



Long Range Planning Committee Meeting
May 24, 2018
6pm to 7:30 am
Town Library

Agenda

- I. Approval of minutes from April 6 & 26, 2018
- II. Comprehensive Plan Updates
 - a. Introduction of draft "Baseline Infrastructure"
 - b. Introduction of draft "Revenue"
 - c. Introduction of "Economic Development Policies" (if drafted)
 - d. Introduction of "Public Process" (if drafted)
- III. Public Comment
- IV. Next Committee Meeting(s)
 - a. Long Range Planning focus meeting June 1, 8am Chambers A
 - b. Comprehensive Plan focus meeting June 28, 6pm Library

Scarborough, Maine

Community Facilities & Services – Draft Text

Town Facilities & Services

Community facilities and services (infrastructure) provided in the Town of Scarborough support the day-to-day operations of the Town. The type, location and capacity of infrastructure in the community — its service delivery — is critical in order for the Town to offer a high quality-of-life for residents. Monitoring infrastructure investments in relation to future growth and development depicted on the Growth and Conservation Map will be critical to the Town, as infrastructure investments have tremendous effects on the type, location, pattern and intensity of development that will (or will not) occur in Scarborough.

A description of community facilities and services provided in the Town follows, including those provided by outside partners that residents, businesses and visitors use to meet their daily needs.

Public Safety/Police

The Scarborough Police/Communications Department is responsible for working in partnership with the community to enhance the quality of life in the town. The department is led by an appointed chief of police and includes administration, police service, communications, marine resources, and fire/police.

The Police Department Administration is responsible for the overall administration of the department and includes the Police Chief, two Deputy Chiefs, one Administrative Coordinator, a secretary, and a building services worker.

Police Services is responsible for law enforcement and investigative services. There are seven sergeants, 28 police officers, and one animal control officer. In 2016, the department

received a total of 32,541 police calls, made 8,960 traffic stops, and drove almost 500,000 miles.

The Communications Division is responsible for receiving business phone calls for both Scarborough and the community of Old Orchard Beach. It also receives E-911 calls for Scarborough, Old Orchard Beach, and Buxton and transmits radio communications for Police, Fire, and Rescue for Scarborough and Old Orchard Beach. The division has 13 dispatchers, one data communications specialist, and one crime analyst and received 12,544 E-911 calls in 2016.

The Marine Resources Division is responsible for the coastal waterfront of Scarborough. The division deals with enforcement of marine laws and preservation, protection, or restoration of the marine environment. The division has one full-time officer.

The Fire/Police Division provides traffic control assistance during emergency situations, responding to traffic accidents, fire scenes, and providing assistance to the police department during inclement weather. The division has 13 paid, on-call staff.

According to the Town's Long Range Municipal Facilities Plan, a new and larger Central Public Safety Building is needed for the co-location of the Police and Fire Department, with additional surrounding land and improved access. The Town plans to sell the existing public safety property and use the expected proceeds of the sale towards construction of a new public safety building. Voters have approved a \$19.5 million bond for the construction of a new public safety building.

Schools

Scarborough has three schools at the K-2 grade level: Blue Point, Eight Corners, and Pleasant Hill. The total enrollment is approximately 600 students. The primary school population is predicted to rise significantly by 2025-2026.

These three primary schools are small and deteriorating and are difficult to run in a cost-effective manner. The schools all have combined cafeterias and gyms, limited kitchen space, and inadequate meeting space. In addition, the schools lack security vestibules and surrounding driveways for security and emergency services. The schools have a combined 12 modular classrooms.

Wentworth School serves approximately 700 students in grades 3 – 5. The school opened in 2014 and has a staff of approximately 64, including 48 teachers. The school is in good condition and not in need of major upgrades or renovations.

Scarborough Middle School, located at 21 Quentin Drive, serves over 700 students in grades 6, 7, and 8. The staff of approximately 67 includes 57 teachers. The school is over 20 years old and is overcrowded, with 12 modular classrooms that are detached from the main school and present security issues. In 2015, there were five “floating teachers” without classrooms due to lack of space. The cafeteria, kitchen, and library are all significantly smaller than Department of Education recommendations. Hallways are narrow, and parking and parent drop-off systems are inadequate.

Scarborough High School serves 990 students in grades 9 through 12. The faculty is comprised of over 100 teachers and specialists qualified in specific disciplines and content areas. The school is new and in good condition and not in need of major upgrades or renovations.

The Scarborough Schools Long Range Facilities Plan outlines a number of options for the schools:

The first option is to only address the most urgent problems as they arise at the primary and middle schools and to keep them open at minimal cost.

The second option is to renovate the existing facilities to improve energy efficiency and sustainability.

The remaining options all involve new construction. The possibilities include replacing modular buildings with permanent construction, creating a new, consolidated primary school building, renovating and expanding Scarborough Middle School, and expanding the Wentworth School to accommodate the addition of the 6th grade.

Stormwater Management

The Town’s Planning and Public Works Departments work cooperatively on ways to best manage drainage and stormwater within the community. The stormwater management duties of the departments include:

- review and approval of drainage and stormwater design for new or re-development
- coordination with the Maine Department of Environmental Protection (DEP) on stormwater design review, approval and compliance
- administration and compliance with the stormwater and pollution requirements of the Federal Clean Water Act (as known as NPDES)
- drainage and stormwater maintenance and cleaning of public infrastructure
- drainage and stormwater improvements of public infrastructure as part of capital improvement projects
- stormwater and watershed planning, including exploring newer stormwater approaches, standards and stormwater planning on a watershed basis

The Town is currently working on a plan for Phillips Brook. The watershed covers 653 acres (1.02 square miles) in the Dunstan Corner area of Scarborough and includes the 2.77-mile Phillips Brook. Phillips Brook has been assessed by the Maine Department of Environmental Protection (MeDEP) as not meeting water quality standards for aquatic life and aquatic habitat use, and has been listed on the 303(d) list of impaired waters. The impairment of Phillips Brook has been attributed to stormwater runoff from paved surfaces, stormwater infrastructure along US Route 1, and development in the lower watershed that has encroached on the stream channel, floodplain, and wetlands areas. The Town seeks to develop a locally-supported watershed-based management plan that will outline actions needed to improve Phillips Brook's water quality and aquatic habitat.

The Town has also been working with Maine DEP and the Cumberland County Soil and Water Conservation District on a watershed plan for Red Brook, which is one of two watersheds that are classified as "urban impaired". In an effort to implement this management plan as well as establish more local stormwater standards, customized to Scarborough's needs and goals, the Town is working on a stormwater management program.

Wastewater

The Scarborough Sanitary District wastewater treatment facility (WWTF) is capable of treating an average of 2.5 million gallons per day (mgd) of raw sewage. It uses a process called "activated sludge" to treat wastewater. In the activated sludge process, microorganisms are used to remove waste products from the discharge stream.

The Scarborough Sanitary District over the last several years has upgraded the wastewater treatment facility's capacity from 1.8 million gallons a day (MGD) to 2.5 MGD and upgraded and/or rebuilt all of its 23 pump stations.

As of 2016 the District owns and operates approximately 68.4 miles of gravity sewer and 23.5 miles of force mains, 2,025 manholes, 23 pump stations, and a 2.5 million-gallon per day wastewater treatment facility. In addition to the District owned infrastructure, there are approximately 6.1 miles of private gravity sewer lines, 6.6 miles of private force mains, and 34 private/association pump stations connected to the District's system.

In 2016, the District provided wastewater collection and treatment services to 5154 accounts, of which 4,729 were residential and 425 were commercial. The District also provides treatment for an additional 396 customers who utilize the Sanitary District's wastewater treatment facility to discharge septic tank.

Solid Waste & Recycling

The Town's Sanitation Division provides oversight for solid waste disposal and recycling. Collection of municipal solid waste (MSW), recycling, and food waste is contracted to PineTree Waste. In addition, the Town manages programs for the collection of special waste, such as hazardous waste and electronic waste.

All MSW, recycling, and food waste goes to ecomaine, a non-profit waste management company owned and operated by 20 municipalities in southern Maine. Ecomaine's waste-to-energy plant was built in 1988 and provided two major benefits: 1) use of municipal waste as fuel to generate and sell electricity for the financial health of the organization, and 2) reduction in the volume of trash by 90 percent. Recycling was added in 1990 and single-stream recycling was added in 2007.

In 2016, there were 6,595 collection stops. 5,800 tons of solid waste and 2,600 tons of

recyclables were collected. The Town maintained a 31% recycling rate.

Parks

The Town's parks program is a division of the Community Services Department. In 2016, the Department maintained more than 130 acres of trails and open space. This included 13 baseball/softball fields, 15 rectangular fields for youth and adult leagues, an outdoor track, and outdoor ice rink, eight community garden plots, five playgrounds, six tennis courts, three basketball courts, seven trails, and seven Town parks.

The Community Services Department also offers recreational and education programs to the youth and adult population throughout the year. These programs include a variety of sports camps, as well as theatre and arts camps. The Town has one of the largest in-house soccer, indoor soccer, and basketball programs in the state. A number of sports leagues are also available for adults.

A multi-purpose community center that could accommodate athletic facilities, such as a pool, gym, and exercise rooms, as well as space for seniors and other age and interest groups has been identified as a need in the community. A community center could be designed to house the administrative space and needs of the Community Services Department, which is currently using an overcrowded space at Town Hall. A partnership with an organization like the YMCA, with the town providing land and/or supplemental resources may allow the construction of such a facility.

Water District

The Town is covered by the Portland Water District, which maintains a 1,000-mile network of water mains ranging from 60 inches to 2 inches, pump stations, and reservoirs that bring water from Sebago Lake. Roughly 25 million gallons of water is kept in storage. This helps

maintain proper pressure, and it allows for a water reserve in case of an emergency, like a fire or a flood. The District flushes water mains from April - October.

This maintenance activity uses a high velocity flow of water in the opposite direction of natural flow to keep the water mains clean and fresh. During flushing, any sediment that may be in the mains is released out the hydrants.

The Portland Water District's Sebago Lake Water Treatment Facility began treating water in February 1994 using ozone. Ozone is a powerful disinfectant that kills potentially harmful microorganisms and is 99.99% effective against viruses and Giardia. Treatment includes screening, ozonation, UV light treatment, chloramination, and corrosion control. Also as a result of a citizen referendum, fluoride is added to the water at the plant to promote dental health.

The District regularly monitors and tests the water for over 90 substances, and it meets or surpasses all federal Safe Drinking Water Act standards. Their laboratory is able to perform 40 different analyses. Water quality experts annually collect nearly 6,000 samples and perform 16,000 analyses throughout the system, from Sebago Lake to the tap. In addition, temperature, pH, turbidity, chlorine residual, ammonia/monochloramine and ozone residual concentrations are monitored via on-line meters located at the plant.

Fire & EMS

The Fire Department is responsible for the protection of the lives of the citizens of Scarborough. The department is led by an appointed Fire Chief overseeing five divisions: Administration, Fire Suppression, Fire Prevention, Emergency Medical Services, and Emergency Management.

In 2016, the Fire Suppression and EMS divisions responded to 1,445 fire calls, 2,459 EMS calls,

and 159 vehicle accidents. They handled a total of 3,904 calls – an average of 10.7 calls per day.

The Fire Prevention Division is responsible for the department's proactive fire prevention activities. This includes conducting life safety inspections on every commercial occupancy and multi-tenant occupancies with three or more units on an annual basis. All high hazard occupancies, such as schools and daycares, are inspected monthly.

The Emergency Management Division is responsible for Town-wide emergency planning and coordination during natural and man-made disasters.

According to the Town's Long Range Municipal Facilities Plan, a new and larger Central Public Safety Building is needed for the co-location of the Police and Fire Department, with additional surrounding land and improved access. The Town plans to sell the existing public safety property and use the expected proceeds of the sale towards construction of a new public safety building. Voters have approved a \$19.5 million bond for the construction of a new public safety building.

The Long Range Municipal Facilities Plan also advises on a number of fire stations. The North Scarborough Fire Station is Scarborough's most remote fire barn and provides response to not only northwestern Scarborough, but also areas of Gorham and Westbrook. Given the geography this station services and the growth in the area, an expansion is likely needed in the 5 to 15-year timeframe. In preparation for this potential demand for expansion, the Town owns the adjacent house lot at 14 Saco Street, which consists of $\frac{3}{4}$ of an acre. This property coupled with the existing fire barn and site is forecasted to be adequate for a likely expansion of 7,000 +/- square feet and associated access and parking. In terms of funding, there is potential for a municipal partnership with our mutual aid communities of Gorham and Westbrook, as an expansion at this station

could reduce facility needs in these two communities

The Dunstan Fire Station was last expanded in 1998 and is experiencing limitation on bedrooms and vehicle bay space given the existing and future growth of personnel and apparatus. An expansion will likely be necessary in 10+ years. Unlike the North Scarborough Fire Station, the property this facility is located on is constrained in size and provides limited area for expansion. Given this, and the need for expanding horizontally to provide more vehicle bay space, land acquisition is likely necessary.

An additional fire station to serve the West Scarborough portion of the community may be called for in the long term (15 – 25 years out). This is an area that has a significant amount of rural residential neighborhoods and development and lacks a local fire station, so currently it's an area that is the most remote to emergency response in the community. That said, growth has slowed in this portion of Town and the establishment of a fire station may not be cost effective. It is included in the plan so consideration for a station should be given as should the potential acquisition of land.

Health Care

The Scarborough campus of the Maine Medical Center provides a wide range of primary, specialty, and sub-specialty services. The campus provides in-patient, out-patient, and surgical services and includes a surgery center, a cardiology center, and multiple cancer specialists and clinics. In addition, the campus is home to the Maine Medical Center Research Institute, a bio-medical research facility.

Martin's Pointe Health Care Center offers both primary and specialty services and also houses a community center that offers senior activities hosted by the Town and local businesses.

The Maine Veteran's Home is one of six such facilities statewide. Opened in 1990, the facility

provides 24-hour RN coverage in a 40-bed rehab and skilled nursing care facility. It also houses a 40-bed long-term care unit, a 40-bed secured dementia unit, and a 30-bed residential care unit. The Maine Veteran's Home also serve as a teaching facility.

Pine Point is a 61-bed facility offering skilled nursing care, short-stay rehab, respite care, and long-term care.

Maine Centers for Healthcare offers multi-specialty healthcare options.

There are three Urgent Care facilities in Scarborough: Clear Choice MD on Payne Road, Scarborough Health Care on US Route 1, and US Healthworks on Spring Street.

Existing Revenue Sources & Funding Mechanisms

Generally, a local government's capital and operating responsibilities are financed by taxes and other fixed or restricted revenue sources. The local revenue structure is a function of the area's applicable state law, size, geography, government structure, land use and number of services provided. Typical sources of revenue include: local taxes, fees and miscellaneous receipts; revenue transfers from federal and state government sources; and grants or in-kind donations from non-profit or private parties. Revenues may increase or decrease from year-to-year because of economic conditions, increasing property values, changing tax rates, or severity of delinquent tax bills.

Several revenue sources and funding mechanisms are available to the Town of Scarborough to finance the planning, purchase, construction or maintenance requirements of public infrastructure and facilities needed to serve future development. The paragraphs that follow summarize revenue sources and funding mechanisms used today to implement recommended projects in the planning jurisdiction. These monies may be in existence at the time the project is implemented, used to pay down debt on borrowed monies, or sought through appropriate processes regulated by the State of Maine.

In the past, at least 20% of the Town's revenues were intergovernmental, with the majority of these coming from the State. Currently, 13.4% of revenues come from the state, and this percentage is expected to drop further. The decrease is reflected in the 6.6% increase in the revenues made up by property taxes. In 2007, property taxes accounted for 59.7% of revenues. By 2016, they accounted for 66.3%.

Property Tax Revenues

A property tax or millage rate is an ad valorem tax on the value of a property, usually levied on real estate. The Town's rate for fiscal year 2017-18 was \$16.49 per thousand. In 2016, the total taxable municipal valuation was \$3,776,362,500. Property tax revenues make up 70% of the Town FY 2018 revenues.

State Revenues to Town

As required by the Constitution of Maine, Article IV, Part 3, Section 23, the Treasurer of State shall reimburse each municipality 50% of the property tax revenue loss suffered by that municipality during the previous calendar year as a result of statutory property tax exemptions or credits enacted after April 1, 1978. Fully exempt property tax may include real estate or personal property owned by governmental entities, school systems, and other institutions.

Partially exempt property tax relates to the following categories:

Homestead Exemption - The homestead exemption provides a reduction of up to \$20,000 (\$15,000 for 2016 and \$10,000 for years prior to 2016) in the value of your home for property tax purposes. To qualify, you must be a permanent resident of Maine, the home must be your permanent residence, you must have owned a home in Maine for the twelve months prior to applying and an application must be filed on or before April 1 with the municipality where the property is located. The exemption applies to any residential property that is assessed as real property. For instance, a mobile home located on a rented lot may qualify for the exemption.

Veteran Exemption - A veteran who served during a recognized war period and is 62 years or older; or, is receiving 100% disability as a Veteran; or, became 100% disabled while serving, is eligible for \$6,000.

Paraplegic Veteran - A veteran who received a federal grant for a specially adapted housing unit may receive \$50,000.

Blind Exemption - An individual who is determined to be legally blind receives \$4,000.

Business Equipment Tax Exemption (BETE) – The BETE is a 100% property tax exemption for eligible property first subject to tax in Maine on or after 4/1/08. Qualified property includes:

- Personal property that furthers a particular trade or business activity. (The property must be devoted to business activity.)
- Parts, additions, and accessories
- Construction in progress
- Inventory parts

State General Purpose Aid (GPA) to Education

The Maine Department of Education provides partial funding to support local school districts through a formula called Essential Programs and Services, or EPS. The formula allots around \$1 billion of state aid each year based primarily on student enrollment and property valuations as a shortcut measure of each community's ability to pay for education locally.

Scarborough is in the fortunate position of being prosperous in relations to other towns in Maine. The valuation per resident and median income are among the highest in the state. Unfortunately, since the Department of Education's level of GPA funding has not kept pace with rising costs of education in recent years, this means that Scarborough's share of the available state funding has decreased dramatically. Scarborough's state subsidy was \$7,069,801 in FY2009 and \$3,589,147 in FY2017, a decrease of 49.2% over eight years. Currently, only 7.8% of the approved budget for Scarborough schools is being funded by the state.

Education Revenues

The Town also receives some additional school-related funding. The school receives some state and federal funding for school nutrition, as well as payments from students from school breakfast and lunch. The Town receives state/federal funding for adult learning classes and additional revenue from registration fees for these programs. By State law, if the school has any balance (revenues exceed expenditures) left from a prior year, they must use most of it within a year or two. The use of fund balance is the school's balance at year end.

Tax Increment Financing and Credit Enhancement Agreements

Tax Increment Financing is a flexible finance tool used by municipalities to leverage new property taxes generated by a specific project or projects within a defined geographic district. Any portion of the new taxes may be used to finance public or private projects for a defined period of time up to 30 years. The Program is locally-driven: the municipality, town, or city defines the district and chooses how much of the new taxes will go to what public and private

projects over what period of time, with the whole package requiring local political approval. A municipality may provide payments of TIF revenue to a developer/property owner through a Credit Enhancement Agreement (CEA). Developers use CEAs to convince lenders of positive future cash flow.

Per the State of Maine, Credit enhancement agreements may be used to assist businesses located in blighted areas when the number of persons employed full-time in any such business increases by at least 50%, and the increased employment results from positions that are created by the business in the State. Rebates may not be paid pursuant to a credit enhancement agreement until the business certifies to the municipality that the 50% increase has occurred.

Scarborough strategically uses the Tax Increment Financing (TIF) District tool to promote economic development. In general, the Town's use of TIF districts focuses on public infrastructure improvements such as sewer extensions or road infrastructure.

The Town currently has three active economic development TIF's totaling 455 acres. Under the State's rules for TIF's, Scarborough may have up to 1,728 acres designated in TIF districts.

All three of the Town's existing districts have associated credit enhancement agreements that reimburse the developer for costs associated with necessary public improvements.

The Enterprise Business Park TIF was approved in 2001. Developer financed roadway improvements made the Enterprise Business Park feasible, opening up pre-permitted lots for high value office developments. Businesses in the Enterprise Business Park include general offices, medical offices and high technology/research offices.

The Haigis Parkway TIF and associated credit enhancement agreement made it possible for a major shopping center to be built at one of the gateways into Scarborough. The Town invested in the extension of major infrastructure (water, sewer, natural gas) to this designated growth area specified in the Town's 2006 Comprehensive Plan. The Credit Enhancement Agreement repays the developer of Gateway Shoppes (which includes Cabela's) for roadway and other infrastructure improvements. The investment paved the way for Cabelas, as well as Horizon Solutions, and Salt Pump Climbing Co. This TIF runs through 2028.

The BOR TIF was the catalyst for the redevelopment of an old production facility for Konica. The TIF was used to offset infrastructure near the site. This site brought the building back to productive use and now houses small and large medical offices. The largest tenant in the building is Coastal Women's Health. The building has been completely rehabbed and serves as a gateway into Scarborough.

Excise Tax Revenues

Excise tax is an annual tax that must be paid prior to registering a vehicle. Except for a few statutory exemptions, all vehicles registered in the State of Maine are subject to the excise tax. Excise tax is defined by Maine law as a tax levied annually for the privilege of operating a motor vehicle or camper trailer on the public ways. Excise tax is paid at the local town office where the owner of the vehicle resides. When a vehicle needs to be registered, an excise tax is collected prior to the registration.

The amount of tax is determined by two things:

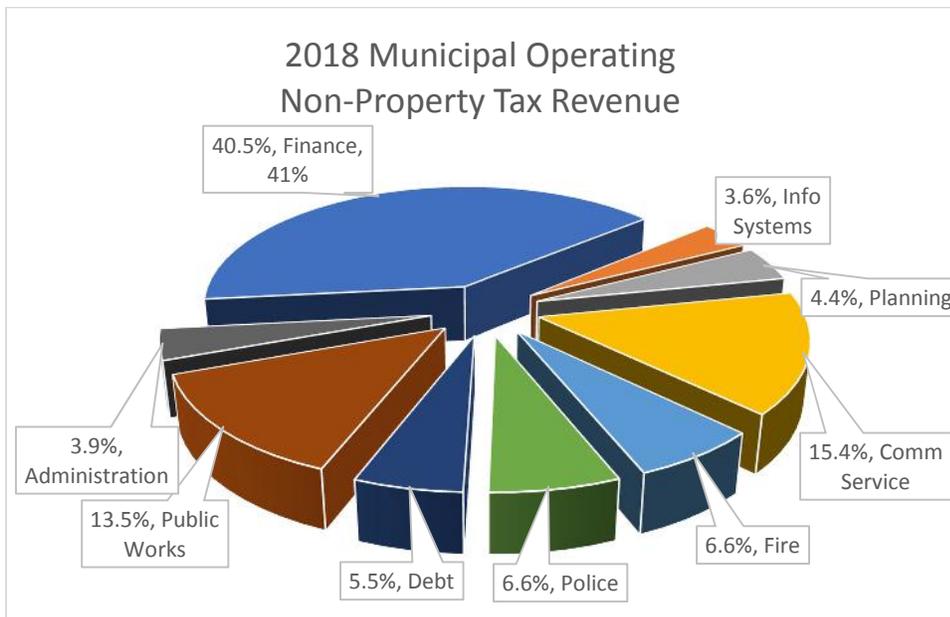
1. The age of the vehicle

2. Manufacturer's suggested retail price ("MSRP")

The Town has estimated \$5,600,000 for excise revenues. These revenues help to fund the Town's operating expenditures.

Municipal Operating Non-Property Tax Revenues

Municipal revenues include all of the monies raised through program fees, permit fees, license fees, and collected fines. Examples of some of the more substantial fees collected are: excise taxes (noted above), building permit fees (\$425,000 anticipated for 2018), franchise fees (\$200,984 anticipated for 2018), beach parking (\$330,000 for 2018), summer program (\$500,000 for 2018), and fire inspection fees (\$850,000 for 2018).



General Obligation Bonds

Some expenditures are better shared with future users of the investment. A school building or a fire truck are both expensive items that serve current and future residents of the Town. Financing expenditures allows the Town to share the cost of an investment with all of the people that will benefit. Many investments are not included as part of the annual budget decided by the Town Council but are instead put before the voters. A recent example of this is the new Wentworth School.

General obligation bonds are secured by the "full faith, credit and taxing powers" of the issuing government. They legally obligate the local government to levy taxes on all assessable property within the jurisdiction at a rate necessary to meet the debt service payments of the bonds.

In Accordance with the Town of Scarborough's Debt Management and Fiscal Policy, Adopted March 21, 2012, the Town of Scarborough shall not incur debt, for specified purposes in excess of certain percentages of the Town of Scarborough's State Valuation.

A summary of the Town's legal debt margin is as follows:

	June 30, 2017 Outstanding Bonds	Percent of 2017 State Assessed Value of \$3,899,350,000	Legal Debt Limit	Actual Percentage	Margin
For school purposes	59,389,208	5.00%	194,967,500	1.52%	135,578,292
For storm or sanitary sewer	7,785,000	4.00%	155,974,000	0.20%	148,189,000
For municipal airport, water and special district purposes	-	1.50%	58,490,250	0.00%	58,490,250
For all other purposes	24,455,792	4.00%	155,974,000	0.63%	131,518,208
Total	91,630,000				
Scarborough's debt margin:					239,814,750
	Not To Exceed:	8.50%	331,444,750	2.35%	