



# **CHAPTER VII**

## **PUBLIC FACILITIES and INFRASTRUCTURE**

### **INTRODUCTION**

The provision of public services is an important element in promoting and protecting the health, safety and general welfare of the community. Waterboro's community facilities and utilities are physical manifestations of services which provide local residents, businesses, institutions and visitors with police protection, fire protection and ambulance service, libraries, road maintenance, water supply, waste disposal, cemeteries and schools. Many of the community facilities represent a substantial investment by the Town of Waterboro and many private owners have, in turn, substantial investments which rely upon these facilities and services.

The need for additional public facilities and services increases as the population grows; residential, commercial, industrial and institutional areas expand; old facilities become outmoded; and living standards and public expectations rise. Most of these facilities and services are funded through local property taxes.

This chapter is divided into sections, each addressing a specific community facility or service. They are the Town Hall and Town Offices, Library, Police Department, Fire Department, Ambulance Services, Water Supply, Solid Waste, Cemeteries, Education and Public Works.

Open space and recreation is included in a separate chapter.

Each section includes an inventory, a brief evaluation of current and projected needs in relationship to existing facilities and services, and recommendations to address these needs.

### **ASSESSMENT OF EXISTING & FUTURE FACILITY NEEDS**

#### **Governmental Services & Town Offices**

##### **Governmental Services**

Waterboro is governed by the Selectmen/Town Meeting form of government, with the three Selectmen serving in an executive capacity and the townspeople exercising legislative duties at duly-called Town meetings. The Selectmen are alternatively elected every four years by a general election and serve in a part-time capacity, receiving nominal compensation. The Selectmen are also referred to as Overseers of the Poor, and are responsible for administering Aid to Dependent Children and other social welfare programs.

As a group, the Selectmen appoint professional personnel and committees to oversee the daily functions of Town government. A cursory glance of the 1989 Town Report reveals the plethora of Town committees responsible for various aspects of municipal functions.

Professional staff include:

- Town Clerk and Assistant
- Tax Collector
- Selectmen's Secretary
- Town Planner
- Two Part-Time Building/Plumbing Inspectors
- Building Department Secretary
- Road Commissioner and Two Assistants

Tax assessing and public engineering services are sub-contracted.

#### Assessment of Current & Future Needs

According to the 1989 Community Attitudes Survey, governmental administration was rated as only "fair". Most write-in complaints focused on specific policy or political issues rather than the delivery of services. A substantial minority of respondents stated that government could be more responsive to citizen's needs. Part of this problem may emanate from the fact that the Selectmen and other key officials serve in part-time positions and may not always be accessible during the day. All Town officials maintain an unwritten policy of receiving citizen complaints and questions by telephone at their homes during the evening.

However, as Waterboro grows, public demand for increased accessibility and broader services will increase proportionately. Therefore, it is anticipated that the following additional staffing may be necessary within the next ten years to meet these public needs:

- Town Administrator

The expanding load of administrative work demanded of Town executives by the State and the increasing complexity of these issues is already exceeding the available hours of the part-time Selectman and other Town officials. Managing a growing community like Waterboro is becoming a full-time job. To respond to this need, it is recommended that Waterboro establish a Town Administrator position. Functioning in a similar capacity as a Town Manager, the Town Administrator would be responsible for managing daily administrative and financial activities, personnel, preparing reports, writing grants, preparing for Town meetings, and a host of other activities that currently compete with the Selectmen's policy making and governing duties. The Town Administrator should be established within the next three (3) years.

• Water System Superintendent

The Maine Public Utilities Commission requires that public water systems be managed by a qualified operator. Therefore, in order to license the South Waterboro Water System, the Town will have to hire such a competent supervisor. Technically, this position will be managed by the independent South Waterboro Water District and financed through user fees.

• Recreation Director/Recreation Department

Increased demand for recreational programs documented in the Community Attitudes Survey will eventually require the establishment of a Recreation Department and Director. Most likely this position will start as a part-time responsibility, eventually progressing to a full-time position if demand warrants. Chapter X discusses recreational issues in greater depth.

• Senior Citizen's Coordinator

The trend observed in Chapter I of a growing elderly population in Waterboro may eventually require the establishment of a Senior Citizens office to serve as a clearinghouse of available county health, social and transportation services, as well as senior activities.

Town Offices

The municipal offices are located in the Townhouse Building off of Townhouse Road in Waterboro Center. The facility contains two distinct wings, each with a different function.

The original Townhouse is an auditorium of approximately 2,040 square feet, complete with a small stage and limited storage space. Originally constructed as a Baptist Church, the Townhouse has long served as the Town meeting house until the population has swelled to the point where the annual Town Meeting has been relocated to Massabesic High School. The auditorium now serves as the location for medium-sized gatherings and Town committee meetings.

The two-story Townhouse addition was constructed in 1979 and contains all other municipal offices in 3,600 square feet of space, including:

Basement:	Storage
First Floor:	Town Clerk Tax Collector Selectmen/Assessor's Office
Second Floor:	Code Enforcement Officer/Building Dept. Town Planner Small Meeting Room Public Restroom (Unisex)

Both the auditorium and the first floor of the addition are handicap accessible, while the second floor remains inaccessible to the mobility-impaired.

Parking is provided to the west and the south of the building and consists of 15 spaces, at least four of which are reserved for municipal employees.

#### Assessment of Office Needs

As the growing population places greater demands on municipal services, Town office space will have to expand. Specific needs will include:

- **Town Administrator's Office/Assessor's Office:**

The current Selectmen's office is too small to accommodate current needs, let alone absorb the spatial needs of a future Town Administrator or the Assessor.

- **Town Recreation Director/Recreation Department:**

As discussed in detail in Chapter X, future recreation program demands mandate the creation of a recreation department and director's office, as well as meeting and function facilities.

- **Filing Space:**

Currently little room is available for the addition of file cabinets and map flat files. Increased service demands will require increased space needs for filing materials.

- **Meeting Space:**

The governing of Waterboro is accomplished through a multiple of volunteer committees. Meeting space for these committees is currently at a premium. As more demand is placed upon Town committees, the need for additional space will increase.

- **Handicap Accessibility:**

The second floor of the Town offices is not handicap accessible in conformance with MRSA. Installation of an elevator is cost-prohibitive and current stairwells cannot accommodate a stair-riser. Remedial action available is confined to insuring that all public meetings are conducted in the Townhouse or other accessible facility.

## Future Facilities Planning

Optional solutions for providing future space needs at the Town offices include the following:

1. Subdivide the meeting room on the second floor of the municipal office building into two smaller offices (6' x 8').
2. Subdivide a portion of the Townhouse auditorium for multiple meeting rooms or offices.
3. As the Waterboro Historical Society moves into the Taylor House, convert the Beall House into office space for either the Planning Department or Elderly Services.
4. Construct a small addition onto the east or north side of the existing building. Little room is available.
5. Expand the building program of the proposed Public Safety building to include municipal offices.

A detailed facilities space analysis and design should be conducted at the Town offices to determine which of these options provides the best short and long-range solution.

## Roads & Public Works

### Roads

Waterboro's most substantial investment in public infrastructure is its 59 mile road and highway network. Chapter V (Transportation) has inventoried and analyzed the functional classification, current and projected AADT, and the structural integrity of the Town road network. One of the principal recommendations of Chapter V is that a comprehensive long-range improvement program be established to protect Waterboro's highway investment. Under such a program, structural improvements have been recommended for the following roads:

- New Dam Road
- Robert's Ridge Road
- Federal Street (in progress)
- Silas Brown Road
- Webber Road
- Town House Road (State-Aid Highway)
- Installation of control signals at the West Road-Route 4/202 and the Route 5-Townhouse Road intersections.

Chapter V also recommends that a long-range pavement management program be instituted whereby all Town roads will be resurfaced by the year 2000. The Waterboro Road Review Committee is responsible for developing and implementing the pavement management program into the 1990's. A tentative implementation and funding schedule is contained in the Comprehensive Plan's Capital Investment Program.

### **Public Works:**

Public works activities in Waterboro are supervised by the Town Road Commissioner and two assistants. Waterboro has had a long-standing policy of subcontracting all major road construction and maintenance projects, including all winter plowing and sanding. Maintenance of recreational areas and municipal grounds is also subcontracted, and supplemented by volunteer assistance.

As a result of this policy, the Town does not employ a public works crew and does not have a capital investment in road equipment, aside from a 1990 Caterpillar backhoe used for incidental maintenance. The Town does maintain a 25' x 60' salt shed and operates a small gravel pit at the municipal site on Bennett Hill Road.

The Town's subcontracting policy has long proven to be an effective cost-savings strategy. Public works services are contracted only on an as-needed basis and for fixed fees, resulting in rapid completion of tasks and an elimination of "make-work" projects. Generally, the quality of work is good, although local residents have complained about pavement conditions and the quality and timeliness of snow plowing in the Community Attitudes Survey. These deficiencies have been addressed by the Road Commissioner and the Road Review Committee.

Although Waterboro's budget commitments to public works parallel that of other communities, the Town periodically debates the advantages and disadvantages of establishing a fully-equipped and staffed public works department.

#### **Advantages include:**

- Reduced costs for material purchases
- Immediate response to emergency situations and small tasks
- Increased control and policing of work quality
- Flexible use of personnel
- Elimination of profit costs

### Disadvantages include:

- Substantial capital investment in equipment
- Substantial payroll and benefits investment - usually at union rates
- Depreciation, maintenance and replacement of equipment
- Increased insurance costs
- Capital investment in maintaining material stockpiles
- Capital investment in a Town garage, expanded Town fuel depots, and site costs to building a public works yard
- Increased administration costs and payroll contract negotiations

At this point, it is to the Town's financial advantage to continue the subcontracting policy. However, as market prices for contractor work increase, the Town should continue to weigh the benefits and competitive costs of establishing a municipal public works department.

### Solid Waste

#### Transfer Station

The Town of Waterboro is a municipal participant in the Regional Waste System's solid waste disposal program and, as such, transports all of its waste to the RWS incinerator in Portland. In 1981, Waterboro was licensed by the Maine Department of Environmental Protection to construct a solid waste transfer station off Bennett Hill Road for the purpose of collecting, compacting, storing and transporting all waste materials to the RWS facility. The Town has contracted with Custom Transfer, Inc. to transport solid waste and manage the overall operation of the transfer station.

In 1989, Waterboro generated and transported approximately 2,400 tons to the Portland incinerator at a tipping fee cost of \$40/ton.

As Waterboro's population and business activity grows in the next decade, the quantity of generated solid waste will also increase proportionately. RWS estimates residential solid waste production based on a per capita average of 2½ pounds per day. Applying this formula to the projected municipal population in the year 2000, it can be estimated that

Waterboro citizens will be generating 3800± tons of solid waste. RWS will be obligated to accept and process Waterboro's future waste stream, regardless of quantity.

### Stump Dump

The Bennett Hill solid waste facility is also the current site of the Town's Stump Dump. The Stump Dump is essentially a landfill that accepts clean stumps, burnable construction and clearing debris, as well as household "white goods", such as appliances and furniture. Annual licenses and a tipping fee for all disposed waste help offset the costs of operating the facility. In 1989, approximately 1,900 cubic yards of material were processed at the Stump Dump.

The facility has, on occasion, been cited for noncompliance with Department of Environmental Protection regulations and is currently under re-licensing review. It is recommended that the Town closely monitor future operations at the Stump Dump to insure that all regulations are met and the facility is not prematurely closed by the State.

According to Sebago Technics' analysis, the Stump dump has a maximum life span of between 13 and 15 years. After close-out of the facility, the Town has two options available for disposing of stumpage and white goods:

1. Develop a new landfill facility.
2. Collect and transport all generated waste to the RWS facility in Gorham.

From a planning perspective, the RWS option provides a better long-range solution to the problem of stumpage disposal. Landfill operations are costly, difficult to permit, and have a limited life span. In addition, most of the available sites for a new facility are located within the Town's aquifer zone, and could pose long-range pollution problems.

RWS is obligated, by its contract with its member communities, to process all stump waste generated on an indefinite basis, thereby providing a permanent solution to Waterboro's waste problem.

The only drawback to the RWS solution is the higher transport and tipping fee costs incurred. Over time, these costs will invariably rise even more. To offset these costs, it is recommended that the Town revise its own tipping fee schedule so that the RWS costs will be offset.

## Recycling Program

Regional Waste Systems has initiated a program for collecting and recycling glass, plastic, metal and newspapers. The Town is currently a participant in the program and a pull-off dumpster is provided at the Bennett Hill site for residents to separate their recyclable materials. The Town receives a credit from RWS for these materials against their tipping fees.

At this time, separation of recyclables at the Town facility is purely on a voluntary basis. However, as tipping fees at RWS and hauling costs increase, the Town may need to institute a mandatory program to reduce costs and meet the RWS goal of 50% recycling of the waste stream by decade's end. In the interim, the Town must continue to encourage increased local participation in its recycling program.

## Composting

In a rural community such as Waterboro, leaves and other yard waste is usually disposed on residential sites. However, commercial operations and densely developed areas may not have this option available. Currently, the Town accepts yard waste at the stump dump for a fee. Rather than needlessly reducing capacity at the Town stump dump or incurring collection and hauling costs to RWS, it is recommended that the Town investigate developing a compost facility. Such a composting system would not only save space and hauling costs, but also provide a rich fertilizer medium for application at Town recreational facilities and for general public use.

## Library

Long located on the third floor of the Massabesic Regional Medical Center, the Waterboro Library has recently been moved to former East Waterboro Elementary School on Route 5 in East Waterboro.

This new facility provides a total of 2,032 square feet of usable area on the first floor, with additional unfinished space available in the basement for expansion and attic space is available for storage.

According to 1988 figures, the Waterboro Library's collection includes the following:

- Total number of books: 6,779  
(fiction and non-fiction)
- Total number of books taken out as of 12/31/88: 11,016
- Encyclopedias: 12 sets  
(newest with copyright 1985)

The periodical section of the Library is small and seldom used. Other features of the Library are a Children's Story Hour which takes place one day a week in the Children's Reading Room which has limited seating and table space.

Staff consists of one part-time librarian. The Library is open to the public for 13 hours at the following times:

Tuesday: 10:00 A.M. - 2:00 P.M.  
 Thursday: 6:00 P.M. - 8:00 P.M.  
 Saturday: 9:00 A.M. - 2:00 P.M.

The creation and continued operation of the Waterboro Town Library has been a long-standing project of the Waterboro Lions Club. Without the Lions' commitment to building the library collection, the daily operation, and most recently the renovation of the new facility in East Waterboro, the local residents would not have access to public library facilities.

Assessment of Current and Future Library Needs

The American Library Association (ALA) has established minimum standards for library facilities and collections. These standards reflect the ALA's vision of an optimal library facility, and often may prove to be beyond the resources of small rural communities. However, the ALA recommendations as shown in Table VII-1 serve as a target goal for meeting the current and future needs of Waterboro residents.

Table VII-1

**ASSESSMENT OF LIBRARY FACILITIES**  
 Standards of the American Library Association

Item	ALA Standards	Current Facilities	Current <sup>1</sup> Needs	Year 2000 <sup>2</sup> Needs
Floor Space	0.7 s.f./person	2,030 s.f.	3,200 s.f.	5,830 s.f.
Collection	3-5 vol./person	6,779 s.f.	13,716 vol.	24,987 vol.
Shelf Space	8 vol/l.f.	--	1,715 l.f.	3,123 l.f.
Staffing	1 librarian/ 2000 pop.	1 librarian	2 librarians	4 librarians

<sup>1</sup> Based on current projected population of 4,798

<sup>2</sup> Based on year 2000 population projections of 8,329

SOURCE: American Library Association; Sebago Technics, Inc., 1990

As Table VII-1 indicated, the Waterboro Library and its collection falls short of ALA recommendations.

### Floor Space

The first floor of the library provides approximately 1,200 s.f. less area than that recommended by ALA. As the need develops, the basement could provide the necessary expansion of floor space. However, the entire library building does not contain enough total floor area to meet ALA standards for a projected population of 8,329 in the year 2000. Assuming the public demand for additional space does arise, two options are available:

1. Construct an addition onto the east side of the existing structure.
2. Incorporate a library facility into the proposed new public safety and recreation facility designated for the Taylor House property.

### Collection

The existing library collection of 6,779 volumes is less than half the size of ALA recommendations for Waterboro's current population. It is clear that Waterboro should aggressively increase its existing collection in order to even marginally meet public needs in the year 2000. Strategies for acquiring additional volumes include:

1. Annual contributions from the General Fund.
2. Continuation of the Lions' annual fund drives.
3. Solicitation of Maine corporations, particularly those major business that have a stake in Waterboro.
4. Institute an "Adopt-a-Book" program among local school children and area businesses.
5. Solicitation of the Maine University System for unwanted, duplicate volumes.

### Shelf Space

Adequate shelf space is a function of the size of a library's collection. With an undersized collection, the Waterboro Library's shelf space is obviously less than ALA standards. As new volumes are obtained, shelf space will have to correspondingly increase at a rate of one (1) linear foot per eight volumes.

### Staffing

Currently, the Lions Club graciously provides one part-time librarian to run the facility. According to ALA standards, Waterboro currently needs two librarians and four by the year 2000. Current public demand does not require additional staffing. However, as the library's collection grows, public use of the library should increase correspondingly. Consequently, additional staffing will undoubtedly be required.

### Parking

The current library has space for twenty parking spaces for an average of one space per 100 square feet in 1990 and one space per 300 square feet in 2000. Current and future parking needs are adequately provided. However, the existing parking lot does need a bituminous overlay and re-striping.

### Handicap Access

The main floor of the library is not currently accessible to the mobility-impaired. By Maine Law, the facility must construct a handicap ramp to remedy this situation.

### South Waterboro Water System

At the present time, the Town of Waterboro does not have a town water system. However, there are plans designed for a water system for the South Waterboro area and the project will undergo construction during 1991.

As a result of the groundwater contamination, the Maine Department of Environmental Protection is funding a potable water system to serve houses with contaminated wells in South Waterboro Village. The D.E.P. funded water system will be enhanced and expanded by the Town of Waterboro using a Community Development Block Grant awarded to Waterboro for this specific purpose. In addition, the Town of Waterboro has appropriated monies for the exploration and drilling of an additional water supply to supplement the current well so that additional homes in the South Waterboro area can be served by Town water and to also provide fire protection to the South Waterboro Village.

The South Waterboro Water System will be constructed in two phases: 1) the initial D.E.P. water system with minor expansions; and 2) additional water supply with storage tank and additional transmission lines.

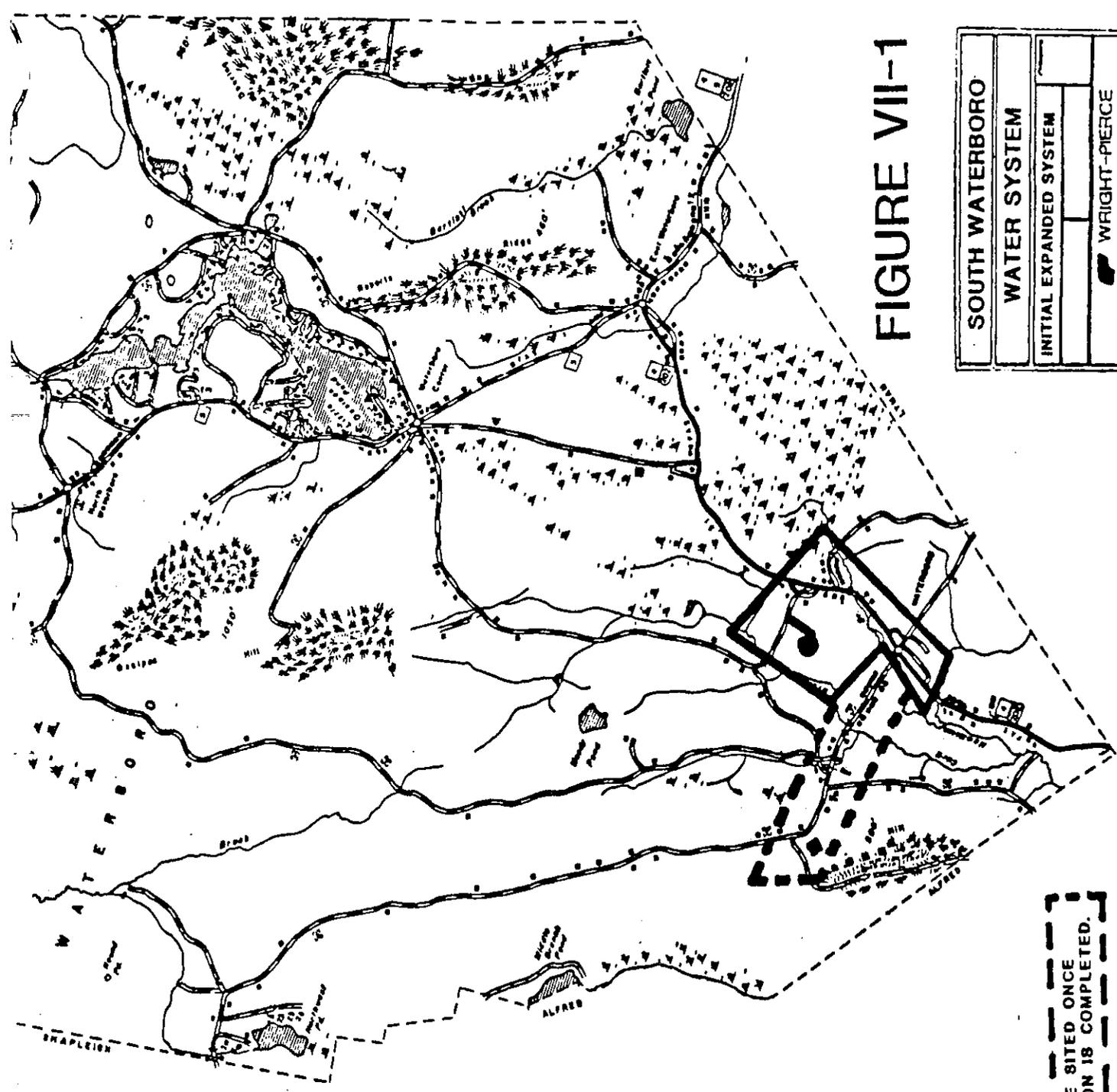


FIGURE VII-1

SOUTH WATERBORO
WATER SYSTEM
INITIAL EXPANDED SYSTEM
WRIGHT-PIERCE

PHASE I - INITIAL SYSTEM

PHASE II - EXAMPLE: TANK TO BE SITED ONCE EXPLORATION IS COMPLETED.

## Initial Water System

The initial water system (see Figure VII-1), which will be funded in full by the D.E.P. and Community Development Block Grant monies, originates in a bedrock well located in South Waterboro off of Straw Mill Brook Road. The well has a yield of 25 gallons per minute which can safely serve approximately 50 homes. The immediate service area will include approximately 18 residences located on Route 202 & 4, Pine Drive and May Street. These residences have proven contamination or are considered to be in very high risk of contamination.

In terms of apparatus of the initial system, it will include the following:

### Item

- \* 22' x 26' Hydroneumatic Pumping Station (complete with submersible well pump 25 gpm capacity), 2 centrifugal booster pumps (140 gpm capacity each), Radon Removal Aeration Unit, chlorinator unit, and a concrete storage basin with a volume of approximately 20,000 gallons.
- \* Fire Hydrants - 20 complete

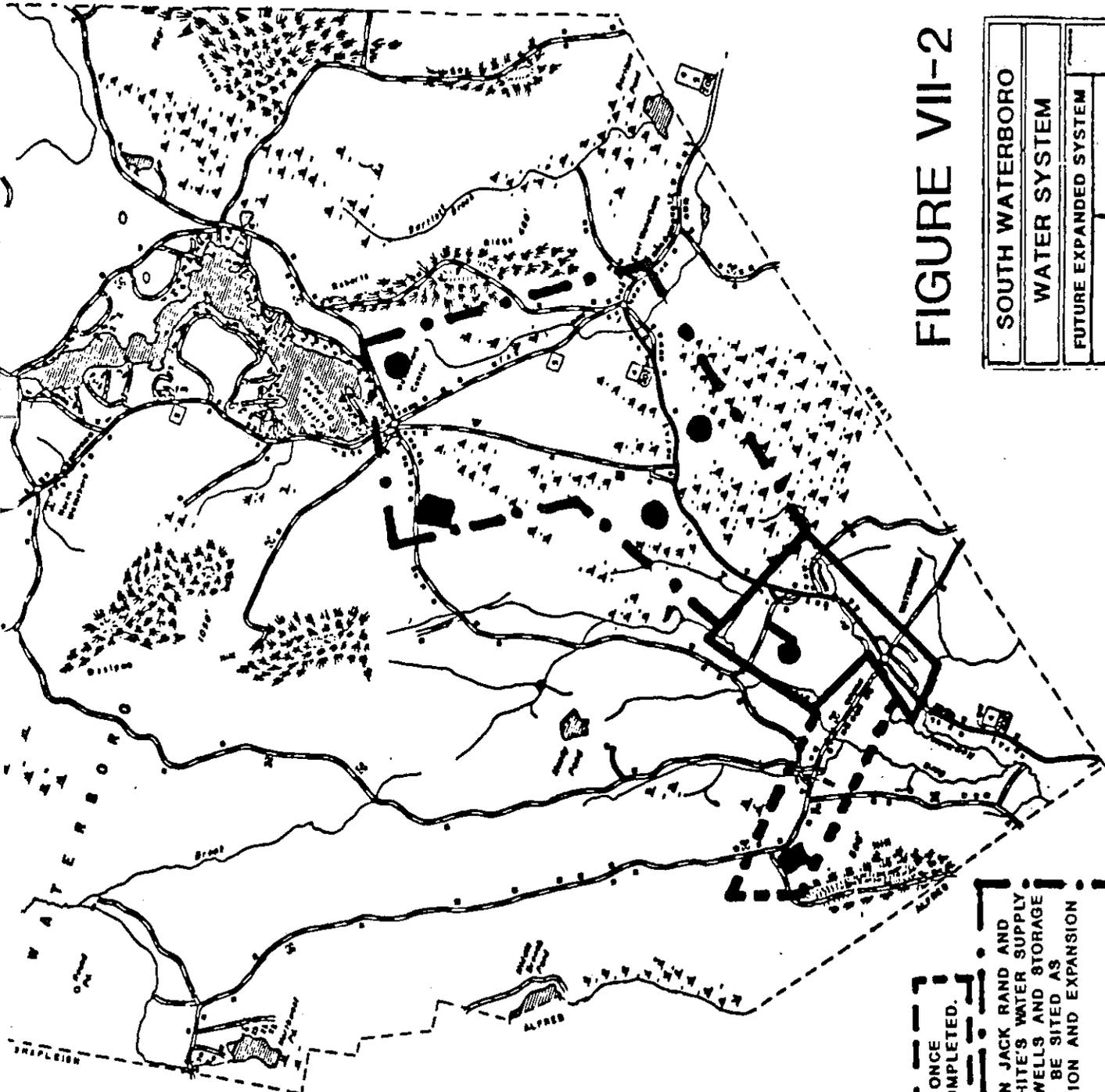
### Pipelines

- 6" Ductile Iron**
- \* Access Road (1780 ft.)
  
- 8" Ductile Iron**
- \* Straw Mill Brook Road (2,300 ft.)
- \* May Street (1050 ft.)
- \* Pine Drive (530 ft.)
- \*\* Pearl Street (1900 ft.)
  
- 12" Ductile Iron**
- \*\*\* Route 202 (4) (6,660 ft.)
  
- \* D.E.P. Funded
- \*\* CDBG Funded
- \*\*\* D.E.P. Funded with CDBG funding the upgrade from an 8" main to a 12" main, with an additional 700 ft. of pipe.

This initial system is expected to go on line in the spring of 1991.

**FIGURE VII-2**

SOUTH WATERBORO	
WATER SYSTEM	
FUTURE EXPANDED SYSTEM	
WRIGHT-PIERCE	



**PHASE I - INITIAL SYSTEM**

**PHASE II - EXAMPLE: TANK TO BE SITED ONCE EXPLORATION IS COMPLETED.**

**FUTURE EXPANSION - EXAMPLE: BASED ON JACK RAN AND CAROL WHITE'S WATER SUPPLY STUDY, WELLS AND STORAGE TANKS TO BE SITED AS EXPLORATION AND EXPANSION OCCURS.**

## Phase II

Currently the Town of Waterboro is searching for an additional water supply to supplement Well #1 so that additional establishments (both commercial and residential) have the opportunity to hook up to Town water. Once the study is completed, an additional well/wells will be drilled and tested for capacity. It is anticipated that an additional water supply will allow for all establishments in South Waterboro (approximately 150) to hook up to the water system and still allow for expansion into East and Center Waterboro.

Phase II will include the siting and construction of a 250,000 gallon storage tank and any additional pipeline that is needed to hook the tank into the initial South Waterboro system. This phase is anticipated to be constructed in late 1991.

## Future System

The South Waterboro Water System will be self-supporting. That is, Town of Waterboro tax dollars will not be used to operate the system. The user fees will support the operation of the water system through a Public Utilities Commission rate structure. The water system will initially be set up as a department of the Town of Waterboro under the auspices of the Board of Selectmen. As time progresses, interest in Town water will determine the pace of expansion of the South Waterboro Water System into other areas of Town. Other criteria that will determine the expansion is the availability of funds for expansion.

As part of the initial water system study, a twenty-year plan of expansion was studied to see the most logical and feasible areas of expansion (see Figure VII-2). The most logical and feasible expansions will occur into East and Center Waterboro villages due to densities of population, as well as the threat of contamination to groundwater in these locales.

## Recommendations

In order to facilitate the expansion of the South Waterboro Water System, it is essential to look at possible financing vehicles for future expansions.

It is also essential to study the demand for Town water and the feasibility of expansion to the demand areas. All of the present studies indicate that the demand for Town water will come from East Waterboro Village, as well as Center Waterboro Village. These areas are presently threatened by groundwater contamination: East Waterboro - Southern Maine Finishing Uncontrolled Hazardous Waste Site, and Center Waterboro - bacteria contamination on Old Alfred Road and surrounding subdivisions.

Keeping this in mind, the following are recommendations for water system expansions:

- \* In developing a fee structure for the South Waterboro Water System, an expansion sinking fund should be established so that funds are available when expansions are needed.
- \* An additional sinking fund, appropriately titled the "Water Supply Sinking Fund", should be established for the exploration of additional water supplies. Expansions are not possible without ample water supply. This sinking fund will allow for additional water supplies when the need arises.
- \* The Waterboro Water Department should actively go after Community Development Block Grants and Farmers Home Administration Grants in order to receive grant funds to expand the system.
- \* The use of low-interest Farmers Home Administration loans will allow the water system expansion with payments spread out over a 30-year period. Interest rates are very favorable for water districts and water departments.
- \* The use of General Obligation Bonds can be used when the expansion is very large and costly. The Water Department should evaluate the possibility of bonds vs. long-term loans to package the best financial deal available.

### Sewer Facilities

The Town of Waterboro does not currently provide any public sewer system to local businesses and residences. From an environmental and economic development perspective, a public sewer would be desirable. The U. S. Environmental Protection Agency has long been the primary funding source for community sewers; however, the EPA has currently discontinued financing construction of any new systems. The present budget morasses in Washington indicate that this EPA policy will remain unchanged. Given the prohibitive costs of sewer construction, Waterboro will not develop a sewer system within the time frame of this plan.

## Police Protection

Although four part-time constables are employed to control traffic and pedestrians at community events, the Town of Waterboro does not fund a full-time municipal police force. Instead, police protection is provided by the York County Sheriff's Department based in Alfred and by the Maine State Troopers out of the Scarborough Barracks. The York County Sheriff's Department has shifts of two officers on duty covering 14 towns, including Waterboro.

A new State Troopers barracks has been constructed in Alfred. It will open in January of 1991 and operate with four uniformed troopers and one sergeant per shift on duty 24-hours. The Alfred barracks will eventually operate with a shift compliment of six uniformed troopers and one sergeant on duty. The barracks will contain a total of 28 personnel, including 18 uniformed troopers and four detectives in the criminal investigation department. Over 85% of the Troopers who will work in the new barracks will either live in or commute through Waterboro, thereby increasing the community's pass-through coverage.

## Response Time

According to the Deputy Chief of the Sheriff's Department, a patrolling sheriff can usually respond to an emergency call from any community within the 14-town patrol area within 15 minutes. However, it can be argued that this average response time increases in the event that both patrolling sheriffs are already responding to a previous call or in the event that multiple calls are received at any one time.

The State Police regularly patrol all State roads within the Scarborough Barracks' jurisdiction, including Route 5, 4/202, and 5A in Waterboro. As such, a Trooper can often response to a call when a County Sheriff is otherwise occupied. A 15-minute response time can be expected unless the patrolling Trooper is currently in or near Waterboro. Off-duty resident Troopers may close this response time gap.

## Assessment of Current Police Coverage

The Maine Municipal Association reports that the State average number of police officers per 1,000 population is 1.69 officers. At current estimated population levels, Waterboro should currently employ 7-8 police officers. Obviously these figures are somewhat strewed by population concentrations in Maine cities and large communities where municipal police forces are in place.

According to the results of the Community Attitudes Survey, the adequacy of existing police protection was ranked lower than other emergency services.

Respondents did not specifically identify police protection as a critical problem; however, a sizable minority indicated they would bear slightly higher tax burdens to increase police protection

### Future Needs

Rural communities often require or make do with less police protection per capita than their urban counterparts. Often this situation can be attributed more to financial considerations rather than sociological differences. At what point a growing rural community needs to start its own police force varies based on its financial capacity, its incidence of growing crime, and the townspeople's perceived need for increased protection.

From a needs perspective, the Maine State Troopers indicate that a growing rural community may require a local police force when the population reaches 7,000. According to Population Projections in Chapter I, this population threshold will not be achieved until 1997-1998. However, the public demand for local protection may swell before the 7,000 person threshold is achieved. One of the more frequent complaints noted from townspeople in the Community Attitudes Survey and during public hearings was the lack of adequate enforcement of speed limits on Town roads. The York County Sheriff's Department is understaffed to meet the need. Likewise, the State Troopers patrol State-aid highways exclusively, occasionally patrolling Town roads by petition of the Selectmen. Under these circumstances, it may be assumed that lack of speed enforcement coverage may be one of the motivating factors for creating the Waterboro Police Department before 1998.

### Fire Protection

The Town of Waterboro Fire Department is an independent corporation of volunteers providing fire protection, ambulance and rescue services to the citizens of Waterboro. As in many rural communities, the Waterboro Fire Department is staffed entirely by volunteer personnel consisting of 53 fire fighters, 11 Emergency Medical Technicians and ambulance drivers, and 10 other support personnel. Firefighters and EMT's must undergo rigorous and progressive training in their respective areas of expertise. Such training is conducted both within the Department and by the State of Maine, and conforms to national standards.

As an independent organization, the Waterboro Fire Department receives capital expense support from the municipal coffers; however, operating costs must be raised by private donations and funding drives. Of course, the most valuable resource - time - is provided by the volunteer department members who often place their lives on the line to serve their fellow citizens in need. Waterboro citizens recognize and appreciate the selfless work of these volunteers.

According to the Community Attitudes Survey, the Waterboro Fire Department received consistently high marks for their past performance.

### Assessment of Fire Stations

With 54 square miles of area, the Waterboro Fire Department must cover a wide area with limited resources. Currently, four fire barns are situated throughout the Town at strategic locations:

- South Waterboro - Pearl Street
- East Waterboro - Bennett Hill Road
- Waterboro Center - Route 5/Ossipee Hill Road
- North Waterboro - Clarks Bridge Road

The distribution of the fire barns clearly is a remnant of the time when each village supported its own fire company. Today, the South Waterboro station is the most modern facility, housing both the dispatch center, the ambulance and the Town's best attack apparatus. The North Waterboro and Waterboro Center stations are little more than barns with little room or support facilities.

According to analysis in the Existing Land Use Chapter, Waterboro's growth patterns in the 1980's have shifted away from the South Waterboro area to the northeast and central-east sections of the Town. The Lake Arrowhead Community with its rapid growth in the last five years, its  $\frac{1}{2}$  acre density, and its projected growth to 1,000 homes by the year 2000 is particularly vulnerable to fire threats.

Considering that a structure fire doubles in size and intensity every minute, immediate response by an attack pumper is critical for knocking down a fire before a structure becomes fully involved. The Department's primary attack pumpers may, therefore, have to be re-distributed to provide greater coverage to the future growth areas in the eastern side of Waterboro.

To house these attack pumpers, existing fire barns in North and Center Waterboro should be upgraded.

Town financial resources are limited. Therefore, the most plausible solution would be to construct a new fire complex in Waterboro Center, providing increased coverage for the future growth areas in North and Central Waterboro. This facility could also house community recreational facilities and any future police department. The Town's recent purchase of the Taylor House and its 11 acres of land would provide adequate area for construction of the new complex, as well as provide dual access to Route 5 and 5A (Old Alfred Road) for maximum coverage to all points in Town, including LAC. Additional protection could be provided to LAC through the stationing of an attack pumper in the North Waterboro station.

### Response Time

Waterboro's expansive land area and scattered developments can pose response time problems for any emergency apparatus. The Waterboro Fire Department has managed this problem via a flexible response program. Designated drivers living near the Town's four fire barns are responsible for dispatching the fire apparatus, while the remainder of the firefighters respond directly to the scene, rather than to the station. EMT crews report to the station directly before the ambulance is dispatched.

According to Department records, both fire apparatus and ambulance crews are out of the barn and responding within three (3) minutes of an emergency call.

Despite its rapid response record, the Waterboro Fire Department cannot provide rapid response to certain sections of Town due to topography, unimproved roads, lack of adequate surface water supplies, and remote location. Areas that are particularly vulnerable include:

- West Road
- Middle Road - between Moody Pond & Thyngs Mill Road
- New Road

To protect public health and safety, it is recommended that future growth in these remote sections of Town be restricted until such time that the following events occur:

1. Apparatus in the Ross Corner Station (Shapleigh) is upgraded.
2. Middle Road is upgraded to Town road design standards from Clarks Bridge Road to West Road.
3. Ross Corner Road is constructed to Town specifications between North Waterboro and West Road.

Access remains the governing factor in providing acceptable fire response. Without direct access from North or Center Waterboro, the Waterboro Fire Department cannot provide adequate fire protection for the remote western section of Town.

#### Compliment of Equipment

Currently, the Waterboro Fire Department maintains the following compliment of eleven fire vehicles:

1	1967 Ford Pumper
2	1968 Ford Pumpers
1	1972 Ford Pumper
1	1975 GMC Pumper
1	1973 Ford Fire Truck
1	1974 Ford Fire Truck
1	1983 GMC Rescue Truck
1	1953 Mack Tractor
1	1979 Ford Tractor
1	1958 Dodge Pickup Truck

This compliment allows for stationing of at least one attack pumper in each of Waterboro's four fire stations. Although the Department's number of fire vehicles is adequate to cover the Town, the age and efficiency of the equipment is a concern. On average, fire apparatus, and particularly attack pumpers, have an effective life span of 20 years. After twenty years, tanks become corroded and pump mechanisms wear out to the point where pumpers cannot deliver the 2000 gallons of water per minute necessary for an effective attack apparatus or relay pumper.

Three of the Department's pumpers currently exceed the 20-year time frame, and the remaining five pumpers and trucks will exceed their normal life span within the next 2-4 years. The rescue unit does not carry water and will remain effective into the 21st century.

It is clear that over the next ten years the Town will have to either refurbish or replace at least three, and optimally all, of its pumpers and trucks. Pumper refurbishing can cost up to 85% of a new vehicle, and top end prices for a new pumper can reach \$250,000. In the face of such exorbitant capital expenditures, the Town will have to establish a long-range sinking fund to finance fire apparatus replacement and reconditioning over the next ten years.

### Other Equipment

In conjunction to fire apparatus, the Department also will need additional support equipment, such as Scott<sup>R</sup> Air-Pacs, emergency extraction equipment, replacement of bunker pants and coats, and even a compressor for refilling Air-Pacs. These items are costly and should be incrementally purchased over time, either through a sinking fund or annual allocations from the general fund.

### Ambulance Service

The Waterboro Ambulance/Rescue Service is a specialized unit within the Fire Department and operates out of the South Waterboro Fire Station. The unit consists of 20 active volunteers, eleven (11) of which are designated drivers. Ambulance personnel are required to meet State standards in emergency medical aid training and are regularly attending courses to improve their technical skills.

Waterboro citizens recognize the critical service that the Ambulance/Rescue Unit provides. As with the Fire Department, the Ambulance Service received the highest marks among municipal services rated by townspeople in the 1989 Community Attitudes Survey. Citizens also expressed a willingness to pay additional taxes to keep the Ambulance Service at its current performance level.

### Emergency Responses and Future Demand

As Table VII-2 indicates, emergency calls to the Waterboro Ambulance Service over the past four years have increased 32%.

Table VII-2

#### EMERGENCY RESPONSES 1986-1989 WATERBORO AMBULANCE/RESCUE UNIT

<u>Year</u>	<u>Number of Responses</u>	<u>% Increase</u>
1986	216	---
1987	233	+ 7%
1988	254	+ 9%
1989	285	+ 12%
1986-1989	988	+ 32%

SOURCE: Waterboro Fire Department, 1990

The number of calls has been increasing steadily from 1986-1989 in relation to the Town's population growth. Given this historical trend and the projected near doubling of the population by the year 2000, it is probable that Waterboro may need two staffed ambulance units to respond effectively to the Town's future needs.

## Response Time

According to Fire Department logs, an ambulance is staffed and out of the South Waterboro Station within 3-4 minutes of a call dispatch. Average response times for various section of Town are as follows:

North Waterboro	11.0 minutes
Ross Corner	10.0 minutes
Waterboro Center	7.5 minutes
East Waterboro	4.5 minutes
South Waterboro	2.5 minutes

The stationing of the Ambulance Unit in South Waterboro results in longer response time to the northern section of Town. Given the fact that LAC and North Waterboro, as well as East and Center Waterboro, are designated as future "growth areas" (see Future Land Use plan), it is recommended that the Ambulance eventually be stationed in proximity to these population centers. The ideal site for such a relocation would be in a new central Public Safety facility constructed on the Taylor House property. The second ambulance would remain in the South Waterboro Station to provide immediate coverage for South Waterboro and the more remote western section of Town.

## Equipment Compliment

Currently, the Ambulance/Rescue Service uses one 1987 Ford Ambulance as its principal vehicle and retains the older 1979 Chevrolet vehicle as a back-up unit.

On average, ambulances have an effective life span of 10 years. Consequently, the Department can expect to replace the primary vehicle in 1997 and, depending on the increased need, replace the 1979 Ford to provide a second unit.

## Education

Waterboro is a participating community in the six-town Maine School Administration District #57 (SAD #57). As a member of the District, the Town government has no direct control over capital improvement and educational program development in SAD #57 and, therefore, has no jurisdiction in any future facilities planning. Waterboro does have proportional representation on the regional School Board.

The funding structure of the State subsidized educational system effectively discourages long-range facilities planning. However, the SAD #57 administration recently completed a number of short-term projections that indicate an immediate need for major expansion of classrooms and support facilities throughout the District. District recommendations for facilities expansion are outlined in Chapter VIII (Fiscal Capacity).

From the municipal perspective, Waterboro's current concerns with the SAD #57 educational system focus less on quality and more on spiraling education costs.

Waterboro's contribution to the 1990 SAD #57 budget exceeded the entire budget for all Town municipal and government services combined. Town contributions from 1985-1990 increased by 97.4%. The per student cost rose from \$999.00 to \$1,618.00 during this time, while the Waterboro student population increased 9.6%.

Analysis of school enrollment records (Chapters I and VIII) indicate that the fastest growing portion of the student population is the elementary school-age children. Records also indicate that a significant proportion of this explosion in the elementary school population emanates from young households in Lake Arrowhead.

In response to expanding elementary school populations, SAD #57 has been forced to lease twelve portable classrooms with the prospect that several more classrooms may be required next year.

Waterboro's only option for managing these spiraling educational costs is to stabilize the growth rate of in-migrating families through land use controls. Coordinated strategies for accomplishing these tasks are contained in Chapters I, III, VIII and the Future Land Use Plan.

Specific recommendations to stabilize education costs include:

1. Encourage one and two-bedroom housing and clustered dwellings, types that appeal to elderly, "empty-nester," single and young childless households.
2. Require subdivision applicants to submit a Community Impact Assessment specifically addressing the project's impact on school populations. Encourage developers to provide a mix of housing types rather than 3+ bedroom single-family homes.
3. Increase the commercial/industrial tax base to help ease the burden of educational costs on residential taxpayers.
4. Continue to work with SAD #57 to promote greater volunteer participation in school programs and to control costs.

5. In the event that mitigation measures above cannot effectively control rising student population and educational costs, the Town should be prepared to enact temporary emergency measures, such as building permit caps or short-term building moratoriums.

### Cemeteries

Waterboro has a total of 152 cemeteries scattered throughout the Town. Most sites are family plots that once stood behind farmsteads in the eighteenth and nineteenth centuries. Most of these family cemeteries are no longer used and many have fallen into disrepair.

Three major cemeteries still receive burials. Managed and maintained by the semiprivate Waterboro Cemetery Association, these public cemeteries are located in East Waterboro, North Waterboro, and across from Massabesic High School in South Waterboro.

The Association at this point has no immediate plans for expansion of present facilities. Remaining capacity of the three Town cemeteries is unknown.

## RECOMMENDATIONS SUMMARY

### Town Offices and Government

1. Increase available floor space in the Municipal Office Building by either re-subdivision of second floor space or construction of an additional 750-1200 square feet of space.
2. Hire a Town Administrator to manage the daily operation of municipal government and to assist the Selectmen.
3. Continue to support private and county health and human services organizations.

### Public Works:

1. Establish a ten-year road reconstruction program that ranks and prioritizes those roads that require reconstruction and/or capital improvements due to structural deterioration and increased traffic loads in the future.
2. Establish a ten-year road improvement program that seeks to resurface all paved Town roads by the year 2000.
3. Evaluate the cost benefit of establishing a fully-equipped and staffed versus the current system of contracting road and park maintenance.

### Solid Waste:

1. Carefully monitor stump dump and transfer station operations to insure compliance with D.E.P. regulations.
2. Upon close-out of the Town stump dump in 13-15 years, transfer stumpage waste to the RWS facility in Gorham.
3. Establish a tipping fee schedule that will pay for all costs incurred in transporting stumpage waste to RWS.
4. Promote increased citizen participation in the Town's Recycling Program.
5. Investigate the feasibility of establishing a yard waste composting facility.

### Library:

1. Establish a long-range program to aggressively expand the library collection. Initial target should be to double the existing collection within 3-5 years.
2. Develop a space plan for maximizing available area in the library building to meet ALA standards and to accommodate expansion of the collection.
3. Develop and construct additional shelf space (@ 8 volumes/linear foot) to accommodate the expanded collection.
4. Purchase/build additional seating and table space.
5. Resurface and restripe existing parking lot.
6. Plan for either the expansion of the existing facility or relocation to a new facility in Waterboro Center in order to meet Town needs by the year 2000.
7. Prepare to enlist additional library staff to meet future demand.
8. Continue to provide logistical and financial support to the Lions Club's operation of the library.

### South Waterboro Water System:

1. Develop a fee structure and sinking fund that will finance future expansion of the system.
2. Institute an additional sinking fund to finance continued exploration of additional groundwater supplies.

3. Continue to actively pursue available State and Federal funding sources to expand the water system.
4. Use either FmHA loans or General Obligation bonds to finance construction of the proposed system.
5. Continue to investigate the development of an additional water system in East Waterboro.

### Sewer System

Monitor any changes in EPA funding policy regarding Federal financing of new municipal sewer systems.

### Police Protection:

1. Continue to utilize the York County Sheriff's Department and the Maine State Troopers for police protection.
2. Request additional patrol coverage on selected Town roads with a history of speeding violations.
3. Provide adequate expansion space in the Waterboro Center Public Safety facility to accommodate a future police department.
4. Prepare to formulate a Town police department within the next 15 years contingent upon need and/or Town demand.

### Fire Protection:

1. Establish a ten-year program to aggressively upgrade fire apparatus, including the purchase of three (3) new attack pumpers.
2. Develop a new Public Safety facility in Waterboro Center to provide greater fire protection coverage for the designated growth areas in the north and east sections of Town.
3. Upgrade facilities in the North Waterboro station and investigate the possibility of developing a substation in Lake Arrowhead.
4. Insure that all fire barns contain at least one attack pumper.
5. Upgrade support equipment on an annual basis.
6. Continue an aggressive recruiting campaign to bolster the existing compliment of volunteer firefighters.

### Ambulance Service:

1. Purchase a new ambulance vehicle before 1997.
2. Station the primary ambulance unit in the new Waterboro Center Public Safety facility and the back-up unit in the South Waterboro station.
3. Continue annual upgrading of ambulance support equipment and personnel training.
4. Recruit additional EMT's and drivers to staff the future Waterboro Center facility.

### Education

1. Encourage housing types that attract childless households.
2. Encourage subdivisions containing a mixture of different housing types, including units appealing to childless households.
3. Increase the non-residential tax base.
4. Promote citizen volunteerism in the schools so as to stabilize the need for increased professional staffing.
5. Implement emergency stop-gap measures, such as building permit caps or short-term moratoriums when educational cost increases approach crisis proportions.

### Cemeteries:

The Waterboro Cemetery Association should conduct a study to determine the capability of existing facilities to meet the Town's future needs.

