



April 2020  
Working Draft

# **BROADWATER COUNTY**

## **Capital Improvements Plan**

# BROADWATER COUNTY

## CAPITAL IMPROVEMENTS PLAN

April 2020

WORKING DRAFT

Reviewed by: Broadwater County Commission  
Adopted by Resolution: ??????? 2020

Prepared by:

Jerry Grebenc  
Great West Engineering, Inc.

Prepared for:

Board of Broadwater County Commissioners  
515 Broadway Street  
Townsend, MT 59644



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# EXECUTIVE SUMMARY

One of the primary responsibilities of the Broadwater County Commission is to ensure the maintenance and improvement of the County's capital infrastructure. Everything the County does from providing services to residents and businesses to equipping employees to effectively perform their jobs requires the existence of basic infrastructure. These assets include areas such as roads and bridges, parks, buildings, office space, vehicles, large equipment and computers. All of these must be funded, maintained and replaced on a timely basis or their value to residents will diminish. Thus, the County's five-year Capital Improvement Plan (CIP) is being updated to ensure adequate investment in these assets.

This CIP should be an essential planning tool for the County Commission and is meant to be updated annually as the County's needs adjust, evolve and become more defined. When used effectively, the capital improvement planning process should provide long-term project identification, evaluation, public discussion, high level cost estimating, and financing options. Ultimately it should help ensure that the County is positioned to:

- Protect and improve its basic infrastructure through construction, rehabilitation, and maintenance;
- Maximize the useful life of capital investments by scheduling major renovations, rehabilitations, or replacements at the appropriate time in the lifecycle of the facility or equipment;
- Identify and examine current and future infrastructure and equipment needs, establish priority projects, and use available resources efficiently; and
- Improve financial planning by balancing needs and available resources with potential fiscal implications.

While much of the County's budget and financial planning efforts are by necessity focused on one or two-year intervals, capital planning can help focus attention on the County's long-term goals and financial capacity. This approach will help balance its operating and capital needs. This plan will help to maintain a consistent level of spending for capital needs, barring extraordinary circumstances.

This plan evaluated individual projects against long-term objectives and in relationship to each other. The evaluation resulted in an overall priority list which outlined the highest capital improvement priorities for the County as determined by the County Commission. Table 1 on page 2 lists those priorities.



# EXECUTIVE SUMMARY



Table 1 - Overall County Priorities as Determined by the County Commission

PRIORITY	PROJECT NAME	RECOMMENDED IMPROVEMENTS	SCHEDULE	COST
1	Wheatland Area Emergency Services	Construct a new emergency services building		\$1.5 Million
2	Road Department Building	Construct a new fabric structure for the Road Department		\$75,000
3	Sheriff's Department Vehicles	Purchase new patrol cars		\$420,000
4	Courthouse Information Technology Services	Purchase a new server and replace computers		\$45,000
5	Fairgrounds Bathrooms and Wastewater Treatment	Improve the bathrooms at the Fairgrounds and replace the existing septic system		\$600,000
6	Meridian Bridge	Replacement		\$110,000 (County share)
7	Flood Mitigation	Mitigating flooding in the Crow Creek Valley		\$325,000
8	Road Grader	Replacement of grader		\$250,000
9	Old Town Bridge	Replacement of bridge		\$3 Million
10	Multi-Use Facility	Construct a multi-use facility at the Fairgrounds		\$2 Million

In addition to the ten (10) projects listed above in Table 1, the County Commission and County staff identified many other projects and equipment needs which are of a lower priority.

Based on input from County residents, this Capital Improvements Plan (CIP) focuses on evaluating County owned property, buildings, solid waste facilities, roads, bridges, parks, information technology, and other equipment. The CIP describes recommended upgrade or repairs necessary for the listed asset and the estimated cost for each. The CIP also provides guidance regarding viable funding sources for infrastructure needs.

## What is a Capital Improvements Plan & Why Have One?

This plan is simply a means to identifying the County's capital (infrastructure/equipment) needs, priorities and estimated improvement costs. The plan is also meant to provide viable funding options for these projects. The objective of the CIP is to create a logical, transparent, strategy for future investments in the County's infrastructure needs. The Plan strives to reflect the priorities of County residents and to exemplify sound financial practices.

The CIP process consists of six basic steps:

- Inventory and evaluation of existing infrastructure and equipment;
- Advice and guidance from staff and residents on priorities;
- Prioritization of needs;
- Identification of funding options to meet the needs;
- Matching available funding sources with recommended improvements; and
- Formal adoption and use by the County Commission.

The process should provide not only an orderly and routine method of identifying and financing of capital improvements but also makes capital expenditures more responsive to needs of residents by informing and involving them in the process. Thus, the process should ultimately save the County time and financial resources.

## Key Elements

The development of this CIP required a number of essential elements including:

- **Inventory/Analysis:** Evaluation of County infrastructure including buildings and property, solid waste facilities, roads, bridges, parks, information technology, and equipment. Based on input from County staff, the County Commission and the County's on-call engineering firm, as well as using previous data and reports, and input from residents, the County created an inventory of existing infrastructure.
- **Prioritization:** Identifying the County's highest priority projects was essential to focus limited funds on the the most important projects as determined by the County Commission.
- **Cost Estimates:** Cost estimates for proposed improvements were developed using "high level" estimated unit prices. Due to the general nature of this analysis, these cost estimates would not be accurate enough to be



used as a definitive basis for establishing the actual cost of a specific improvement cost but are acceptable for budget level estimates. In some cases, not enough data was available to make estimates.

- **Funding Analysis:** Identification of funding sources to finance improvements is vital to making facility and equipment improvements a reality. Due to the fluctuation of available federal and state funding available at the completion of this CIP it is only possible to forecast funding availability from current sources.
- **Resident Involvement/Outreach:** Resident outreach and support of the CIP was an important elements of the planning process. It was essential that the input of residents was collected and considered the County Commission preparation of the CIP. Public outreach methods for the CIP included: a newspaper article, resident survey (in conjunction with Growth Policy update), posting of the final draft on the County website and a public hearing.
- **Adoption and use of the CIP:** The County Commission formally adopted the CIP by resolution. The County Commission formally adopted the CIP by resolution on ????, 2020, and the final document will be utilized during the Commission's annual budgeting process.
- **Annual CIP Update:** The CIP should be a living document and used annually for budgeting for improvements. Because of this, it should be updated on an annual basis as improvements are made and additional improvements are identified. Cost adjustments and reprioritization should occur at this annual update stage and is typically done during the budgeting process.

# BROADWATER COUNTY AT A GLANCE



Broadwater County is in southwestern Montana and contains 792,386-acres of land. Of that, 473,615-acres are privately owned, and 318,285-acres are publicly owned. Ownership of public lands is held primarily by three entities; the United States Forest Service, the Bureau of Land Management and the State of Montana. There are 1,238 square miles in the County.

LAND OWNERSHIP IN THE COUNTY		
	Acres	Percent
Private Ownership	473,615	59.8%
Federal Lands	278,723	35.2%
State of Montana	39,562	5.0%

In 2017, the County had an estimated population of 5,936 people. The City of Townsend is the only municipality in the County and serves as the County seat. Townsend is located approximately 35 miles south of Helena and 65 miles north of Bozeman.

Between 1970 and 2016, the County experienced a steady increase in population. In fact, the County saw an almost 134 percent increase in population over that time span. In 1970 the County’s population was approximately 2,540 people and grew to an estimated 5,936 persons by 2017.

Broadwater County has a relatively diversified economy. In 2017 the three industry sectors with the largest number of jobs were farm (346 jobs), manufacturing (340 jobs), and retail trade (227 jobs). From 2001 to 2017, the three sectors that added the most jobs were manufacturing (113 new jobs), real estate and rental and leasing (103 new jobs), and health care and social assistance (86 new jobs).

Figure 1 - Broadwater County Location





# BROADWATER COUNTY AT A GLANCE



Demographically, the County finds itself in a situation familiar to many other counties in Montana, the median age of its residents has increased. In 2010, the median age for County residents was estimated at 42.6 years of age and by 2017 it had increased to 46.3. The County has also seen a decline in the number of people aged 35 to 44. This is another trend common in many Montana counties and is of concern as this age group represents people in their prime working and earning years.

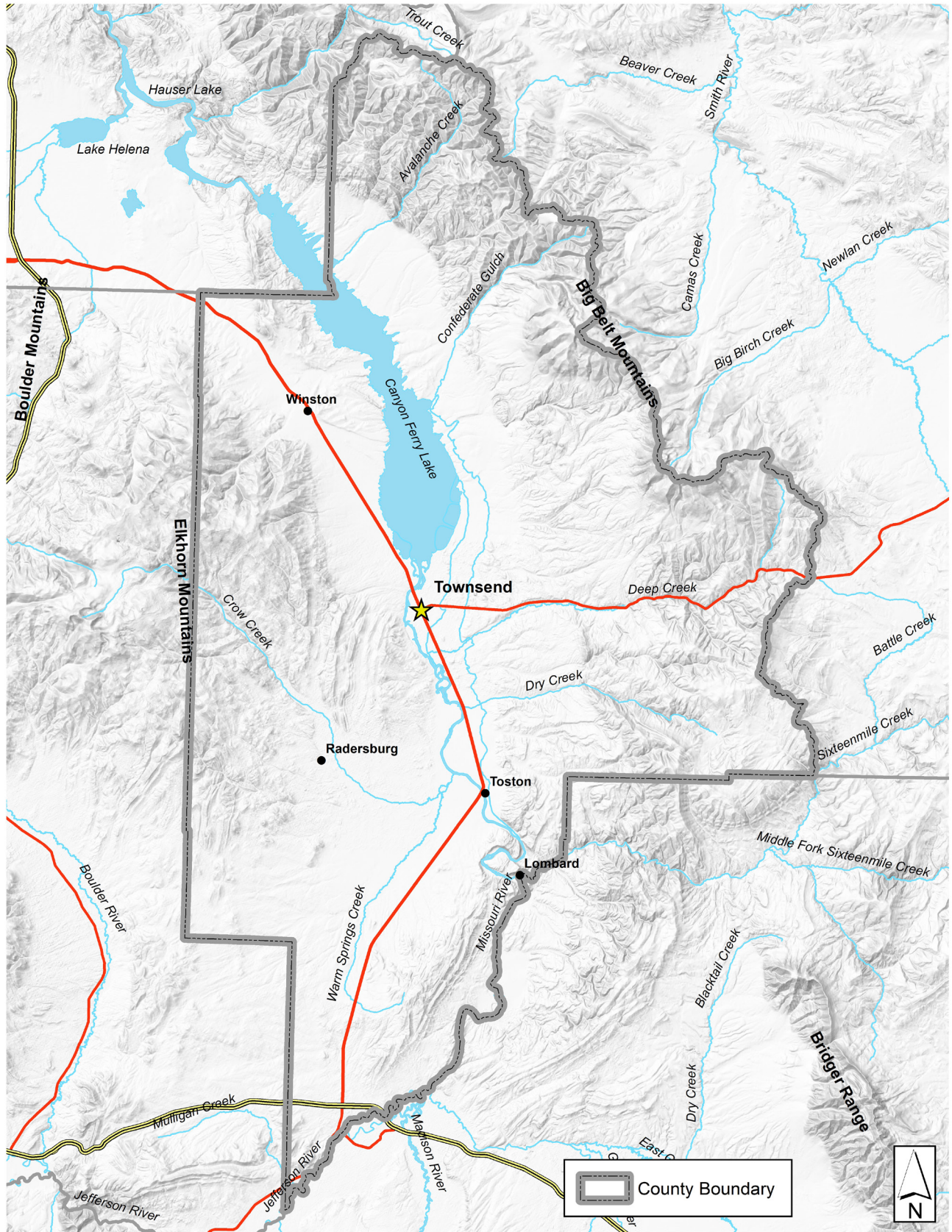
Another trend that the County should watch closely is the increase in the number of people ages 65 and over. In 2010, the Census estimated this number at 890 persons, by 2017 it was approximately 1,274, an almost 43 percent increase. Based upon these figures, over 22 percent of the County's population in 2017 was 65 years of age or older. An increase in the County's senior population may affect the ability of the County and other organizations to provide services such as healthcare, transportation and housing.

The Median Household Income (MHI) in Broadwater County in 2017 was estimated at \$55,295. Almost eight (8) percent of individuals and five (5) percent of families in the County are identified as being below the poverty line and 43.7 percent of County residents are on Retirement and Social Security.

With regards to housing, 36.5 percent of residents spend 30 percent or more of their income on housing, and 33.5 percent of renters pay more than 30 percent or more of their income in rent. When income share devoted to housing is above 30 percent of a person's income, it can be an indicator of housing unaffordability. In 2017, the County's unemployment rate was 4.7 percent.

# BROADWATER COUNTY AT A GLANCE

Figure 2 - Broadwater County Features



# PREVIOUS PLANNING GUIDANCE



This Capital Improvements Plan (CIP) should be an essential tool for implementing the County’s new (2020) Growth Policy. Therefore, it is important for the CIP to dovetail with the goals provided by the Growth Policy and the coming update. The 2020 Growth Policy discussed capital improvements in several sections and there are several goals and multiple objectives in the Growth Policy that are related to capital improvements and capital improvements planning. These include:

GOALS	OBJECTIVES
Use state and federal funding programs to enhance County infrastructure.	Leverage funding and grant opportunities with the city of Townsend, neighboring counties and state and federal agencies.
Provide high quality and effective fire protection and emergency services.	Establish the infrastructure and training needed to attract staff and volunteers for search and rescue, fire and ambulance.

This updated capital improvements plan (CIP) will also serve as the County’s strategy for maintaining infrastructure per the requirements of the State’s Growth Policy statute 76-1-601, MCA.

# AIRPORT PRIORITIES



The Townsend Airport is located just east of Townsend. It serves as the base for approximately twelve (12) single-engine aircraft, and is used for general aviation, air taxi services, and military use by the National Guard. The airport has a 4,000-foot long by 60-foot wide asphalt runway and includes a pilot's lounge, private hangers, and a camping area for overnight stays. The airport stages an annual fly-in on July 4, bringing in 50-60 aircraft along with pilots and passengers. Recent improvements at the airport include the installation of precision approach lights and the addition of five hangers since 2000. Priority projects for the airport are identified in the table below.

Table 2 - Airport Priorities

IMPROVEMENT	ESTIMATED COST
Rehabilitate Apron (Phase 2 construction)	\$620,541
Rehabilitate Taxiway (Phase 2 construction)	\$382,482
Rehabilitate Runway (Phase 2 construction)	\$726,977
<b>Total Approximate Cost: \$1,730,000</b>	

# BRIDGE PRIORITIES

There are 32 off-system bridges in Broadwater County including 16 “major” bridges with spans of 20-feet and 16 “minor” bridges with spans under 20-feet. Off-system bridges are not on the National Highway System and are the maintenance responsibility of Broadwater County. Only one of the major bridges has a Sufficiency Rating (SR) of under 50; the Old Ferry Street Truss in Toston. A SR of under 50 implies that it may be eligible for replacement. The Old Ferry Street Truss is a historic vehicular bridge structure serving as both a vehicle and pedestrian bridge.



# BRIDGE PRIORITIES

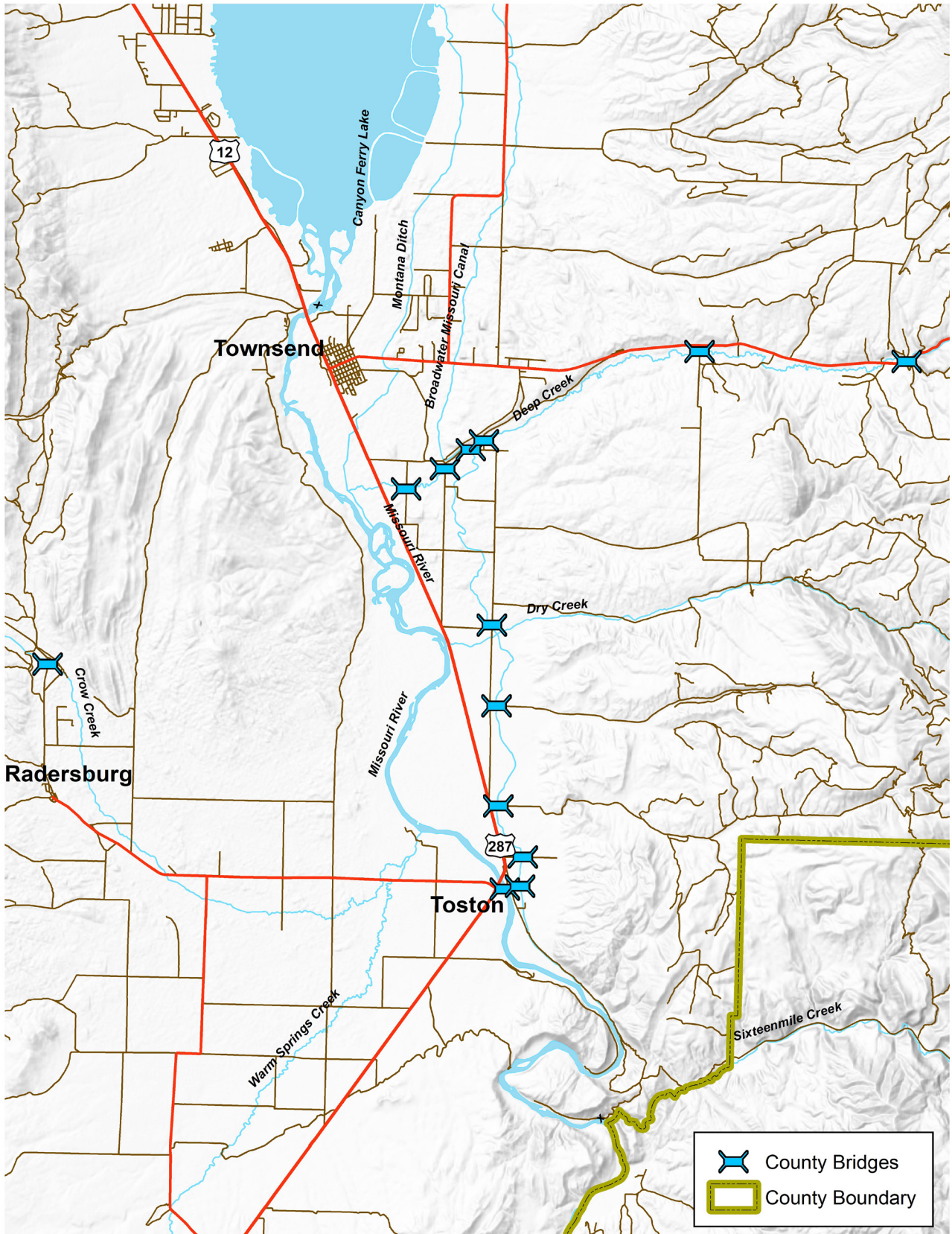


The County has identified twenty (20) bridges that need upgrades most involving widening. The proposed projects are to be completed between 2020 and 2028 for a total estimated cost of \$989,000 according to a report prepared by WWC Engineering, the County's on-call engineering firm.

ROAD / BRIDGE	CROSSING	NOTES	ESTIMATED COST	YEAR OF IMPROVEMENTS
Cottonwood Road	Canal (BW-MO)	Needs Widened	\$60,500	2020
Sandhill Lane	Canal (BW-MO)	Needs Widened	\$60,500	2020
Greaves Road	Canal (BW-MO)	Needs Widened	\$35,500	2021
Deep Creek Cemetery Road	Canal (BW-MO)	Needs Widened	\$35,500	2021
Six Mile Road	Canal (Lower Deep Creek)	Needs Widened	\$60,500	2022
Duck Creek	Upper Duck Creek	Needs Widened	\$85,500	2021
Dry Gulch	Canal (BW-MO)	Needs Widened	\$35,500	2021
Lower Deep Creek Road (Plymels)	Lower Deep Creek	Needs Widened	\$35,500	2022
Filson Road	Beaver Creek	Needs Widened	\$60,500	2023
Lower Deep Creek (Wickens)	Lower Deep Creek	Needs Widened	\$35,500	2023
Dry Hollow Road	Canal (BW-MO)		\$35,500	2024
Shelley Road	Canal (Lower Deep Creek)	Needs Widened	\$35,500	2025
Lower Deep Creek Road	Canal (BW-MO)	Needs Widened	\$35,500	2025
Toston Dam Road	Canal (Toston Irrigation District)	Needs Widened	\$60,500	2026
Dry Creek Road	Spring Creek	Needs Widened	\$85,500	2026
Webb Lane	Crow Creek	Needs Widened	\$85,500	2027
Toston (Church)	Canal (BW-MO)	Needs Widened	\$85,500	2027
Old Town Road	Jefferson River	Gallatin County Shared Use	TBD*	2028
Toston 287 Bypass	Missouri River	Will Close	NA	2029
Old Woman's Grave Road	Crow Creek	Adjust Skew; Widen after 2021	\$60,500	2028
Smith Lane	Warm Springs Creek	Possibly Replace w/ Culvert	TBD	TBD
<b>Approximate Total Cost:</b>			<b>\$989,000</b>	

# BRIDGE PRIORITIES

Figure 3 - Major Bridges Maintained by Broadwater County



# BUILDING PRIORITIES



Broadwater County is responsible for the operation and maintenance of numerous buildings, including the County Courthouse, County shops, and the buildings at the County Fairgrounds. Based on the building evaluations completed by County staff, the table below provides facility needs and cost estimates.

Table 3 - Building Priorities

BUILDING/ DEPARTMENT	SCHEDULE	IMPROVEMENT PROPOSED	ESTIMATED COST
Courthouse	1 year	Replace fire control system	\$5,000
Detention Center	5 years	Replace roof system	\$25,000
Detention Center	1 year	Replace fire control system	\$14,000
Law Enforcement Center	1 year	3 phase generator for jail	\$165,000
Law Enforcement Center	3 years	Construct a satellite center in the Wheatland area	\$1.5 Million
Road	1 year	New shop	\$75,000
Road	1 year	Electronic gate for Department grounds	\$1,300
Road	2 years	Concrete floor and post lift for new shop <ul style="list-style-type: none"> <li>▪ 4 post lift with 40,000 lbs. capacity</li> <li>▪ 4 post lift with 14,000 lbs. capacity</li> <li>▪ Concrete floor for both post lifts</li> </ul>	\$24,000 \$5,600 \$10,000
Road	2 to 3 years	New office building on Department grounds for staff	\$150,000
Senior Center	TBD	Paint	\$1000
Solid Waste	2 years	Preliminary engineering report to examine the relocation of the transfer station to Cedar Street site	\$60,000
Solid Waste	2-4 years	Preliminary engineering report to examine the retrofit of the existing transfer station for equipment and records storage and potentially vehicle impoundment.	\$50,000
Weed-Mosquito	2 years	Construct a new building for the Weed-Mosquito Department.	\$150,000
<b>Approximate Total Cost:</b>			<b>\$2,236,000</b>





# COUNTY EQUIPMENT PRIORITIES



Each County department owns and maintains a variety of equipment necessary for the efficient provision of services. The tables below identify the current equipment priorities for applicable County departments.

**Table 4 - Clerk and Recorder Priorities**

IMPROVEMENT	ESTIMATED COST
New copier	\$5,000
<b>Total Approximate Cost: \$5,000</b>	

**Table 5 - Elections Office Priorities**

IMPROVEMENT	ESTIMATED COST
ES 200 Voting Machines (7 total)	\$63,000
<b>Total Approximate Cost: \$63,000</b>	

**Table 6 - Road Department Priorities**

IMPROVEMENT	SCHEDULE	ESTIMATED COST
New grader to replace Cat 140 M	1 year	\$180,000
New grader to replace John Deere	1 to 3 years	\$225,000
New grader to replace Cat 160 M	1 to 3 years	\$235,000
Snowplow trucks	1 to 3 years	
¾ pickup truck	1 year	\$95,000
Pickup trucks	2 to 3 years	\$45,000
Replace existing diesel fueling station with updated gas and diesel station	3 to 5 years	\$35,000
<b>Total Approximate Cost: \$865,000</b>		

**Table 7 - Information Technology Priorities**

IMPROVEMENT	ESTIMATED COST
Upgrade of County servers and computers	\$45,000
<b>Total Approximate Cost: \$45,000</b>	

**Table 8 - Solid Waste Priorities**

IMPROVEMENT	SCHEDULE	ESTIMATED COST
Excavator (used)	6 to 7 years	\$110,000
<b>Total Approximate Cost: \$110,000</b>		

# LAW ENFORCEMENT, FIRE PROTECTION AND EMERGENCY SERVICES EQUIPMENT AND FACILITY PRIORITIES



Broadwater County provides law enforcement, fire protection and disaster and emergency services throughout the County. Fire protection outside the City of Townsend is provided by Broadwater County Rural Fire District.

The Sheriff’s Department is responsible for the patrol of approximately 1,238 square miles of the County, including for the City of Townsend. Services provided by the Department include: patrol, detective division, dispatch center, detention, search and rescue victims advocacy. Table 9 identifies the recommended improvements and costs for law enforcement, fire protection and emergency services priorities.

Table 9 - Equipment Priorities

DEPARTMENT	CAPITAL EQUIPMENT	QUANTITY	ESTIMATED COST
Sheriff	Paint old ambulance		\$5,000 to \$7,000
Sheriff	Replace 10 patrol vehicles (\$42,000 per)	10	\$420,000
All EMS	Construct a satellite law enforcement/EMS center in the Wheatland area		\$1.5 Million
<b>Approximate Total Cost:</b>			<b>\$1,927,000</b>



# PARKS AND RECREATION PRIORITIES

**PLEASE NOTE THAT THE RECREATION BOARD NEEDS TO REVIEW THIS DATA**



The Broadwater County Fairgrounds are located 1.5 miles east of the City of Townsend adjacent to US Highway 12 and the Townsend Airport. The Fairgrounds property is co-owned by the County and the City of Townsend and comprises approximately 76 acres. The Fairgrounds function as a typical county fairground with the annual Broadwater County Fair and Rodeo held at the Fairgrounds. The County in conjunction with the City of Townsend and the Broadwater County Trust recently completed a master plan to guide the long-range improvement of facilities at the Fairgrounds. A priority list of projects and project costs was created as part of that process and are found in Appendix 3. Please see the full plan for more details: <https://file.ac/21euCO1oZvCCWBTHZ98i7Q/>

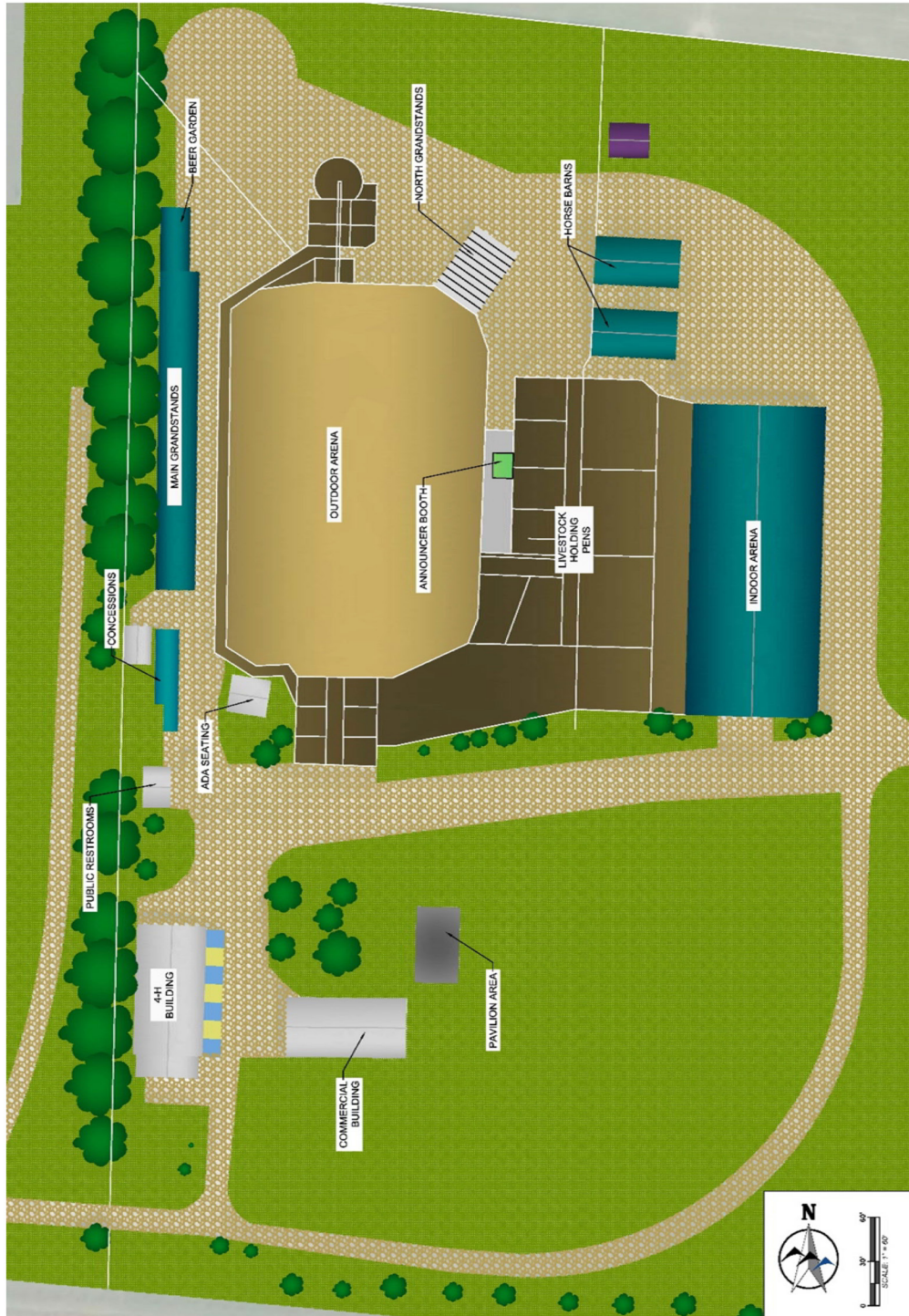
## Recreation

In addition, the County Recreation Board has developed a Recreation Plan to improve existing recreation facilities and create new ones in the County. The primary component of the Recreation Plan is an overall priority list that the Recreation Board developed using input from County and City residents. The priority projects identified in that plan are listed in the table below which includes high level cost estimates for each.

**Table 11 - Recreation Priorities PLEASE NOTE THAT THE RECREATION BOARD NEEDS TO REVIEW AND APPROVE THIS.**

PRIORITY	IMPROVEMENT	POTENTIAL LOCATION	ESTIMATED COST
1	Community Event Center	Potentially Fairgrounds	\$4 to \$6 million
2	Trail System Expansion	Various Locations	Will vary depending upon length and surface.
3	Fairgrounds Planning and Improvement Project	Fairgrounds	See Appendix 3
4	Swimming Pool Liner Replacement	City of Townsend Pool	\$60,000
5	Vault Toilets and Pavilions	Holloway-McCarthy Parks	\$90,000 to \$120,000
6	Automated Irrigation, Vault Toilets and Pavilion	Connor's Park	\$100,00 to \$135,000
7	Skating Rink	Holloway Park	\$30,000 to \$45,000
8	Condition analysis and preliminary architectural report	City of Townsend Pool	\$40,000 to \$70,000
9	Silo's Complex Project	Silo's Marina	Master plan in process
10	Dog Park	TBD	\$50,000
11	Heritage Park Bandshell	Heritage Park	\$200,000 to \$300,000
12	Skate Park	TBD	\$135,000
Approximate Total Cost Could Approach:			\$7,000,000

Figure 4 - County Fairgrounds



Existing Fairground Facilities

# ROAD PRIORITIES

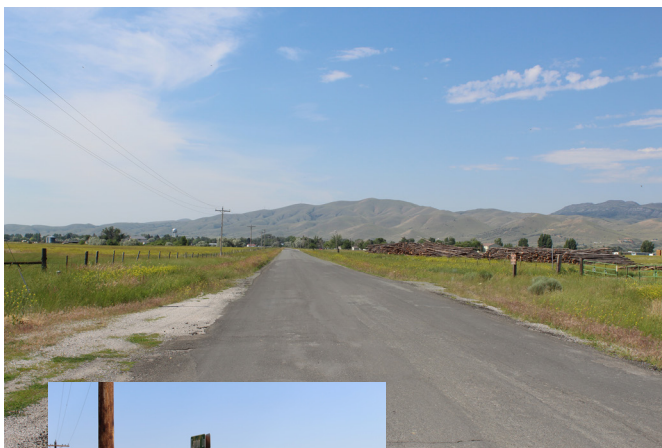


The official number of road miles that the County owns is 759 miles. The County is only able to maintain approximately 523 miles of this mileage. 506 miles are gravel surfaced, and a little over 17 miles are hard surface with asphalt, millings or chip seal.

The following tables list the highest priority road improvement projects as identified by WWC Engineering. This table does not include annual maintenance improvements.

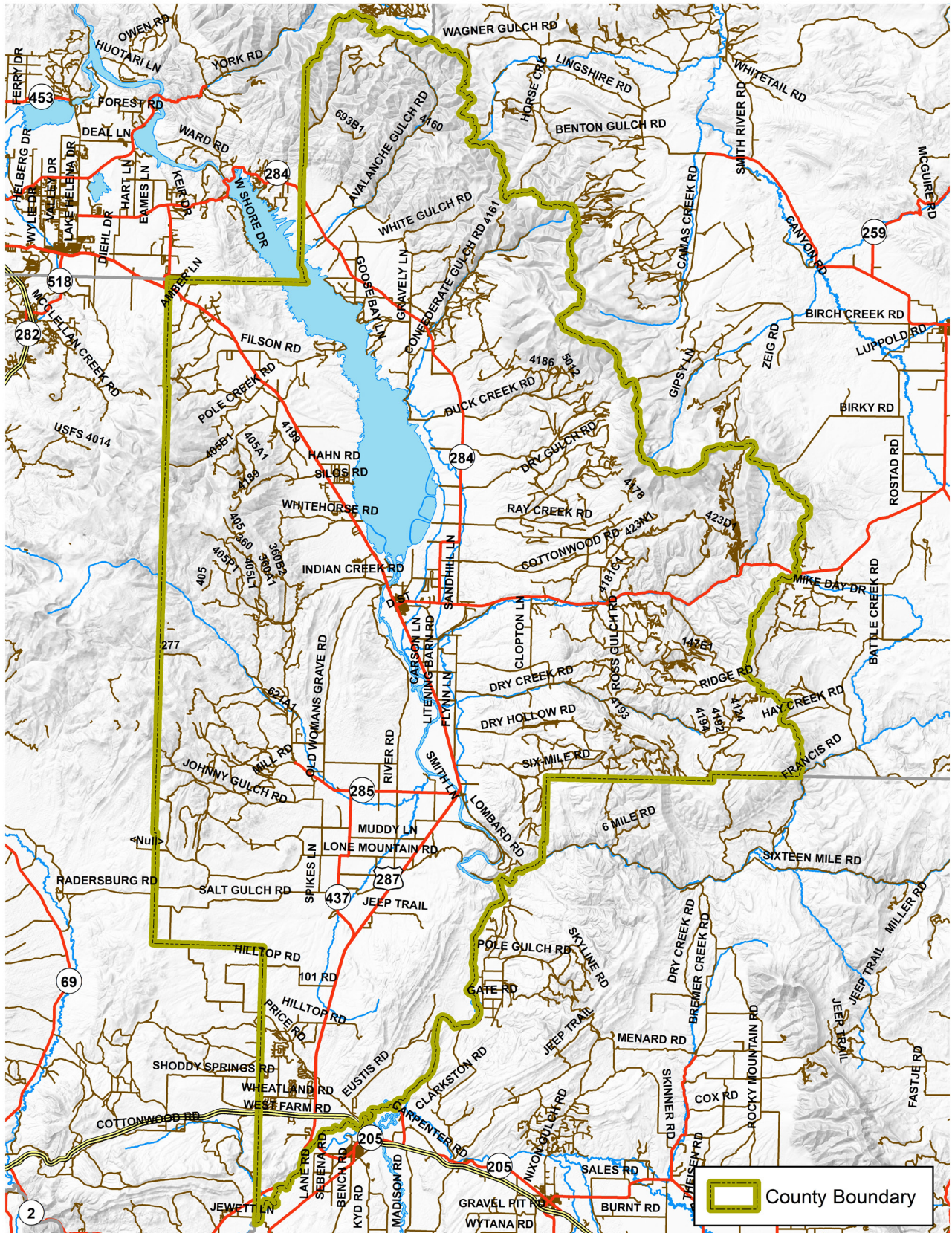
**Table 12 - Overall County Road Priorities**

ROAD	RECOMMENDED IMPROVEMENT	LENGTH (MILES)	ESTIMATED COST	YEAR OF IMPROVEMENTS
Beaver Creek Road	Needs Gravel, 2.5 mi on East end	5.6	\$61,600	2021
Dunbar Road	Proposed New Road	1.0	\$120,000	2021
Goose Bay Lane	Needs Paved	3.1	\$1,500,000	2022
South Fork Ray Creek Road	Gravel and Culverts	7.3	\$179,872	2023
Dry Gulch Road	Needs Gravel	6.4	\$157,696	2023
Cottonwood Road	Needs Gravel and Culverts	9.5	\$234,080	2024
West Farm Road	Needs Crack seal maintenance	1.9	\$67,235	2024
Price Road	Pave to 3 miles; Shared use with Jefferson County	2.0	\$1,400,000	2025
Nelson Road	Rebuild Following 287 Construction	1.0	\$120,000	2026
Delger Road	Asphalt Millings need replaced	2.0	\$14,895	2027
Canton Lane	Asphalt Millings need replaced	0.5	\$3,750	2028
Highway 287 Bypass	Asphalt Millings need replaced	0.3	\$2,400	2028
Old Town Road	Asphalt Millings need replaced	3.7	\$27,750	2028
KOA Road	Widen and Millings	0.9	\$51,750	2030
101 Road	Add gravel to surface	5.0	\$121,968	2030
Silos Road	Needs to be paved	1.4	TBD	TBD
<b>Approximate Total Cost:</b>				<b>\$4,062,996</b>



# ROAD PRIORITIES

Figure 5 - Roads in Broadwater County



# SOLID WASTE

The County manages solid waste using a main Transfer Station located up Indian Creek Road northwest of the City of Townsend. Solid waste is collected at five (5) container sites location at:

- Dry Gulch
- Winston
- Radersburg
- Toston
- Cedar Street

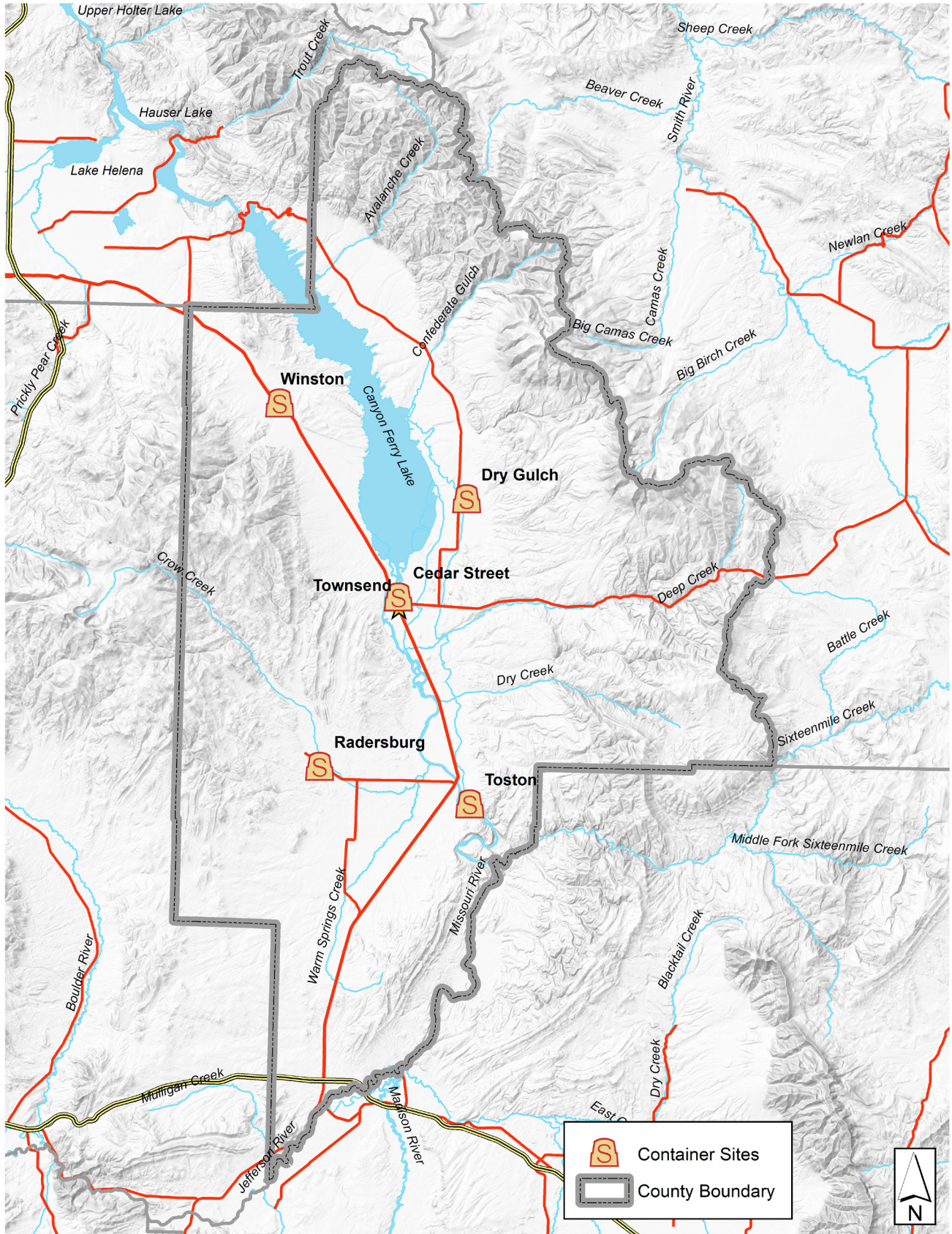
The County is considering relocation of the existing solid waste transfer station from its Indian Creek Road location to a different site to improve the efficiency of the solid waste collection services.

Table 13 - Solid Waste Priorities

IMPROVEMENT	ESTIMATED COST
Preliminary engineering report to examine the relocation of the existing transfer station	\$60,000
<b>Total Approximate Cost: \$60,000</b>	



Figure 6 - Location of Solid Waste Container Sites





## RESIDENT OUTREACH



The Broadwater County Commissioners worked to engage the residents of the County about their ideas and priorities during the development of the CIP and the update of the Growth Policy.

The County's consultant created an online/hardcopy survey to allow residents to easily submit comments to the Commissioners. While the survey focused primarily on issues related to the Growth Policy, it still provided the Commission with valuable information for the CIP. The survey was marketed through flyers, handouts and an email listserv. The results showed that residents think that County infrastructure is relatively important as compared to economic development, fire protection, emergency medical services and healthcare.

In addition, Commissioners posted the draft plan on the County website for residents to review. They published legal notices in the Broadwater Reporter to advertise the date of the Commission's public hearing on [REDACTED] at Broadwater County Courthouse in Townsend. The Commission accepted public comment on the draft plan at the hearing. [REDACTED] people provided input on the draft plan.

## Funding Considerations

The County Commissioners value the input of residents and the staff of each County department regarding their list of project priorities. This information was invaluable for planning and prioritizing the capital improvements that the County pursues. However, due to Broadwater County's budgetary constraints, it is important for residents and County staff to understand the County faces financial challenges. This is particularly true when viewed in the context of national and state budget conversations and how they affect the County's overall budget.

Given the uncertain future of federal and state funding, and the County's limited capacity to raise taxes, the importance of capital improvements planning is greater than ever. Ultimately this CIP will also allow the County to be more fiscally proactive and resilient. The County has made a significant effort to include department input into establishing the priorities listed in this document.

## Priority Recommendations

Broadwater County has updated this Capital Improvements Plan (CIP) with the intended purpose of establishing priorities during the budgeting process. Although projects have been identified as needs in the County, the Commissioners made the difficult decision to identify the final priorities. Their prioritizations were based on various impacts to the entire County. See Table 1 for those priorities.

The Commissioners prioritized projects depending upon whether a project was already committed to being developed; provides or supports an essential service; eliminates a threat to public health or safety; or is necessary to meet state or federal regulations such as the Americans with Disabilities Act. The responsibility of prioritizing each project belonged solely to the County Commissioners with input from their department managers, staff, and residents.

Each year, the Commissioners will utilize this CIP as they set the County's overall budget. An annual update of this CIP should be done as projects are completed or priorities change.

## Timeline

In general, Broadwater County will strive to initiate the development of priority projects within one to three years of adoption of the CIP. The Commissioners might commence with the development of lower priority projects sooner if funding becomes available, but the undertaking of the less urgent projects will likely not occur within the five-year planning period of this document.

Ultimately the implementation for all the projects listed in this CIP is contingent on the availability of funding.

## Financing Improvements

Financing a project is one of the most difficult and important parts of completing a capital improvement project. The analysis to fund projects is meant to keep tax rates stable and to maximize state and federal loan and grant aid for capital expenditures. Incurring some debt is expected with large capital projects, and any evaluation will need to balance debt service and operating expenditures and identify the County's available debt capacity and acceptable debt service levels.

The following is a brief description of the most common funding sources used by Montana communities to fund capital improvement projects. Funding options include bonding, creating special improvement districts and capital improvement funds, impacting service charges, and federal, state, and private grant and loan funding. This is not an all-inclusive list of funding opportunities. The method of financing the County selects will depend on the scope and budget of a project. Each option should be carefully evaluated based on the project and needs and capacity of the community.

## Bonding

The different types of bonds authorized under state law have applications and requirements.

### A. General Obligation Bonds

General obligation (G.O) bonds are guaranteed by the full faith and credit of the local government issuing the bonds. By pledging the jurisdiction's full faith and credit, the government undertakes a legally binding pledge to repay the principal and interest by relying upon its taxing authority (7-7-4204, MCA). This obligation must, therefore, be ratified by an affirmative vote of the citizens before the bonds may be issued (7-7-4221, MCA). Due to the relative security of the repayment of G.O. bond principal and interest, and because the interest paid to the bondholders (lenders) may be exempt from state and federal taxes, lenders are usually willing to accept a lower rate of interest. As a result, the cost of the capital project will be somewhat less for the local government and their taxpayers.

### B. Revenue Bonds

Revenue bonds are not guaranteed by the taxing authority of the local government entity issuing the bonds, and they are, therefore, somewhat less secure than G.O. bonds. Even though the bondholder's interest earnings on revenue bonds may also be tax exempt, the bond market will usually demand somewhat higher interest rates to attract lenders. Revenue bonds are backed only by the revenues from fees paid by the users of the capital facility, such as a municipal water or wastewater system or Rural Improvement District (RID) for County improvements such as roads and bridges. Because revenue bonds do not involve a pledge of the full faith and credit (taxing authority) of the municipal government, revenue bonds do not require voter approval (7-7-4104 and 7-7-4426, MCA).

## Rural Improvement Districts

Rural Improvement Districts (R.I.D.) may be formed to repay loans and have been used extensively to install water lines, sewer lines, paved streets, curbs, gutters, sidewalks, etc. Certain steps and requirements must be followed, and Title 7, Chapter 12 of Montana Code Annotated should be reviewed and followed.

The steps required to form an R.I.D. are as follows:

- Define the purpose (construct/reconstruct a road, bridge, water; main, sewer main, stormwater management, etc.;
- Define the boundaries – which property owners benefit from the improvement;
- Determine the costs – engineering, construction, bond counsel, financing;
- Prepare Resolution of Intent, outlining the above;
- Conduct a public hearing;
- Prepare a Resolution to Create the District, and levy the assessment; and
- Send to the county treasurer to put on property tax bills.

An R.I.D. can be requested either by property owners or by the County Commission. If during the public hearing portion of the process, 51% or more of the property owners protest the issue, it cannot proceed. Timing is important because the “financing” of these types of projects is through the taxation process.

## Capital Improvement Fund

Montana budget law provides that municipal governments may appropriate money to a capital improvement fund from any of the several government funds in the amount up to 10 % of the money derived from that fund's property mill tax levy (7-6-616 ,MCA). The CIP must be formally adopted by resolution of the governing body and

should include a prioritized schedule for replacement of capital equipment or facilities with a minimum \$5,000 value and a five-year life span, as well as the estimated cost of each item.

### Service Charges

The most common source of revenue to meet operating and debt service costs of utility systems are by monthly service charges to all users. The service rates should be established to reflect charges to various customer classes or users according to the benefits received.

### Annual Needs Assessment

Local governments are encouraged to annually assess their needs. A needs assessment can focus solely on public infrastructure or it can include every service provided by the government. This assessment should occur before elected officials and department heads begin to prepare their budgets for the next fiscal year.

There are several methods for assessing a community's needs. Public hearings, online surveys, questionnaires in local newspapers, advisory committees, and preliminary engineering or architectural reports are just a few of the ways Montana communities have assessed their needs. However, as needs are measured, it is very important that the information be thoroughly documented, and the information presented to the public. See the section Public Outreach and Engagement on page 6 for a description of how Broadwater County attempted to measure Broadwater County's needs for this CIP.

**Department of Commerce Treasure State Endowment Program (TSEP) Grants** can provide up to \$15,000 for preparing Preliminary Engineering Reports and Capital Improvements Plans. These grants require a dollar-for-dollar match.

**Department of Natural Resources and Conservation (DNRC) Renewable Resource Grant and Loan Program (RRGL)** offers planning grants that can be used for preparation of new PER or Technical Narrative (\$15,000 max) and updates to Technical Narratives and PER's, as well as CIP's (\$8,000 max). The planning document must address natural resource concerns.

**Department of Commerce Community Development Block Grant (CDBG) Planning Grants** are available on an annual cycle (up to \$50,000) for planning activities and documents (Growth Policy, CIP, Housing Plans, CEDS, etc.) and preparation of Preliminary Engineering Reports (PER), Preliminary Architectural Reports (PAR). CDBG may consider funding applications for a PER or CIP secondary to other planning priorities due to other available State and Federal Program funds. CDBG planning grants require a 1:3 local match contribution.

**Montana Office of Tourism and Business Development Tourism Grants** are available to Certified Regional Development Corporations (CRDC's), tribal governments, or other economic development organizations, not part of a CRDC region, to support economic development planning activities. This program is administered through the Department of Commerce and projects include central business district redevelopment; industrial development; feasibility studies; creation and maintenance of baseline community profiles; matching funds for federal funding; preproduction costs for film or media; and administrative expenses. In general, the Department will award up to \$1 for every \$1 in documented matching funds up to a total of \$25,000 in BSTF funding.

**USDA Rural Development (RD) Special Evaluation Assistance for Rural Communities and Households (SEARCH)** grants are available for rural areas with populations of 2,500 or less and have a median household income below the poverty line or less than 80 percent of the statewide non-metropolitan median household income. Funds can be used to pay for predevelopment planning costs, including feasibility studies to support applications for funding water or waste disposal projects, preliminary design and engineering analysis, and technical assistance for the development of an application for financial assistance.

**Treasure State Endowment Program (TSEP)** is a State funded grant program administered by the Montana Department of Commerce (MDOC). TSEP provides financial assistance to local governments for infrastructure im-

provements including water, wastewater, stormwater, solid waste and bridge systems. Grants can be obtained from TSEP for up to \$500,000 if the projected user rates are less than 125% of the target rates, \$625,000 if projected user rates are between 125% and 150% of the target rate, and up to \$750,000 if the projected user rates are over 150% of the target rate. TSEP grant recipients are required to match the grant dollar for dollar, however, the match may come from a variety of sources including other grants, loans, or cash contributions.

**Renewable Resource Grant and Loan Program (RRGL)** is funded through interest accrued on the Resource Indemnity Trust Fund and the sale of Coal Severance Tax Bonds. RRGL is a State program administered by the Montana Department of Natural Resources and Conservation (DNRC). RRGL's primary purpose is to conserve, manage, develop, or protect Montana's renewable resources. Grants of up to \$125,000 are available for projects that meet one or more of these objectives.

**Community Development Block Grant (CDBG)** is a Federally funded program by the US Department of Housing and Urban Development (HUD) and administered through the Montana Department of Commerce. The primary purpose of the CDBG Program is to benefit low to moderate-income (LMI) families. To be eligible for CDBG funding an applicant must have an LMI of 51% or greater. The CDBG grant funds can be applied for in an amount of up to \$450,000 with a limit of \$15,000 per LMI household, so a community needs 30 LMI households to apply for the maximum grant funds. The use of CDBG funds requires a 25% local match that can be provided through cash funds, loans, or a combination thereof.

**USDA Rural Development Water and Environmental Program (RD)** provides grant and loan funding to districts, municipalities and counties for infrastructure projects that improve the quality of life and promote economic development in Rural America. Communities with populations less than 10,000 are eligible to apply; however, RD gives the highest priority to projects that serve rural areas with populations equal to or less than 1,000. RD bases grant eligibility and loan interest rates on a community's median household income and user rates. If the area to be served has an MHI of \$38,205 or lower and the project is necessary to alleviate a health and/or sanitation concern, up to 75% of the RD funded project costs are grant eligible. RD generally advises communities not to expect grant awards greater than 25% of the RD funded project costs.

**USDA Rural Development (RD) Community Facilities** provides grant and loan funding to develop essential community facilities in rural areas. Funds can be used to purchase, construct, and or improve essential community facilities, purchase equipment and pay for related project expenses. Examples of essential community facilities include health care facilities, public facilities (town halls, courthouses, airport hangars, streets), community support and educational services (childcare centers, community centers, fairgrounds), public safety, educational services, local food systems and food banks. Grant funding is based on population and median household income.

**Drinking Water and Water Pollution Control State Revolving Fund (DWSRF & WPCSRF)** provides low-interest loan funds for water, wastewater, stormwater and solid waste projects. The SRF Program is administered by the Montana Department of Environmental Quality.

**Economic Development Administration (EDA)** provides grant funding for infrastructure projects that demonstrate a need for the placement of a new business. The amount of a grant award is dependent on the number of jobs created.

**Montana Department of Transportation, Transportation Alternatives (TA) Program** is a Federally funded program that provides funding for programs and projects defined as transportation alternatives. Transportation alternatives include on and off road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility. They also include community improvement activities, and environmental mitigation, recreational trail program projects, safe routes to schools projects, and projects for planning, design or construction of boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways. A 13.42% match is required for all off-system projects.

**National Park Service Rivers, Trails and Conservation Assistance provide Technical Assistance** to community groups, non-profits, tribes, and state and local governments to design trails and parks, conserve and improve access to rivers, protect special places, and create recreation opportunities.

**National Endowment for the Arts (NEA)** has several assistance programs to fund Creative place-making including art into revitalization work, including parks, downtown pathways, plazas, green spaces, wayfinding, and cultural tourism. All programs require a 1:1 Match.

**Department of Health and Human Services- Community Economic Development (CED) Program** works to address the economic needs of individuals and families with low income through the creation of sustainable business development and employment opportunities. CED's projects create employment opportunities.

**Bridge and Road Safety and Accountability Act (BaRSAA)** was passed by Montana's 65th Legislature and provides for graduated increases in the motor fuel tax by fiscal year 2023 (6 cents in gasoline/2 cents in diesel). Each year, 35% or \$9.8 million of the proceeds (whichever is greater) is allocated to the Montana Department of Transportation (MDT) and the remainder (approximately \$21 million by FY 2021) is allocated to local governments. BaRSAA funds can be used by local governments to pay for the construction, reconstruction, maintenance, and repair of rural roads, city or town streets and alleys, bridges, or roads and streets that the city, town, county, or consolidated city-county government has the responsibility to maintain. Capital equipment is not eligible.

Funding can also be used as the match for federal awards. Local governments must match all distributions from the BaRSAA account with a 5% funding match. The projected 2020 distribution amount for Broadwater County was \$48,022.95, with a local match of \$2,401.15. Local governments can apply for their disbursement through Montana's WebGrants online grants portal through November 1, 2020. The MDT will distribute the requested fund within 30 days of completed requests.

**Federal Highway Bridge Replacement and Rehabilitation Program (HBRRP)** provides funding, via the Montana Department of Transportation (MDT) for the rehabilitation and replacement of deficient bridges. There is funding for both On-System and Off-System bridges:

- 1) **On-System Bridge Replacement and Rehabilitation Program:** The On-System Bridge Program receives funding through the Federal HBRRP. The On-System Bridge Program receives 65% of the HBRRP funds. In general, On-System Bridge projects are funded with 80% federal funds and 20% state funds. Projects eligible for funding under the On-System Bridge Program include all highway bridges on the State system. The funds can be used for either rehabilitation or replacement.
- 2) **Off-System Bridge Replacement and Rehabilitation Program:** The Off-System Bridge program receives 35% of the Federal HBRRP allocation. Off-System Bridge projects are funded with 80% Federal funds and 20% State funds. Projects eligible for funding under the Off-System Bridge Program include all bridges not "on-system," at least 20 feet long in length, and that have a sufficiency rating of less than 80.

Selection procedures for both programs are based on a ranking system that weights various elements of a structure's condition and considers local priorities. MDT Bridge Bureau personnel conduct a field inventory of off-system bridges on a two-year cycle.

**Federal Land Access Program (FLAP)** was created to improve transportation facilities that provide access to, are adjacent to, or are located within federal lands. FLAP supplements state and local resources for public roads, transit systems, and other transportation facilities, with an emphasis on high-use recreation sites and economic generators. With 386,833 acres of federal lands, Broadwater County is an excellent candidate for FLAP funding. Grant awards can be substantial; however, the program requires a 13.42% match.

**FEMA Assistance to Firefighters (AFG)** The goal of the Assistance to Firefighters Grants (AFG) is to enhance the safety of the public and firefighters with respect to fire-related hazards by providing direct financial assistance to eligible fire departments. This funding is for critically needed resources to equip and train emergency personnel to recognized standards, enhance operations efficiencies, foster interoperability, and support community resilience. Grant awards range from a few thousand dollars to hundreds of thousands of dollars. Eligible uses of funds include fire trucks, EMS equipment, personal protective equipment, equipment, and modifying facilities. FEMA also has funds available for fire prevention and safety programs, fire station construction, and staffing for adequate fire and emergency response. The match for jurisdictions that serve 20,000 residents or fewer is 5 percent of the grant awarded.

**Pre-Disaster Mitigation (PDM)** The PDM Program, authorized by Section 203 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, is designed to assist States, U.S. Territories, Federally-recognized tribes, and local communities in implementing a sustained pre-disaster natural hazard mitigation program. The goal is to reduce overall risk to the population and structures from future hazard events, while also reducing reliance on Federal funding in future disasters. PDM grants are funded annually by Congressional appropriations and are awarded on a nationally competitive basis. Small, poor communities may be eligible for up to a 90 percent Federal cost share.

FEMA requires state, territorial, tribal, and local governments to develop and adopt hazard mitigation plans as a condition for receiving certain types of non-emergency disaster assistance, including funding for PDM mitigation projects. For more information on the mitigation plan requirement, visit <https://www.fema.gov/hazard-mitigation-plan-requirement>.

**Private Foundations** can provide funding for various capital improvement projects. Local and national foundations can support community development initiatives and offer unique opportunities to fund capital projects.

# APPENDIX 1: ROAD DEPARTMENT EQUIPMENT INVENTORY



TYPE	MAKE	MODEL	YEAR	MILES/HOURS
Dump Truck	Ford	L9000	1988	770,620
Dump Truck	Peterbilt	379	1988	1,203,065
Dump Truck	Kenworth	T600	1991	748,377
Dump Truck	Sterling		2007	245,841
Dump Truck	Kenworth	W900	1997	609,505
Dump Truck	Peterbilt		2001	704,869
Pickup Truck	GMC	½ ton 4x4	2000	187,213
Pickup Truck	GMC	¾ ton 4x4	2000	182,556
Pickup Truck	Chevy	¾ ton 4x4	2000	142,480
Pickup Truck	Ford	¾ ton 4x4	2008	131,224
Pickup Truck	Ford	¾ ton 4x4	1979	135,158
Grader	John Deere	772D	2005	8,900
Grader	Caterpillar	160M	2008	
Grader	Caterpillar	140M	2010	4,950
Grader	Caterpillar	160M3	2017	1,438
Loader	Caterpillar	928		10,430
Loader	Caterpillar	936		5,801
Backhoe	John Deere	310E		3,456
Roller	Caterpillar	533		1,440
Snowplow	GMC	Topkick	1985	151,050
Tractors	John Deere	4055		7,073
Tractors	John Deere	2555		5000+
Pull Truck	Kenworth	T-800	1997	751,128
Pull Truck	Peterbilt	379EXT	2007	785,114
Water Truck	Freightliner		2001	497,434



# APPENDIX 2: SOLID WASTE DEPARTMENT EQUIPMENT INVENTORY



TYPE	MAKE	MODEL	YEAR	MILES/HOURS
Semi-Truck	Kenworth		1996	540,577
Truck	Sterling		2007	379,282
Trailer	Wilkens		2007	
Excavator	Caterpillar	120CAT		86,774
Loader	Caterpillar	930	2009	7,359
Pickup Truck	GMC		2006	150,289
Service Truck	Ford		1989	22,586
Backhoe	Caterpillar	420D		3,152
Skidsteer	Case	SR200	2012	486

# APPENDIX 3: FAIRGROUNDS PRIORITIES



FACILITY	PROPOSED IMPROVEMENT	ESTIMATED COST
Grounds	On-Site Wastewater System	\$250,000
	Lift Station & Force Main to City	\$552,000
4H Building	Bathroom improvements to serve more than one person at a time	\$326,633
4H Building	Improved Insulation	\$56,000
4H Building	Rodent Control	\$1,200 per year
Public Restrooms	Public Restrooms	\$30,000
4H Building	Electrical upgrades	\$53,500
New Sale Barn/Multi-Use Building	Hold up to 350 people	\$1,969,830
4H Building	New Insulated overhead door	\$2,500
4H Building	Heating improvements	\$40,000
4H Building	New Folding Bleachers to replace old wooden benches	\$36,000
Indoor Arena	Electrical upgrades	\$213,700
Grounds	Pavilion/stage for concrete pad next to commercial building.	\$45,000
Grandstands	Cover over the front of the larger grandstands next to the Arena	\$97,600
New Sale Barn	New Sale Barn - finished/heated building for 4H Sale	See Combined Facility
4H Building	Kitchen expansion & refrigeration improvements	\$35,000
Grounds	Preservation of existing field immediately north of the fairgrounds is necessary for temporary cattle storage	\$0
Grounds	More Parking	\$0
Grandstands	Cover over the smaller grandstands to the North	\$62,400
4H Building	Acoustics improvements	\$5,600
New Multi-Use Facility	New Multi-Use facility to hold banquets and fundraisers for up to 300+ people	See Combined Facility
4H Building	Expansion of 4H Building to accommodate larger events. Possible tee-in with commercial building?	Not Feasible
Public Restrooms	Additional Public Restroom locations	See Multi-Use Facility
Indoor Arena	Addition of Spectator seating (addition to east side of arena)	\$754,303
4H Building	More outlets on outside of building	See Electrical Upgrades
Recreation	Multi-use pathway from town to the Fairgrounds	\$377,500
4H Building	Paint and Seal concrete floor	\$2,500
Indoor Arena	Add large overhead fans	\$19,800



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