

# Public Facilities

Demands on public facilities change based on the services residents require. As Hallowell's population shifts, so will the needs for police, fire, school, and other municipal services. This chapter addresses current needs and changes in public facilities within Hallowell, and considers the implications for these services in the future.

## Public Safety

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### Police

The Hallowell Police Department provides emergency and non-emergency public safety services to the community 24 hours a day, 7 days a week.

The Police Department is located in the basement of Hallowell's historic City Hall. The space is small and does not meet the department's current needs. There is, for example, no space other than the Police Chief's office for private conversations and interviews, not enough storage for supplies and training materials, and no room for personal lockers. In addition, the electrical system is insufficient for radios and other devices and there is no garage for the department's two cruisers.

The Hallowell Police Department employs five full-time police officers. Ten reserve police officers fill in when an officer is unavailable and for special demands that require additional officers. There is usually one officer on duty per shift.

Hallowell contracts with the call center in Augusta to answer all emergency 911 calls. Hallowell police responded to 4,492 calls for service in Fiscal Year 2005-2006, a decrease of 437 calls from the previous year. Many of the calls were for accidents on Route 201. Hallowell does not have a holding cell, and utilizes the Kennebec County Jail for arrests.

The Federal Bureau of Investigation, through the Uniform Crime Reporting Program, tracks violent and property crimes in 16,000 communities across the United States. A community's crime rate involves the number of Index Crimes per unit of population, typically per 100,000 people; because Maine has such a low population total, a rate per

1,000 people is used to reflect a more realistic volume. Hallowell’s crime rate in 2006 was 28.01 crimes per 1,000 people. As Table PF1 below illustrates, Hallowell’s crime rate increased between 2001 and 2006, due to an increase in the number of larceny-thefts.

In 2006, Hallowell’s crime rate was lower than that of Kennebec County’s total urban areas, but slightly higher than that of the county as a whole. The total crime rate in Hallowell is higher than that for the county’s total rural areas.

<b>Crime</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>
Homicide	0	0	0	0	0	0
Rape	0	0	0	0	0	0
Robbery	1	1	0	0	0	0
Aggravated Assault	2	0	1	3	1	1
Burglary	14	7	6	12	4	9
Larceny-Theft	35	33	45	50	61	56
Vehicle Theft	2	6	4	2	5	5
Arson	0	0	0	0	0	0
Total	54	47	56	67	71	71
Annual Crime Rate Per 1000	21.69	18.77	22.57	26.92	28.04	28.01
Source: State of Maine						

<b>Contributing Agency</b>	<b>Estimated Population</b>	<b>Crime rate</b>
Augusta	18,627	67.05
Gardiner	6,237	15.23
<b>Hallowell</b>	<b>2,535</b>	<b>28.01</b>
Waterville	15,622	37.64
Oakland	6,190	18.74
Monmouth	3,788	11.62
Winslow	7,968	17.95
Winthrop	6,480	10.96
Clinton	3,422	23.67
<b>Kennebec County Totals</b>	<b>120,992</b>	<b>26.38</b>
<b>Total Urban Areas</b>	<b>70,869</b>	<b>34.68</b>
<b>Total Rural Areas*</b>	<b>50,123</b>	<b>14.64</b>
Source: State of Maine		
* "Rural areas" are communities currently served exclusively by the Kennebec County Sheriff Department and Maine State Police.		

The City is currently developing a hazard mitigation plan. The plan is based on state standards and guidelines and outlines regulations regarding the handling of potential hazards and community response. The document has been prepared and is currently being reviewed by town attorneys; it will be adopted by City Council into Hallowell’s ordinances.

## Fire

The Hallowell Fire Department is a 24-hour volunteer fire department with fifteen firefighters. The department is located in the fire station at Second Street. Department equipment includes two fire engines, a tanker, and a squad utility vehicle.

Hallowell volunteer firefighters are issued pagers that are activated when a fire emergency is reported to the 911 call center in Augusta. Average response time is 10-15 minutes from time of activation, with evening responses shorter because the firefighters are more likely to be home and available. In general, lengthier fire call response times can translate into higher homeowner insurance rates, and this is a concern in Hallowell. Hallowell firefighters are paid hourly for training and alarms, and fire officers, including the fire chief, receive a stipend in addition to the hourly wage.

The Fire Department has mutual aid agreements with surrounding towns, and the City contracts with Augusta to provide rescue services. In 2006 and 2007, Hallowell reviewed its ambulance service options, including whether to contract with a private provider for medical transportation. The Fire Chief noted that if Hallowell chose to contract with the private service, the City's fire department would have to develop rescue and vehicle extraction capability, provide licensed EMS first responders,<sup>1</sup> and respond to all personal injury calls, as well as provide support to the private service as necessary, all of which would come at an increased cost. At the Fire Chief's recommendation, the City decided to continue to contract with Augusta for rescue services. Currently the City pays \$22,000 to the City of Augusta in per capita fees for ambulatory services.

In the Fiscal Year 2005/2006, the Hallowell Fire Department responded to two structure fires; both buildings were saved. The volume of calls to the Hallowell Fire Department has been increasing steadily. In 1997, the department averaged about 50 calls per year; in 2007, it averaged around 100 calls per year. The Fire Chief estimates that about 30% of the calls are day alarms: calls to businesses, state office buildings, and Granite Hill Estates.

At the same time the number of calls is increasing, it is becoming more difficult to recruit and retain volunteer firefighters. Hallowell firefighters have to leave work to respond to calls, often using personal time to do so. State standards and regulations

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<sup>1</sup> A person (firefighter) trained as an emergency medical technician who arrives at the scene of a disaster, accident, or life-threatening medical situation. The first responder's duties include providing medical assistance and calling other emergency caregivers to the scene.

have increased, and firefighters now have to dedicate more time to training than they used to. The lack of affordable housing in Hallowell is also an issue—today, only three of Hallowell’s 15 volunteer firefighters live in town.

Finally, according to several sources, the Second Street fire station is old and generally inadequate; it is not up to code, and has electrical and heating problems. The Fire Chief recommends Hallowell consider building a new facility in collaboration with another community, taking a regional perspective to determine the best location. Other Maine communities that have recently used this approach include South Portland in partnership with Cape Elizabeth and Gorham in partnership with Windham.

## **Health Care**

Maine General Medical Center in Augusta serves as the primary hospital for Hallowell residents. A local family medical practice in Hallowell provides primary care services. In addition, there are a few private practice doctors and specialists in the area, as well as holistic healthcare providers.

The City of Hallowell works with the Department of Health and Human Services and area non-profit healthcare agencies to provide residents with access to public health and social services.

## **Municipal Services**

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### **Public Works**

Hallowell Public Works maintains the City’s infrastructure. The department is responsible for the maintenance and repair of roads: plowing/sanding/salting municipal and state-aid roads during the winter months, and street sweeping. It manages solid waste and recycling disposal and maintains the storm water system catch basins. Public Works provides mowing and brush cutting services on public properties and along roadsides and the maintenance of public buildings and facilities.

The Public Works Garage is located on Route 201 south of downtown. The location is not ideal. The building is in a flood zone, traffic is an issue, and there is not enough

space. The City's public works vehicles include 4 dump trucks, a loader, a street sweeper, a ¾ ton pick-up, a pick-up, a sidewalk plow, and a Ford sedan.

Hallowell currently maintains 31 lane miles of municipal streets and 6 miles of sidewalks. The director of Hallowell Public Works cautions that as the City continues to develop, and Hallowell becomes an Urban Compact community, the State of Maine could turn over to the City the responsibility of maintaining state roads such as Route 201 and Winthrop Street.

## Solid Waste and Recycling

According to the Hallowell Solid Waste Committee, solid waste disposal in Hallowell is both inefficient (resulting in very little recycling) and relatively expensive (see Table PF2).

Table PF2 Solid Waste Per Person Cost Comparison			
Town	Facility	Annual cost	Description
Hallowell	Hatch Hill	\$141 per resident	On average, residents pay \$126 for contracted pick-up and per ton fees, and the City pays a \$15 per person fee
Manchester, Farmingdale, Gardiner	Hatch Hill	\$145 per resident	On average, residents pay \$130 for contracted pick-up and per ton fees, and the City pays a \$15 per person fee
West Gardiner	Transfer station	\$62 per resident	Residents transport waste and recyclables
Readfield and Wayne	Joint transfer station	\$56 per resident	Most residents take trash and recycling to the transfer station; private haulers are also available
Winthrop	Transfer station	\$67 per resident	Residents transport waste and recyclables

Source: 2005 Solid Waste and Recycling Options for Hallowell, submitted to Hallowell Solid Waste Committee; Solid Waste Facts for Manchester

The City pays a per capita fee (currently \$15/year) to Augusta for use of the regional Hatch Hill Solid Waste and Recycling Facility. Residents may bring household waste to the facility themselves—disposal fees are levied at the facility for each pound of waste, recyclable materials, electronics, yard waste, etc.—or they may contract with one of four City-approved private haulers for curbside pick-up at their own expense.

Since municipal waste is either hand delivered or pick-up by private regional haulers there is no data available on the type or amount of waste collected in the community in a given year.

Hallowell does not participate in Hatch Hill recycling programs. City recycling services are provided by Public Works, which operates the North Bay Recycling Center out of the Public Works Garage. Recyclable materials (tin cans, clear glass, #2 plastic, paper and cardboard) are collected and taken to E-Waste Alternatives at the Skills Inc Recycling Center in Waterville. Bulky items are accepted twice a year. Leaves and wood waste may be dropped off at the City's compost and wood waste area located near the Reservoir off of Town Farm Road.

The North Bay Recycling Center has only been in operation for two fiscal years and, as such, there is limited data on recycling rates. Overall, recycling rates in Hallowell are low. Hallowell recycles approximately 100 tons of material per year. The Hallowell Recycling Committee would like to see that amount increase to 180 tons, which would be more consistent with state averages. In 2007 the committee released a Recycling Handbook to make recycling easier for Hallowell residents. The handbook includes tips and information, and promotes recycling as a cost saving measure for individuals and the City.

The Hallowell Solid Waste Committee is currently exploring several options to reduce costs and improve the efficiency of the City's solid waste disposal. These include a municipal contract for town-wide trash and recycling pick-up, the creation of a local transfer station, and developing a regional approach through collaborative arrangements with surrounding towns.

## Power and Communications

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Mid-Maine Communications and Touchtone Communications provide phone services in Hallowell. Mid-Maine Communications also provides high-speed and broadband internet. Central Maine Power is the primary electricity provider for Hallowell. Three Phase Power is available along all or most of the following roads:

- Academy
- Lamar
- Central
- Front
- Granite Hill
- Honey Suckle
- Maple
- Middle
- Second
- Temple
- Town Farm (very small portion)
- Union
- Water
- Whitten
- Winthrop

## Schools

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Hallowell is part of MSAD #16, which serves the communities of Hallowell and Farmingdale as well five nearby communities that have no high school of their own (Chelsea, North Whitefield, Windsor, Dresden, and Jefferson).

Funding for education comes from each community's education mill rate<sup>2</sup>. According to the Maine Department of Education, "The education mill rate is a measure of the effort, by local property taxpayers, in paying property taxes in support of K-12 education." Hallowell's 2005 – 2006 education mill rate was 13.48, which was slightly higher than the 13.10 rate paid by Farmingdale. (See the Fiscal Capacity Chapter for more information.) Recent school system consolidation efforts will affect the rates going forward.

Currently, there are three schools in MSAD #16: an elementary school, a middle school, and a high school.

Hall-Dale Elementary School (K-5) is located 26 Garden Lane in Hallowell. The school is new (2006), and served 326 students in 2006. The \$12.5 million building is energy efficient and was financed primarily through funding from the U.S. Department of Energy. The library, cafeteria, and gymnasium were financed locally by Team Hall-Dale, which has already raised \$250,000 of its committed \$500,000.

Hall-Dale Middle School and High School are located on a shared complex in Farmingdale, at 111 and 97 Maple Street. They served 241 middle school students and 415 high school students in 2006.

The high school was recently extensively renovated. The U.S. Department of Energy (\$1 million plus a \$900,000 loan at 0% interest), \$250,000 from reserves, and a \$600,000 loan funded the \$3.1 million in renovations. Tuition from high school students from outside of Hallowell and Farmingdale provides enough revenue to make the loan payments.

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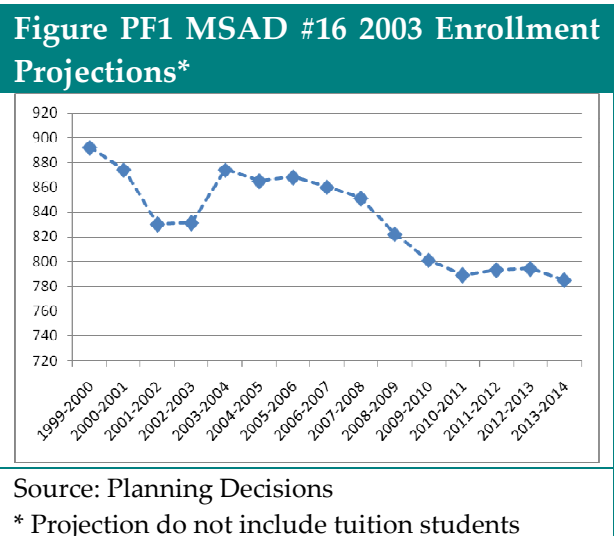
<sup>2</sup> "The education mill rate is calculated as (a) the total property tax levy that supports K-12 education (expressed in dollars) divided by (b) the state's assessment of all taxable property". - Maine Department of Education

Neither the new elementary school nor the high school renovations will cost Hallowell tax-payers, and the energy efficiencies of each will save money down the road.

Hall-Dale Middle School, located in Farmingdale, was built in 1989 and is in good condition. In the next few years, it will need to have its mechanical heating and cooling system upgraded to an electrically controlled system. The school will also need new boilers, as the current boilers from 1962 are very inefficient.

MSAD #16 offices are located at 7 Reed Street in Hallowell. The building is old, with no insulation, single pane glass windows, and a steam boiler. It is owned by the state (the school department rents it for \$1/year). The building is part of the Stevens Complex, which the state may lease or sell to the City of Hallowell within the next few years. If that should happen, the School Department would like some improvements made to the building to improve its energy efficiency.

With 950 students in 2008, MSAD #16's school enrollment has declined just slightly overall since 2000 when there were 1,019 students enrolled in the system<sup>3</sup>. Enrollment projections, completed in 2003, indicate that the declining trend will continue (Figure PF1).



The integration of technology in the student experience is very important at Hall-Dale schools, and the district is a leader in this respect. In grades 5-12, there is a computer for every student. There are smart boards (interactive whiteboards) in one out of every three classrooms. Teachers use them to project images directly from a computer, and they also help connect students at different schools. Several 5<sup>th</sup> grade students, for example, use them to participate in middle school classes via video web connections. Apple Inc. recently invited Hall-Dale to present on its experience at a technology leadership summit.

In keeping with new state requirements, MSAD #16 has been developing a consolidation plan. The new Kennebec Intra-District Schools Regional School Unit (KIDS RSU) will include MSAD #16 (Hallowell and Farmingdale), as well as Richmond,

<sup>3</sup> October 1 Public Attending Counts by SAU & Grade for 1999-2000 and 2007-2008 school years provided by Maine Department of Education. Data includes tuition students.

Monmouth, and Dresden, with over 2,300 students; the district was approved overwhelmingly in all five towns at the June 10, 2008 election. The new district will continue to receive high school students from neighboring communities. A Transition Team has been set up and they plan to implement the new regional school unit the summer of 2009.

Continued, adult, and higher education services are provided in conjunction with surrounding communities. Hallowell partners with the Maranacook/Hall-Dale Adult Education in Readfield to provide residents with continued education (including high school completion/GED programs) and adult education services. Some classes are taught at the Reed Center in Hallowell. In addition, the University of Maine Campus in Augusta is only six miles from the City and provides a myriad of higher education and continuing education programs as well as lecture and arts events.

## City Hall

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The Hallowell City Manager's office, the City Clerk and Deputy Clerk, Treasurer, Code Enforcement Officer, and the Police Department are housed in the historic Hallowell City Hall, located downtown Hallowell at the intersection of Winthrop and Second Streets.

City Hall was originally built in 1898. Through a series of projects beginning in the spring of 1996 and ending in the summer of 2004, the government of the City of Hallowell together with citizens and members of Row House, Inc.<sup>4</sup> commenced restoration of City Hall. The renovations were completed in three phases and included making the building fully ADA accessible (with ramp entrances and a new elevator) as well as the complete restoration of the buildings interior and exterior. The projects were designed to reflect the building's historic character while bringing it up to modern standards.

## Stevens School Complex

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Originally constructed as a school for girls, since 1976 the Stevens School Complex has been used as office space for a wide range of state governmental agencies. Located on

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<sup>4</sup> Hallowell's historic preservation organization.

the north side of Winthrop Street, approximately .5 miles west of the city center, the site is 63.5 acres in size. It consists of two primary blocks: the southern block fronts on Winthrop Street and contains the campus and buildings, and the northern block is an undeveloped mixture of field and woods.

In its review of the state's Augusta-area real-estate holdings, the Augusta State Facilities Master Planning Committee determined that all Augusta-area state agencies and employees could be consolidated on the two main state government campuses in Augusta. This meant that the Stevens School Complex in Hallowell should be removed from the inventory of state-owned properties. The State Facilities Master Plan adopted by the Maine State Legislature in 2001 recommended that the Stevens School Complex "in whole or in part, be turned over to the City of Hallowell and/or the private sector for conversion to new uses." Currently, the State has yet to decide whether to sell the Stevens School Complex to a private developer or to the City of Hallowell.

In the spring of 2002, the Stevens School Re-Use Advisory Committee was established. Its goal was "to develop a plan for the re-use of the Stevens School that would dispose of the property in a way that would be beneficial to the State and to the City of Hallowell, and that would preserve the historic character of the core campus." The Committee was comprised of State and Hallowell area officials and Hallowell citizens. It worked with architects, planners, and engineers from SMRT, and sought public input through a number of public meetings. The committee considered several land-use and redevelopment scenarios for the re-use of the Stevens School Complex.

With input from developers, the Stevens School Re-Use Advisory Committee determined that the more flexibility available to potential developers, the more likely it was that the entire parcel could be sold and redeveloped in a manner consistent with the goals and needs of the City of Hallowell. The Re-Use Guidelines Plan adopted by the Committee suggested that the parcel be sold as single property, but that its development should recognize three basic zones: undeveloped open space, historic core, and general development zone.

The Stevens School Re-Use Advisory Committee also recommended that the property be sold with the re-use guidelines as outlined in the plan made clear but with no restrictions. Whether the City or a private developer purchases the property, a collaborative working relationship is likely. A Stevens Pre-Release Advisory Committee has been formed to represent Hallowell's interest in the sale of the property.

## Cemeteries

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Hallowell Calvary Cemetery is cared for by cemetery staff (a superintendent and a grounds maintenance technician) and overseen by the cemetery trustees. Lots are only available to residents of the City of Hallowell, and the number of lots is expected to be sufficient over the next 10 years. Future capacity can be met as the current little league field is designated for eventual cemetery use. Further discussion can be found in the Recreation Chapter.

## Regional Partnerships

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The City has been actively seeking out ways to partner with surrounding communities for increased efficiency and cost-savings. For example, the City has looked into collaborating with surrounding communities on property value assessing and seasonal road maintenance. Though there was agreement on the concepts, there were difficulties in the details: with the assessing, the software programs used by the different towns are incompatible; with the road maintenance, there are issues with insurance coverage that may not extend beyond municipal boundaries. The City is committed to continuing to look for opportunities to partner in the future.

## Considerations

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1. Hallowell police, fire and public works departments are all in need of new facilities. How will these be financed?
2. The fire department is having difficulty recruiting and retaining volunteer firefighters. It may be time to consider either contracting for fire protection or going to a full-time department.
3. Hallowell is committed to continuing to seek out opportunities to partner with surrounding communities in the delivery of public services. What such opportunities could be considered?
4. The consolidation of the area school system over the coming year will have an effect on the community's share of funding for education going forward.