

APPENDIX A8 PUBLIC FACILITIES

(September 10, 2002)

Growth and development in a community increases the demand on the public services and facilities. This section looks at the adequacy of the major public services in Sanford and Springvale and the future needs of these departments to meet the demands of a growing community.

A. General Government

1. Existing Situation

The administrative offices are housed in the Town Hall and Town Hall Annex on Main Street in Downtown Sanford. Both facilities were recently renovated and connected into one building. The complex, in addition to housing the Town's administrative offices, also contains the Police Station and the offices of the School Department.

2. Future Needs

The renovation project resulted in the Town Hall facility having adequate space and facilities to meet the administrative needs of the community for the foreseeable future except for the needs of the Police Department discussed below.

B. Fire Protection

1. Existing Situation

The Sanford-Springvale Fire Department was created in 1966 as a result of the merger of the previously independent Sanford and Springvale Fire Departments. In 2002, the department provides fire inspections services through the Fire Marshal's Office located in the Central Fire Station. In addition the Department has a full-time Fire Prevention and Education Officer and a full-time Training Officer. The department provides full suppression services and Emergency Medical Services. There is a complement of 45 uniformed personnel, including a chief and assistant chief, and two civilian personnel. Fire Suppression services are supported by a paid volunteer call division of 45 members.

The department operates out of three stations. Central Station is located near Town Hall and there are two district stations, one located in Springvale and one in South Sanford. Central Station houses all administrative services including Inspections, Prevention, Education, and Training.

The department operates with ten man shifts, using the four-shift system of working two ten hour days and two fourteen hour nights with four days off. Central Station has six firefighters that man the pumper, ladder, and two ambulances. Normal assignments are two men on the pumper and two men on the ladder with two paramedics in the ambulance. Stations are manned 24 hours a day.

Fire Department equipment is housed at the respective stations as follows:

Central Station was built in 1967. Since that time, services demanded by the general public have increased and changed the manner in which the department operates. The result has been an increase in personnel and increasingly-specialized equipment. Equipment housed at Central Station includes:

- X Engine 2
- X Engine 6
- X Ladder 2
- X Squad 1
- X Prevention 1
- X Staff 1
- X Staff 2
- X Rescue 1
- X Rescue 2

Springvale Station was built in 1927 and is located on Oak Street near Route 109. The facility has become antiquated. This is a typical New England station built literally on the sidewalk with bays too small for modern firefighting equipment. Equipment housed at the Springvale Station includes:

- X Engine 1
- X Forestry 1
- X Prevention 2

The **South Station** was built in 1988 to accommodate the growth in South Sanford. This facility is located on Route 109 adjacent to the Sanford Airport and across from the growing industrial park. Equipment housed at South Station includes:

- X Engine 4
- X Ladder 1
- X Forestry 2

The three stations are located along the Route 109 spine of the community, thereby providing generally excellent coverage. Average response time of the primary vehicle is approximately three minutes. In the outlying areas, primary response time can be as high as eight minutes.

The availability of water supply for firefighting purposes in areas served by the Sanford Water District is ample from the hydrant system. In addition, water supply to support sprinkler systems in commercial/industrial buildings, public facilities, and multi-family housing is adequate.

In the outlying areas, the Fire Department does not have access to a continuous water supply as would be possible in the area served by the Sanford Water District. These areas require the department to rely on water sources such as ponds, streams, and rivers. In order to alleviate this problem, the Sanford Fire Department has mutual aid agreements with surrounding towns for bringing this additional water supply to the scene of an incident. Within this rural area, the lack of water mains means that sprinkler systems are generally not feasible for protecting other types of structures. The department has implemented a program administered through the Fire Marshal's Office where new developments are required to supply a water source for fire protection and this process was begun in 2002. This protection is often in the form of a manmade pond or underground storage tanks with a "dry hydrant" attached.

The Sanford Water District has improved the water supply capabilities of the upper area of Route 109 in Springvale by enlarging the water main in 2001, which improved the water delivery abilities of the Fire Department.

Mutual agreements also include responding to incidents closer to the respective stations of surrounding towns regardless of town boundaries.

2. Future Needs

While the current system of facilities is adequate to provide a high level of service to the existing population of Sanford and Springvale and can accommodate significant growth in the community, the Fire Department has a number of issues which will need to be addressed over the coming decade.

These include:

- X Study the merits of either maintaining the Springvale Station or considering replacing the facility, on site, or at another location. The building is 75 years old and is not able to provide for efficient delivery of services. Several issues to be considered would be the size of the facility required in the future and the location of this facility.
- X Study the future needs of Central Station, on its present site, as it has not grown administratively to accommodate the needs of providing support services to a large department. The facility is not able to accommodate the changing needs required to perform the services expected by the community.

- X Study the manpower needs of the department. The department's scope of services continually expands in response to demands from the community as well as regulating agencies and current events. Along with greater demand for services comes the requirement of personnel and equipment to accomplish this task. EMS has grown in its capabilities of providing medical care on the scene and public expectations are demanding these services. In order to provide such skills it takes more manpower to administer life saving techniques along with having the equipment necessary to fulfill this need. This places demands on the firefighter's time and availability that used to be reserved for fire incidences. This must be through a concerted effort by a committee composed of elected officials, the planning board, the building inspections office, the Sanford Water District, citizens, and the fire department and must focus on:

- X Evaluate the demand for services. The general public has demanded more services from their fire departments and required more skills from their firefighters and EMTs. Laws have been enacted that require more training in all areas of the fire delivery system and certification is required in many areas. The State requires that firefighters responding to medical calls (because of the firefighter's proximity to that call) be trained in the medical field. All the necessary equipment is provided for first-responding fire engines including semi-automatic defibrillators. This improves response times and the level of service, but consumes the firefighter's time on more service calls.

- X Training now requires that all firefighters must have attained the level of Awareness in the Hazardous Materials Responses. The Fire Department requires that all Sanford firefighters receive the Operation Level, which is one level higher than required. Current events have tended to increase the level of training asked of firefighters; firefighters are spending more time in training.

- X The Fire Department sees the need for additional equipment in the next few years.
 - X In the last six years, the department has retired 4 engines and replaced them with 2 new engines. These engines improved the delivery services of the department reflecting the modern capabilities that are presently available. The oldest front line first responding pumper is fourteen years old.

 - X Future equipment purchases will be based on life cycles of responding equipment along with the necessity to purchase more specialized equipment to meet the future needs and demands of the fire service.

C. Emergency Medical Services

1. Existing Situation

The Sanford Fire Department provides medical care and transport services. The department has two ambulances (bought in 1998 and 2002). Both ambulances are considered front line pieces as the department responds to nearly 2,200 runs per year for medical services. Both units are housed at Central Station with paramedics assigned to the first rescue and the remaining firefighting personnel manning the second rescue unit when needed. All firefighters are cross-trained and are licensed emergency medical providers from the Licensed Ambulance Attendant level to Paramedic. The second rescue responds to approximately 300 to 400 runs per year.

2. Future Needs

The existing emergency medical system is adequate to meet the future needs of the community. The equipment will need periodic replacement over the coming decade.

D. Police Protection

1. Existing Situation

The Sanford Police Department provides police protection for the community. The department has 53 employees (39 sworn officers and 14 civilians). The department operates out of the basement, first, and fourth floors of the Town Hall Annex. The department is manned 24 hours a day, 7 days a week. Each patrol shift consists of a supervisor and assigned personnel. The department also operates a 911 communications center which provides central dispatching for public safety services.

In a typical year, the department handles approximately 28,000 service calls. In addition to routine patrol services, the department provides investigative services and community education. The DARE program is an elementary education program designed to teach substance abuse prevention. The department also has a school resource officer for the high school and junior high school.

Despite the department's expansion into the fourth floor of the Annex, its facilities are marginal to meet the department's needs. Currently, dispatch, locker rooms, a training/report room, and armorer's office is located in the basement; the chief's office, administrative space, records room, and interview space are located on the first floor; and the detectives' offices are located on the fourth floor. Patrol cars are parked in the public parking lot behind the Town Hall and Annex. There is inadequate area to house some of the department's equipment and to store

impounded items such as automobiles, canoes, and bicycles. In addition, there is no secured holding area—officers must stand and watch any person being held for a police purpose. This situation is not desirable.

2. Future Needs

The current facilities of the Police Department are increasingly inadequate to provide police services to the community. Someday, the Police Department will need a dedicated facility, but in the meantime the department has identified the following areas of possible improvement:

- X provision of more space for storage for bulk items (cars, ATVs, canoes, etc);
- X establishment of a secure area for parking of police vehicles and employee vehicles; and
- X provision of a more secure holding area to increase the safety and efficiency of the department.

E. Solid Waste Disposal

1. Existing Situation

The Town provides curbside pickup of solid waste for residents only. The waste is hauled to a transfer station off Rushton Street, where it is consolidated for transfer to the MERC waste-to-energy facility in Biddeford. Industrial uses and mobile home parks are responsible for delivering their wastes to the transfer station.

The system currently handles an average of 60 tons of waste per day. The volume of wastes has not increased significantly over the past ten years. Most of the solid waste that is not accepted by MERC is removed by private contractors, including wood and brush, metals, and mattresses.

In response to concerns about the MERC system and increases in tipping fees, the department continually investigates alternative disposal arrangements. None of the alternatives has proven to be fiscally prudent at this point.

The Town closed the former Town dump on Rushton Street under a consent agreement with the Maine DEP. After closing of the facility, there was evidence of leaching from the former dump site. The Town has capped the dump and installed a groundwater remediation system that reroutes groundwater around the dump site. It also monitors the quality of the groundwater from these wells to ensure it is safe.

The Town currently has a curb-side recycling program for tin cans, glass, aluminum, and plastics. Recyclables are picked up every other week and a contractor deals with the recycled material.

The Town still operates a landfill for demolition debris and similar materials. This facility is running out of room. The Town works to separate the wood from other materials and has a contractor remove all recyclable material. The Town also has a composting program for leaves.

2. Future Needs

The solid waste system is adequate to meet current trash disposal demands. The Town is going to have to address two solid waste issues in the coming decade.

First, the Town must continue to examine solid waste disposal alternatives. MERC tipping fees have increased steadily in recent years, and at some point there will be less expensive options available to the Town.

The second major issue in the area of solid waste is the need for more space at the transfer station to accommodate expansion. Space for demolition debris is limited, and as the transfer station adds services to accommodate future demand on the facility, it is running out of room.

The transfer station currently charges fees by the yard. The station is planning on adding a scale in the next year to change its fee structure to one based on weight.

F. Highway Department

1. Existing Situation

The Sanford Highway Department provides general public works services for the community including road maintenance, snow removal, and management of stormwater runoff. The department's administrative offices are located in the Town Hall, while the hub of its operations is the Municipal Highway Garage on Lower School Street.

The Highway Garage is in fair to good condition. The garage provides repair facilities for all Town vehicles. Two additional mechanic bays have been added in recent years. This allows the department to operate more efficiently and keep most of its equipment under cover. Vandalism has been an issue in the past, but this activity seems to have abated in recent years.

At the present time, the department stores its sand as well as its sand-salt outside. These piles are covered with tarps when they are not needed. While this is not the

ideal solution, it does offer an increased level of surface and groundwater pollution protection. The department's straight salt is stored in a covered facility.

The department also is responsible for maintaining the dams along the Mousam River. This includes the Square Pond Dam located in Acton, Emery Mills Dam located in Shapleigh, Mill Street Dam, and Mousam Dam. Recently, two of the dams have been refaced and a third has had extensive work performed on it.

2. Future Needs

The major issue concerning the Highway Department is the status of the country roads in rural parts of the town. Given its budget limitations, the department plans one major road reconstruction per year. However, the rural roads are deteriorating faster than the department can keep up with it. This is particularly an issue on the rural roads where commuter activity is increasing.

G. Schools

1. Existing Situation

Enrollments in the Sanford schools grew from 3,798 students in 1991-1992 to 3,885 students in 2001-2002, an increase of 87 students, or approximately 2%. This change occurred unevenly across the system. During this decade, high school enrollments (grades 9 through 12) peaked at 1,295 students in 2001-2002. Junior high enrollments (grades 7 - 8) peaked in 1998-1999 at 694 students, but have since declined to 625 students. Elementary enrollments (grades K-6) declined during the decade from 2,184 students in 1991-1992 to 1,965 in 2001-2002, a decline of 219 students or 10%.

Changes in school enrollments are largely dependent on enrollments from the previous year. For example, the majority of each class will proceed to the next grade every year. Lower enrollments in Sanford's elementary grades suggest that enrollments in secondary grades will decline from their current levels. Elementary enrollments have declined from their peak in 1991-1992; middle school enrollments have declined from their peak in 1998-1999; and high school enrollments will likely decline from their current levels. Projections prepared for the School Department suggest that enrollments could reach approximately 3,200 by 2011-2012, a 18% decline from current levels.

The school department operates nine schools (six elementary schools, the junior high school, high school, and the alternative Lincoln School) to provide educational service to the community. As of 2001-2002, the six elementary buildings had a total enrollment of 2,282, while the estimated capacity of the schools is 2,338. The following is a brief description of the six elementary schools:

- X Edison School - This facility is located on Oxford Street in Sanford. The building was constructed in 1923 and is in need of some repair. The building is used for grades 1 through 6. The school has four classrooms on both the first and second floors, with one classroom as a library, and multipurpose room in the basement.
- X Emerson School - This facility is located on Main Street in Sanford. It was constructed in 1901 and is in need of repairs. The building is used for grades 1 through 3. The school has four classrooms on both the first and second floors and a cafeteria in the basement.
- X Lafayette School - This school is located on Brook Street in Sanford. It was built in 1939 and is in need of repair. The building has inadequate playground facilities. The building is used for grades 1 through 3. The school has four classrooms on both the first and second floors and a multipurpose room in the basement. On the second floor, one of the classrooms is used for special education, Title I, and as a library.
- X Margaret Chase Smith School - This facility is located on the Twombly Road in Sanford. The building was constructed in 1987 and is in good condition but does need some minor repairs. The building serves as one of the kindergarten centers for the community, as well as housing grades 1 through 3. The school has 16 classrooms, a library, an art room, and a multipurpose room.
- X Carl J. Lamb School - This building is located on Pleasant Street in Sanford and was built in 1990. The building is used for grades 1 through 6, as well as housing a kindergarten center. The school has 30 classrooms, library, art room, multipurpose room and gym. This building needs minor repairs and activity field space.
- X Willard School - This building is located on Main Street in Springvale and was built in 1925. The building is in need of many repairs. The building is used for grades 4 through 6. It has 25 classrooms, a computer lab, and a library. The Memorial Gym is used for the gym and as a central cafeteria for four schools.

The Sanford Junior High School is located on Main Street in Sanford. The building was built in 1958 and is in good condition, although it does need some repairs and improvements. As of April 1, 2002, the building housed 639 seventh and eighth graders. The building has a capacity of approximately 650 for a traditional junior high school program, although to meet the Maine Learning Results program it will

have to reduce capacity or add new space. Conversion to a middle school type program will reduce the capacity. The building has 36 classrooms, a library, a cafeteria, and a gym.

The Sanford High School is located on Main Street in Sanford. The building was built in 1970 and is in good condition, but needs upgrades and improvements. The building is used for grades 9 through 12 and night school and includes the Sanford Regional Vocational Center. As of April 1, 2002, the building housed 1,208 high school students. The building has a capacity of approximately 950 students. The school is operating in excess of its capacity by using the cafetorium and library as classrooms and the stage as a student area. The building has 42 classrooms, 15 vocational areas, a choral room, band room, 2 lecture halls, a computer room, library, cafetorium, and gym. There are 12 portable classrooms in use at Sanford High School. If the school were to be rebuilt or renovated, it would need to be about two-thirds larger to meet current requirements.

The Lincoln School is located on King Street in Springvale. The building was constructed in 1923 and is now used for alternative education and adult education. It is in need of numerous minor repairs. The building has four classrooms on both the first and second floors with a multipurpose room in the basement.

2. Future Needs

The Sanford School Department is operating near capacity in its elementary schools and at the junior high school and over capacity at the high school. The department's enrollment projections based on 2001 enrollment levels and trends suggest that over the next five years, the system will see a decline in enrollments at the K-3 level (-100), 4th through 6th level (-200 students), and at the 7th and 8th grade level (-40). Growth in high school enrollments are projected to peak in 2005 and decline for the rest of the decade.

The department's facilities are fully utilized for both regular classroom instruction and to meet special needs. Many of the older schools were not designed to accommodate today's educational requirement nor provide access for the physically disabled. Programs requiring additional space cannot be expanded. Some facilities should be renovated to comply with the Americans with Disabilities Act.

The school department has identified the following space needs in its facilities to accommodate projected enrollment changes and programmatic needs. These needs are based upon the department's 2001 enrollment projections and should be reevaluated prior to any proposed action.

Grades K through Six

- X The department is considering whether to expand the current half-day Kindergarten program to a full-day program. If this were to occur, at least another seven classrooms would be needed. Under current laws, only Margaret Chase Smith and Carl J. Lamb schools could host this expanded service. This would require either the addition of new classroom space or a shift in where students currently attend school.
- X Four classrooms are needed to replace four small (399 sq. ft.) classrooms in the Willard School.
- X Larger, more appropriate multipurpose rooms are needed at Emerson, Lafayette, and Edison Schools. These rooms could be used for physical education classes, cafeteria, and major programs (music).
- X The department should study whether elementary students are being provided with appropriate educational settings. Currently, each elementary school has a different mix of students (for example Emerson serves 1 - 3 and Carl J. Lamb serves 1 - 6). Benefits could be gained by teaching students of similar developmental ages in the same locations.
- X A computer lab room is needed at the Willard School. This room is not needed if one of the four small rooms at the Willard School is used for a computer room.
- X In addition, three special education/Title I classrooms are needed (750 sq. ft. each). Currently, elementary special education students are not being educated in fully adequate rooms.

Junior High School

- X The Junior High School is operating at capacity. More classrooms and activity space will be needed for new programs to help students achieve the Maine Learning Results (for example, visual and performing arts, career preparation, and classical and modern languages).
- X An all-purpose music room is needed to accommodate an instrumental and chorus program that has increased in participation during the past six years. Presently, the instrumental program is on the cafeteria stage, and the choral music program is taught in a classroom, neither of which are appropriate spaces for music.

- X A large area, such as an auditorium, is needed. It would be possible to use the cafeteria if it were renovated. The cafeteria cannot presently be used for large groups.
- X Additional space is needed for the following:
 - X an ESL (English as a Second Language) program - remedial instruction;
 - X school store (small room) - front office for administration and guidance - science lab - a nurses office; and
 - X conference and testing room.

High School

- X Additional space is needed for the following:
 - X band or music area (large area);
 - X drama facility/storage area;
 - X auditorium area -- part of it could be used for study hall;
 - X sixteen regular classrooms;
 - X science rooms;
 - X additional space for visual arts that is currently being housed in the Vocational School;
 - X five special program classroom (regular classrooms) (ESL, reading, two for special education, computer room);
 - X larger kitchen and cafeteria; and
 - X teacher area for desks, files, phone calls (regular room).

Special Education

- X In addition to the rooms previously addressed in this report under K-6, 7-8, and 9-12, the following facility needs have been identified:
 - X space for a teacher and educational technicians to support special education in the various educational programs;
 - X a large space is needed to accommodate physical therapy equipment for the Severe and Profound Program;
 - X a full-sized room is needed for the developmental kindergarten room to accommodate 10 or 11 students in an all-day program;
 - X a small room is needed for speech; and
 - X better space (700 sq. ft.) is needed for students with emotional disorders at Sanford High School.

Vocational Education

- X Space at Sanford Regional Vocational Center is at a premium. There is a need for additional or expanded programs such as Culinary Arts, General Trades, an expanded Building Trades, the addition of pre engineering offerings and space for programs to be determined, expanded space for information technology, welding, media communications, and graphics communications.

H. Health Care Facilities

1. Existing Situation

The Henrietta D. Goodall Hospital, a private, nonprofit community health care organization, is located on June Street in Sanford. The hospital provides a wide range of diagnostic and treatment services to Sanford and Springvale residents, as well as to the individuals from the surrounding communities. The hospital offers medical, surgical, obstetrical and pediatric inpatient care.

The hospital has experienced dramatic increases in the number of outpatient services rendered over the past decade, mirroring a trend seen at other community hospitals.

The hospital also operates the Newton Center (nursing and rehabilitation), Hillcrest Manor (extended care), and the Pavilion (Alzheimer's Disease and related dementia).

There are three other nursing homes in the Sanford-Springvale area, the Maine Stay Nursing Home, Greenwood Center, and the Sanford Health Care Facility. There are also a number of boarding homes in the community which provide a supervised living environment but do not provide nursing care. One of these facilities is the Infirmary (or Mountain View).

Mountain View Acres is a 16-bed, licensed boarding home located on the Hanson's Ridge Road on the site of the former "Poor Farm." The current facility was constructed in 1951 as a boarding home and was operated by the Town for decades. In the late 1990s, the Town entered into a lease agreement with Goodall Hospital, which now operates the facility.

2. Future Needs

The health care needs of the community are well served by Goodall Hospital and the private physicians practicing in the community. The hospital desires to grow and alter its facilities to meet the changing needs of the community. Its location in a

residential area creates the potential for concern as the institution and its related facilities grow.

I. Issues and Implications

The inventory of the Town's public facilities identified the following issues and implications for the future growth and development of the community.

1. General Pattern of Development

Over the past decade, the Town has seen much of its new growth and development occur outside of the built-up areas of Sanford and Springvale. This has led to the need to decentralize municipal services (South Sanford Fire Station, M.C. Smith School) and has resulted in the need to provide intensive services over a larger geographic area, straining the resources of the operating departments.

2. Fire Protection

The slower response times in outlying areas such as the Country Club/Bauneg Beg Pond neighborhood and areas along the New Dam Road, coupled with restricted water supply, limits the fire department's fire fighting capabilities for uses other than scattered single family residences.

The lack of available water supply in the northern end of Springvale and along Route 202 west of Redcoat Lane limits fire protection in these areas for uses other than scattered single family residences.

The lack of water mains to provide fire suppression through sprinkler systems limits the desirability of commercial, industrial, institutional, or multifamily residential uses in areas outside of the portions of Sanford and Springvale serviced by the Sanford Water District.

The outdated Springvale Fire Station inhibits the level of fire protection offered in Springvale.

Firefighters' time is increasingly being consumed by increased training levels and responding to a larger number of service calls.

3. Police Department

The facilities of the police department are becoming inadequate. Additional space is needed for personnel and equipment as well as secured storage for impounded

material. Additional parking is needed. The reorganization of the department's space to relocate the dispatch to the public reception area is a high priority of the department.

4. Solid Waste Department

Increasing tipping fees for service with MERC make alternative waste disposal options more attractive.

Additional services solid waste services and a projected increase in the level of use of the transfer station increase the likelihood that the station will need to be improved or enlarged.

5. Schools

Despite the projected decline in school enrollments over the next decade, the school department will still need improved spaces for education. Program changes, regulatory requirements, and currently over-crowded classrooms all have a need for more space and/or dedicated space. In addition, the potential benefits of consolidating similar grade levels in facilities should be studied.

6. Hospital Expansion

The need for Goodall Hospital to grow and change needs to be accommodated, while balancing this change with the needs of the surrounding neighborhood.