a required match of \$1 for every \$3 of CDBG planning grant funds.
- Public Facility grants are available up to \$450,000, and require a 25% match.
- Housing and Urban Renewal grants are available up to \$450,000, with no match required.
- Rural Development (RD) – RD grants may award up to 75% of the eligible project costs for public works infrastructure and public facilities in rural communities, including water and waste disposal, solid waste management, and rural waste systems. Grant awards are based on available funding and applicant eligibility.
- Treasure State Endowment Program (TSEP) – TSEP awards matching grants to local governments for the construction of infrastructure projects. Projects eligible for TSEP grants include drinking water systems, wastewater treatment facilities, sanitary or storm sewer systems, solid waste disposal and separations systems, and bridge projects. Planning grants are also available for preparation of a construction grant application.
  - Planning Grants are available in amounts up to \$15,000, and require a 50% match from the applicant. Planning grants may be used for a Preliminary Engineering Report, or a Capital Improvements Plan.
  - Bridge Project grants are generally limited to a maximum of \$500,000, and require a 50% match from the applicant. However, if a grant application requests bridge funds for a single bridge, and the replacement cost exceeds \$1 million, TSEP may award up to \$750,000, also requiring a 50% match from the applicant.
  - All other construction grants are limited to a maximum of \$750,000, and require a 50% match from the applicant.
- Renewable Resource Grant and Loan Program (RRGL) – RRGL provides grants for projects protecting, preserving, or enhancing natural and renewable resources, and is administered by the Department of Natural Resources and Conservation (DNRC). Projects eligible for RRGL grants include drinking water, wastewater, and solid waste development and improvement, in addition to irrigation rehabilitation, dam repair, soil and water conservation, and forest enhancement.
  - Construction grants are limited to \$125,000 per project, with no match required.
  - Emergency grants are available up to \$30,000 per project, with no match required.

The City of Deer Lodge is uniquely eligible for grants and state and federal assistance due to the natural environment and historic industries that have affected the landscape of the City. Disaster mitigation funding is available to the City from sources including:

- FEMA Disaster Mitigation Funds – assists with purchase of flood damaged properties and mitigation efforts to avoid future issues.
- Montana Department of Justice Natural Resource Damage Program – provides funding to restore or replace the injured natural resources in the Upper Clark Fork River Basin. Trail and stream bank restoration projects have been completed or are underway in Deer Lodge as part of this funding.
- Federal Superfund and Construction Project – Deer Lodge is within the Clark Fork River Operable Unit (CFR OU) which is part of the Milltown Reservoir/Clark Fork River Superfund Site. An ongoing project is providing cleanup of heavy metals (Cadmium, Copper, Zinc, and Lead) and arsenic in the Clark Fork River that are from historic mining, milling and smelting processes linked to the Anaconda Company operations in Butte and Anaconda.

Each grant program has very specific requirements, such as providing a local match, demonstrating a public health or safety concern, or documenting solid commitments for job creation or retention. Whenever dealing with a grant program, it is important to communicate with the grant agency early on to ensure that the project is eligible for funding and that all grant specific requirements can be met.

**c. Loans**

Many of the programs listed for grant funding also have loan funding available. Some of the more common loan sources include:

- Rural Development (RD) – RD provides loans for projects with an emphasis on assisting small, rural communities, with loan interest rates based on median household income and user rates. There is no maximum amount of loan funding, but it is limited by the applicant’s ability to repay the loan. The typical repayment length is 40 years, or the maximum life of the facility.

• • •

“The Montana Department of Environmental Department of Justice, Natural Resource Damage Program (NRDP), with additional oversight from the U.S. Environmental Protection Agency (EPA) and National Parks Service (NPS) for cleanup activities at the Grant-Kohrs Ranch, are designing the remediation and restoration work to be done along 43 miles of the Clark Fork River from Warm Springs in Anaconda/Deer Lodge County downstream to Garrison in Powell County. Cleanup has started and is expected to take 10-12 years.”

<http://deq.mt.gov/Land/fedsuperfund/cfr>

• • •

- Montana State Revolving Fund (SRF) – SRF provides low interest loans for two types of projects: drinking water projects and water pollution control projects (wastewater and non-point source). There is no maximum amount of loan funding, but it is limited by the applicant’s ability to repay the loan. The typical repayment cycle is 20 years, or the design life of the facility, whichever is the least. The current interest rate for SRF loans is 3%, and there is no local match required.
- Renewable Resource Grant and Loan Program (RRGL) – RRGL, working with DNRC, provides loans to protect, preserve or properly utilize natural and renewable resources. The projects eligible for loan funding are similar to the projects eligible for grant funding through RRGL. There is no maximum amount of loan funding, but it is limited by the applicant’s debt capacity and ability to repay the loan. There is no local match required.
- Intermediate Term Capital Program (INTERCAP) – INTERCAP loans may be used for a number of projects, including infrastructure projects, new or used vehicle and equipment purchases, preliminary engineering costs, and grant writing. Projects may receive 100% financing, with no local match required; however, for loans over \$200,000, the full board of directors must review the loan application. INTERCAP loans typically have a 10 year repayment cycle.

Although most loan programs have a low interest rate, some may require a matching share or have very strict administration or project requirements.

The City of Deer Lodge is currently using a variety of grant sources to fund construction of the new wastewater treatment facility. Funding includes TSEP, and the Rural Development, and SRF. They are also using INTERCAP to purchase a new fire truck.

#### d. Bonding

Loan programs nearly all require authorization of the community to pay back the loans. Issuing bonds is the most common method of authorization. Bonds are generally issued as either a revenue or general obligation (GO) bond.

1. Revenue bonds are a means to generate capital by incurring debt to be paid predominantly from revenue resulting from utility funds. User rates are tied to the amount of bonding necessary. There is generally a high demand for municipal bonds due to the low risk of the investment, and the bonds offer a tax-deductible investment opportunity for investors.
2. General obligation bonds are secured by raising property taxes with an amortization of the financing over several years which allows taxpayers to pay a smaller amount of the project’s cost at a time. GO bonds may limit the county’s flexibility on how yearly revenues can be utilized.
  - a. Special Improvements Districts are a special form of general obligation utilized by cities most often for street improvements, sidewalk installation, lighting, and other specific needs of a particular area within the City. Property owners within the special district are obligated to repay the project costs or a portion thereof. Taxpayers outside the district are not obligated to pay.

The City of Deer Lodge Lighting Maintenance and Street Maintenance Districts currently provide funding for lighting upgrades and street projects.

e. **Government Agencies**

There are a number of government agencies that have their own resources available to help with capital projects. Most are very specific as to the type of project eligible for funding, and are typically based on need, proper planning, and documentation that the project is meant to serve the citizens as a whole. Examples of such agencies include:

- **Montana Transportation Alternatives Program (TA)** – TA provides funding for programs and projects defined as transportation alternatives. Eligible projects include: pedestrian and bicycle facilities, community improvement activities, recreational trail program projects, safe routes to school projects, and infrastructure projects for improving access to public transportation and enhanced mobility. Entities qualified to receive funds from the TAP program include: local governments, tribal governments, transit agencies, public land agencies, school districts, and regional government entities. Guidance for submitting an application for TA funding can be found on the Montana Department of Transportation web site. Projects located within reservation land or on MDT right of way will not require a match from the local entity, while projects outside of reservation lands or MDT right-of-way will be required to provide a local match of 13.42%. The match can only be provided as cash.
- **US Department of Agriculture (USDA)** – The USDA funds a Community Facilities Grant to assist in the development of essential community facilities in rural areas and towns of up to 20,000 in population. Grant funds may be used to construct, enlarge or improve community facilities for health care, public safety, and community and public services. Grant funds may be available for up to 75% of the project cost, and grants are awarded based on the median household income and the community population.
- **Water Resources Development Act (WRDA)** – WRDA is a federal grant program, funded through the U.S. Army Corps of Engineers. Eligible projects include: wastewater treatment, water supply and storage, treatment and distribution facilities, stream bank stabilization, and storm water runoff abatement. WRDA grants require a 25% match from local entities, and there is no maximum grant award amount.
- **Big Sky Economic Development Trust Fund (BSTF)** – The BSTF is a Montana funded program designed to aid in the development of good paying jobs for Montana



residents and promote long-term stable economic growth in Montana. The BSTF program provides financial assistance in two categories: Economic development job creation projects, and planning projects.

- Pre-Disaster Mitigation (PDM) - The PDM program, funded by the Federal Emergency Management Agency (FEMA), provides funds for hazard mitigation planning and the implementation of mitigation projects prior to a disaster event. Funding these projects reduces overall risks to the population and structures, while reducing the reliance on funding from actual disaster declarations. Types of projects include: structural retrofitting of existing buildings, soil stabilization, minor localized flood reduction projects, and infrastructure retrofit.

## **VI. Capital Improvements Plan**

The capital improvement projects defined in Section IV of this document were selected in accordance with the process outlined in Section III, and represent the most pressing projects to be executed in order to maintain and improve community services and facilities in the City of Deer Lodge. Table VI-1 presents the Comprehensive Capital Improvements Plan for the City of Deer Lodge for the years 2017 - 2021. The projects are listed in priority order, and each project line item includes the following: estimated project cost, possible annual recurring costs, the target date for completion, and possible funding sources. It also details the estimated amount of the cost of the project that the City of Deer Lodge will be responsible for and a plan for which budgetary fund that amount will be drawn from.

It is now the responsibility of the Deer Lodge City Council to utilize this document in their annual budgeting and planning period to ensure that the projects are completed as planned. It is also important that the commission continue to update and renew this plan in order to maintain proper planning efforts and keep their goals on track.