

NOTE TO READERS: This is a *draft* of the Kennebunk Comprehensive Plan. The Comprehensive Plan provides us with a description of the town today in a range of categories, and identifies issues and recommendations for the future. The final version will include an introduction, be professionally formatted and contain multiple photographs. As a town resident, you are encouraged to look at this draft in this early format. **We are now looking for comments and opinions on its contents**, especially the *Issues & Implications* and *Recommendations* sections at the end of each chapter.

The Town will make changes to this draft based on the comments and opinions received, and residents will vote whether or not to accept the final Plan in June 2019.

Chapter G: Municipal Facilities

General Government

Kennebunk operates under a charter originally adopted in 1984, revised in 2009 and amended most recently in 2012. Its government conforms to the Maine State Statutes as the “Town Meeting/Selectmen/Manager” form. A Town Meeting enacts, amends or repeals rules, ordinances and resolutions and elects a seven-member Select Board (SB) for three-year staggered terms. The Select Persons are the chief executive officers of the Town.

The Town Manager is the chief administrator of the Town. Chief among the duties delineated under the Town Charter, he or she:

- is responsible to the SB for the supervision and administration of all departments and offices for which the SB confirms the appointment of the department head or director.
- implements all laws and ordinances of the Town.
- nominates, supervises and controls all Town employees except that he or she may delegate this authority to the appropriate department head.
- has exclusive authority to remove for just cause any persons whom the Town Manager is authorized to appoint.
- acts as the purchasing agent for all Town departments, boards or commissions subject to the fact that purchases above a designated amount should be submitted to competitive bid.
- attends all SB, Annual and Special Town Meetings and hearings which are initiated by the Town Manger or as required by the SB.
- keeps the SB and residents informed as to the financial condition of the Town.
- makes recommendations to the SB for more efficient operations of the Town.
- makes application for State, Federal and other aid grants for the benefit of the Town as approved by the SB.
- performs such other duties as may be prescribed by the Charter or required by the Board, not consistent with the Charter.

The Town Hall was built in 1921 with Fire Rescue and Police close by. It was significantly expanded and updated in 1985-86. Although Town Hall facilities are generally up to date and well maintained, space is barely adequate for managing day-to-day activities.

The Town has roughly 32 boards, commissions and committees staffed by volunteers. Many of these have a Board liaison to maintain a line of communications between it and the Town Government.

Staffing and Functions:

There are 23 full-time General Government employees organized as follows:

- Town Manager - five employees including Directors of Human Resources and Economic Development.
- Town Clerk – two employees. Primary functions are to oversee elections and voter registration, maintain key documents (agendas, minutes, ordinances, etc.) and issue licenses (marriage, lodging, victualers, hunting and fishing, etc.).
- Finance and Technical Support - four employees including two Technical Support professionals. Primary functions are to oversee the Town budget, prepare financial statements and manage cash flows. The technical staff supports hardware and software systems across General Government, the Kennebunk Police Department (KPD), Fire Rescue and Public Works.
- Assessment Offices - three employees. Primary functions are 1) oversight of the valuation of 6,800 real estate parcels totaling \$2.0 billion and 900 personal property accounts totaling \$37.4 million; 2) administration of the E911 Addressing System; and 3) coordination of all GIS (Global Information Systems) activities.
- Social Services - one employee. Primary functions are 1) to administer the State General Assistance Program and 2) to coordinate with a wide range of non-governmental agencies to provide food, fuel and housing assistance to those who may not qualify for General Assistance. The “volume” of traffic varies with the economy as well as other variables including the weather (fuel assistance) and alternative public and private sources of outside support. Social Services director also provides technical and electronic publishing support to other departments.
- Community Development Office - five employees including the Director of Community Development (who is also the Town Engineer), the Town Planner, the Code Enforcement Officer, the Assistant Code Enforcement Officer and an administrative assistant. This group is responsible for comprehensive planning, downtown and village planning, zoning ordinance amendment and enforcement, building codes enforcement, technical review of new development and sign, building, plumbing and electrical permits

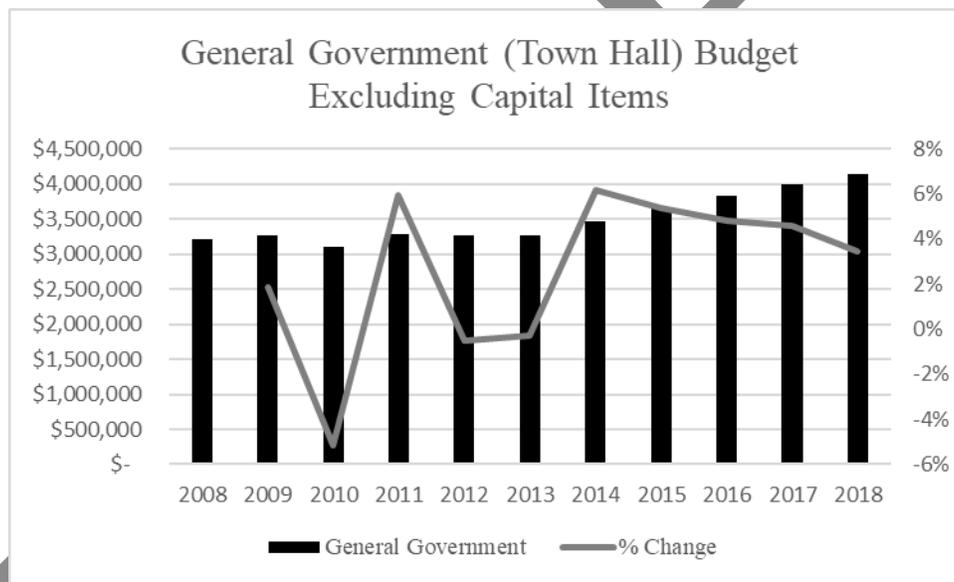
The Town Planner serves as a resource to the Planning Board and the Site Plan Review Board and also provides support to various Town committees (e.g. the Conservation Commission) on

an as needed basis. The Town Planner as is also responsible for oversight of zoning ordinance amendments and implementation of the Comprehensive Plan.

The Code Enforcement Officer is responsible for interpreting the Zoning Ordinance. Additionally, the Code Enforcement Officer serves as the Building Inspector, Shoreland Zoning Administrator and Local Plumbing Inspector (LPI). The Assistant Code Enforcement Officer is certified to perform all of the same functions of the Code Enforcement Officer. Electrical inspection services are contracted out, though permits are filed and issued through the CDD office.

The Town Engineer provides technical engineering review to the Planning and Site Plan Review as well as to other Town departments and committees.

The Harbormaster is shared with the Town of Kennebunkport. The Harbormaster’s chief duties are to supervise vessels, watercraft, traffic and moorings on the Kennebunk River.



Kennebunk Committees, Boards and Commissions:

Affordable Housing, Beach Parking Assessment (ad-hoc), Bicentennial Committee, Board of Assessment Review, Select Board, Budget Board, Committee on Aging, Community Development Block Grant Façade Advisory Committee (ad-hoc), Community Garden Committee, Comprehensive Plan & Zoning Ordinance Update Committee, Conservation Commission, Dog Advisory Committee, Economic Development Committee, Energy Efficiency Committee, Festival Committee, Historic Preservation Commission, Kennebunk River Committee, Lower Village Committee Lower Village Master Plan Committee (ad-hoc), Parks & Recreation Committee, Planning Board, Shellfish Committee, (inactive), Site Plan Review

Board, Skate Park Committee (ad-hoc), Treasure Chest Monitoring Committee, Tree Committee, West Kennebunk Village Committee, Zoning Board of Appeals.

The Kennebunk Police Department

Staffing, Facilities & Equipment

Staffing consists of 20 full-time officers, two full-time and one part-time administrative staff and approximately 15 part-time officers. These include a chief of police, a deputy chief of police, one lieutenant, four sergeants, 1.5 detectives, one administrative supervisor (court officer, records management, payroll, accounts payable/receivable), two administrative clerks, 12 fulltime patrol officers, one school resource officer, one part-time animal control officer and several reserve police personnel.

The reserve officers serve in a variety of capacities including seasonal beach parking enforcement, seasonal bicycle patrols, year-round per diem cruiser patrols and special detail assignments. The staffing of these reserve positions fluctuates seasonally around 10-14. The Department has used a State grant to acquire one of its current full-time officers who is assigned to the Maine Drug Enforcement Agency (MDEA).

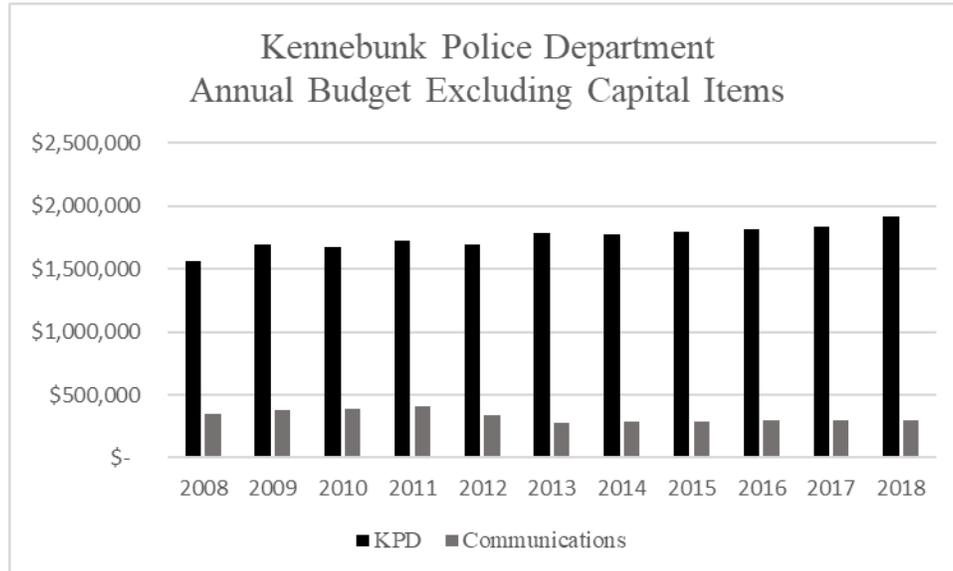
Kennebunk Police and Fire Rescue use Sanford Regional Communication for dispatch services. For radio communications, the Departments use three radio repeater antennas strategically placed around town. The Department uses “icom” portable and mobile radios which are replaced on a rotational basis.

In-house computer systems are continually updated and the majority of these use Windows. Hardware systems are on a five-year replacement rotation. Patrol officers’ work stations were updated in the past 4 years, and desks and chairs are replaced as needed.

The KPD uses Computer Aided Dispatch /Records Management software from Information Management Corporation in Grafton, Massachusetts. The mobile data terminals (MDT) used in the cruisers carry a three-year warranty and are replaced on a five-year rotational basis. The Mobile Data Terminals (MDTs) in seven cruisers are connected via secure cellular link to the Sanford Regional Communications Center where they access Bureau of Motor Vehicle records and the National Law Enforcement Telecommunications System.

Currently the Department has seven patrol cruisers, one detective's vehicle, one chief's car, two administrative vehicles and one animal control vehicle. The department typically replaces vehicles on a five-year rotation depending on mileage and condition. The Department uses bicycles for summer reserve officers and community service officer duties. These bicycles are replaced on an as needed basis.

Service weapons were replaced within the last five years and should continue to meet the Department needs through the remainder of this decade. Officers are issued body armor as part of initial uniform issuances. This body armor is replaced on a 5-year basis (as recommended) with a 50% funding grant through the Department of Justice to help defray the cost.



Functions

Community policing includes but is not limited to:

- Neighborhood meetings to address issues specific to the respective areas.
- Membership on the Child Abuse Council board, the Parks and Recreation Commission, and the York County Elder Abuse Task Force and other regional and state organizations. The Department provides assistance to various charity events and betterment programs. Officers are involved in school and recreational coaching for five different sports within the community (officer's hours may be adjusted to provide for this).
- Foot and bicycle patrols in the two village areas of town provide direct contact with the community.
- Involvement with and lectures to local rotary clubs, business associations, and action groups.
- The School Resource Officer provides drug education programs each year in the schools and maintains student/faculty relations with presence in the school by teaching, mentoring, coaching and leading a group of students in the "Captain's Club" which promotes drug and alcohol awareness.
- School liaison officers are assigned to Sea Road School and Kennebunk Elementary School.
- A Senior Citizen Liaison provides a liaison between the police and the elderly in the community and chairs the York County Elder Abuse Task Force.
- Child safety seat inspections.
- Burglary analysis mapping. Crime prevention seminars.
- Bank robbery and fraud classes, as well as shoplifting seminars.
- Area-specific crime and community policing surveys.

- Work with schools, churches, and business organizations to directly address problems. If they are of a long-term nature, direct involvement to advisory committees and task forces is maintained.
- Maintaining a web page with e-mail access to all department officers, supervisors and administration. Interaction with public through social media outlets (Facebook).
- Meetings in areas of the community with certain traffic related problems.
- Grant assistance for targeting: speeding, operating under the influence, and juvenile tobacco usage.

Citizen's Police Academy

Since 2014, the Department has overseen an annual Citizen's Police Academy program. This 12-week course provides an opportunity for members of the community and law enforcement to interact in a proactive setting. The program is designed to introduce the criminal justice system, explain the police officer's role and discuss our community. These classes are taught by various professionals including but not limited to the Kennebunk Police Department staff, other local law enforcement, community awareness groups and more.

This program has led to the expansion and development of our Volunteers in Police Services (ViPS). Our volunteers are trained through our Citizen's Police Academy as well as in-house training. They provide volunteer services to collect speed data through the use of radar, vacant property checks, parking enforcement, community relations projects and clerical work among other activities.

Existing and Future Needs

1. Facilities: The Department is at capacity in its current facility, which was first occupied in 2001. There is a current plan to fund a study for a Public Safety building to house the Police and Fire Rescue Personnel. Space concerns dealing with storage should be remedied for the time being with the completion of a new storage facility at the Public Services facility on Sea Rd.
2. Personnel: The Department will be adding two and a half officers: two new patrolmen and an upgrade in the current Animal Control Officer from half time to full time. The addition of these human resources will free up the current part-time Elder Affairs person to increase her efforts in that area and allow the Department to devote more manpower to traffic enforcement (which has lagged due to other demands).
3. Equipment: A.) The plan to transition one officer to a canine officer will, in turn, require a new vehicle. B.) The Department needs nine dashboard cameras and 12 body cameras. These have proved effective in the avoidance of litigation resulting from arrests. C.) The Department wants to equip two more cars (the canine officer and the animal control officer) with Mobile Data Terminals.

The Department continues to explore funding through grant opportunities in the area of personnel, community policing and technology.

Kennebunk Fire Rescue

Staffing & Facilities

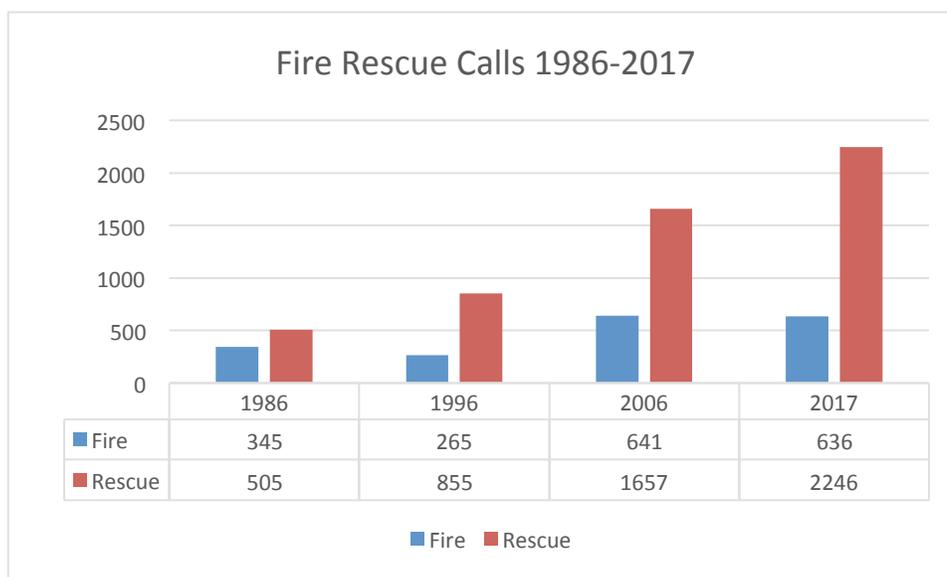
Kennebunk Fire Rescue is organized as three Fire Districts with four fire stations. The Central Fire Station is located at the Town Hall complex on Summer Street; the Washington Hose Station is located on Port Road in the Lower Village; the West Kennebunk Fire Station is on Thompson Road in West Kennebunk; and the Blueberry Plains Station is located on Clearbrook Crossing in the Cold Water Farms Development.

The West Kennebunk Station was built in 2005 and serves the community well. The Central Fire Station and the Blueberry Plains Station are adequate for current needs. The Washington Hose Station is under evaluation for its ability to support changing personnel and equipment requirements.

Fire Rescue currently has 80 total team members of whom 8 are full time - fire chief; division chief of EMS, 4 captains, 1 executive assistant and 1 administrative clerk. Part-time, per-diem and on-call staff include: three District Chiefs, two Captains, four Lieutenants and approximately 79 firefighters and EMS personnel – many of whom are cross-trained. There are also four live-in students through a program at Southern Maine Community College.

Kennebunk Fire Rescue has three divisions: Administration, Fire Operations and EMS. For EMS, the transfer business (non-emergency calls to transport patients to and from medical facilities) has diminished significantly because of more health care delivery to the home and significant competition from the private sector. In 2014, there were 95 transfers by Kennebunk Rescue ambulances, but for 2018, the expectation is 15-20. Emergency calls for ambulances number 2,000 per year and they are growing.

Call volume for Fire Rescue has been as follows:



Equipment

The Department currently operates four engines, one aerial ladder, two tank trucks, three brush trucks, four ambulances, three staff cars, one UTV, one jet ski, and one inflatable boat. There are also 3 cargo trailers. The Town has a capital plan for the replacement of vehicles, and that is continually being updated to meet the Department's needs.

The Department has four ambulances but only staffs two presently. This may change if the calls for service continue to increase. In the recent past, there have been times when three ambulances are on call at the same time. This leaves the community vulnerable should a fire call come in during these times. In this case, mutual aid is only a town away and works very well. The Department attempts to replace ambulances at 9-10 years.

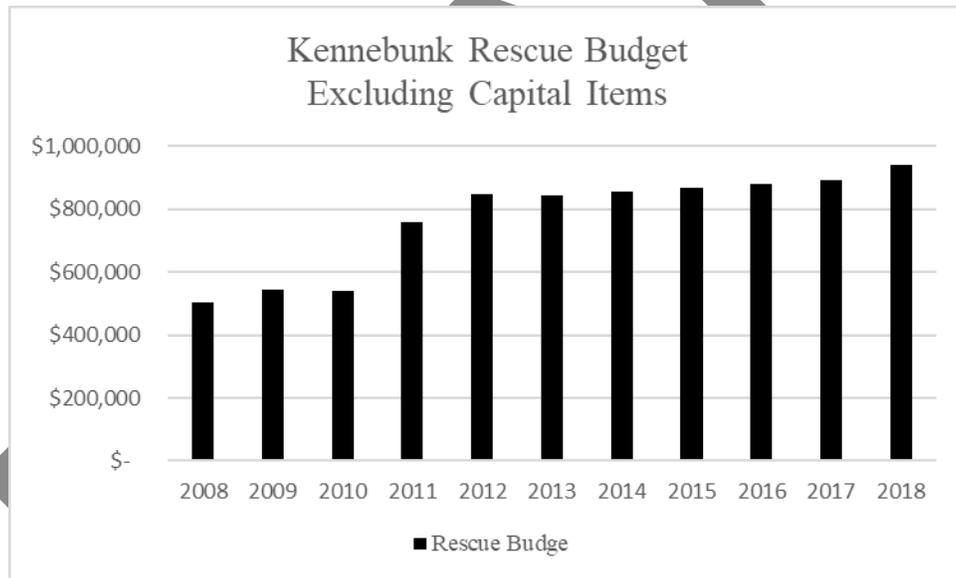
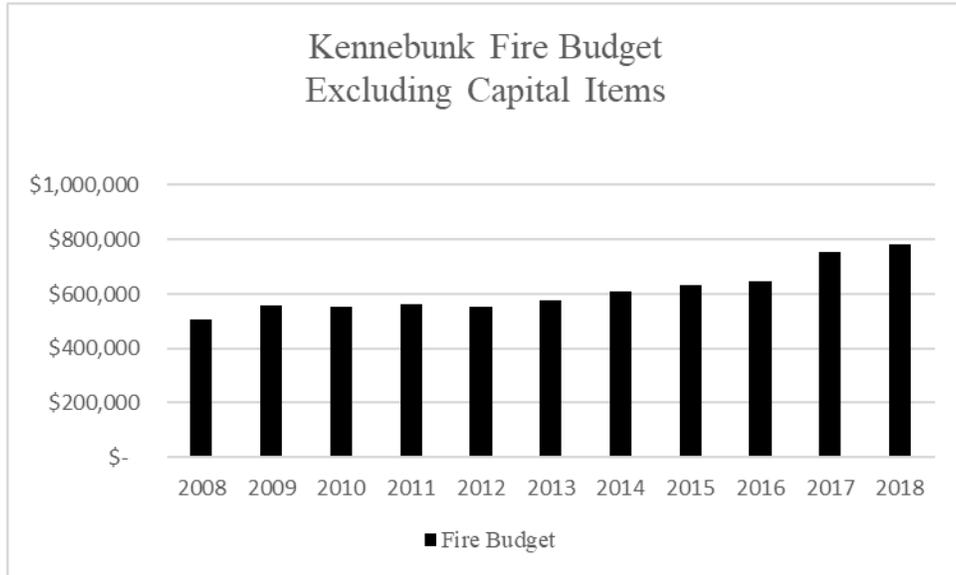
Following the guidance of the National Fire Protection Association's recommendations for age of emergency vehicles, the Department has a plan to replace fire engines and ladder trucks that are more than 25 years old. These vehicles range from \$600,000 to over \$1 million.

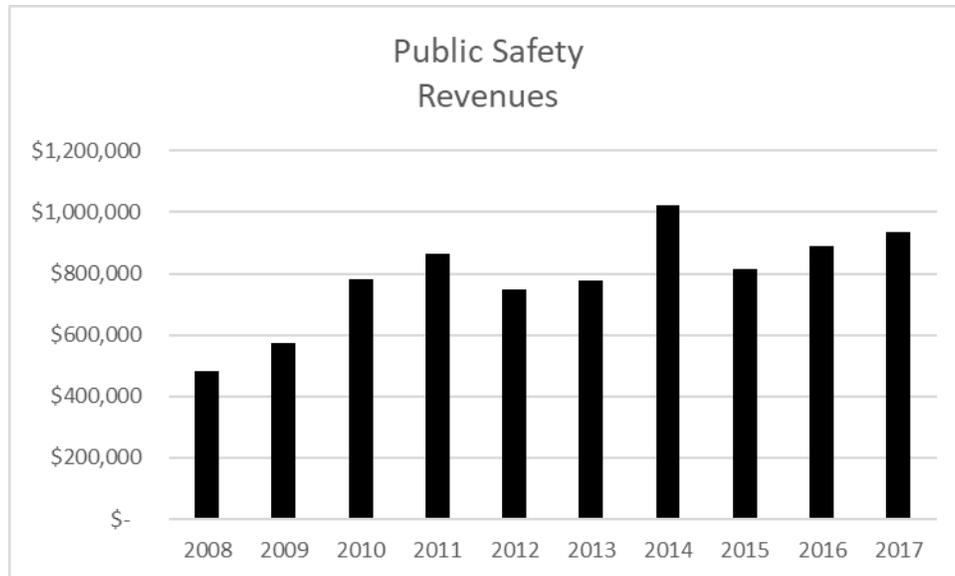
The Department will continue to pursue grant opportunities for the upgrade and replacement of emergency vehicles, recognizing, however, that there is extreme competition for those dollars.

Insurance Rating

The ISO schedule and Public Protection Class defines different levels of public fire suppression capabilities. The Town of Kennebunk has an Insurance Service Office (ISO) Grade of Public Protection Classification of 5 in the hydrant district, and a 9 in the non-hydrant district out of a possible scale of 1 to 10 where 10 is the worst. The most recent survey was conducted by ISO in February 2011. Sixty-two other fire departments in the State have a Class 5 rating while only 39 are better positioned. These ratings factor in several items: fire alarm and communications systems, fire department equipment, staffing, training, the distribution of apparatus, and the water supply system.

An upgrade in ISO ratings would require a substantial Town investment.





Kennebunk Public Services Department

Staffing and Facilities

Kennebunk Public Services consists of two divisions, Public Works and Parks and Facilities. Staff from the two divisions work closely together and support each other in executing their goals and objectives. The primary oversight of each division is as follows:

Public Works

- Solid Waste and Recycling
- Streets (maintenance of 225 lane miles)
- Sidewalks (maintenance of 33 miles)
- Storm drainage systems
- Beach maintenance
- Fleet (Town wide)

Parks and Facilities

- Parks
- Athletic fields
- Passive recreational areas and open spaces
- Trails
- Public buildings
- Plantings
- Custodial

Public Works staff consists of one working supervisor, three operators and five truck drivers. These employees are responsible for the maintenance of all public infrastructure within the Town's rights-of-way, including maintenance of beaches, storm drain systems and culverts, street signs, and trash and recycling receptacles during non-winter months. They are also responsible for repairing of street defects, traffic striping and street sweeping. During the winter months, team members are each assigned a designated plow route. They are supplemented with up to four part-time plow operators as well as outside contractors. Winter responsibilities include plowing, snow removal from all sidewalks, anti-icing treatment of roads, removal of snow from the business districts within 24 hours of the storm ending, maintaining drainage ways, repairing road defects and equipment maintenance.

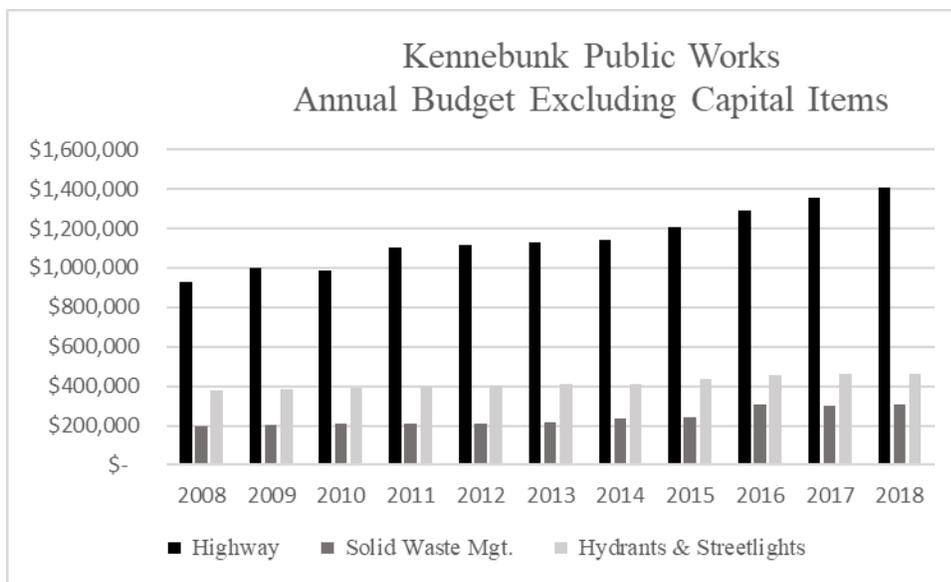
Public Works employs two mechanics. They are responsible for the maintenance of all Town vehicles and Public Services equipment, which is approximately 150 vehicles including cars, trucks and various types of specialized construction equipment.

Parks and Facilities staff consists of one working supervisor, one parks foreman, one laborer, and one part time custodian. The team is responsible for the maintenance of all public buildings, parks, open spaces, and trails. Work entails custodial duties, athletic fields and turf management, plantings, HVAC systems, and irrigation systems. During the winter months, the team is integrated into Public Works winter operations and maintains all facilities to ensure safety. Both divisions work cooperatively during the winter and summer operations based on existing needs.

Customer service, planning, work assignments, and administrative duties are conducted by the director, the operations manager, and one part-time administrative assistant. Functions of the team include management of contractors, development of workplans, daily work assignments, customer service, training, site plan reviews, road opening permits, capital plan development, budgetary planning and management.

The Department is in the early phases of an asset-based maintenance system, beginning with a street inventory. An asset management system requires gathering data with geographical information systems (GIS) and development of a computerized management maintenance system (CMMS). Funding has been proposed to evaluate the condition of the Town's street network. Mapping and evaluation of the storm drain system is also proposed to ensure that the infrastructure below the road is repaired or replaced prior to road improvements being done

In the last several years, the Town has allocated additional resources to improving the condition of parks and facilities. Staff levels appear to be appropriate at this time.



Kennebunk Parks & Recreation

Staffing and Facilities

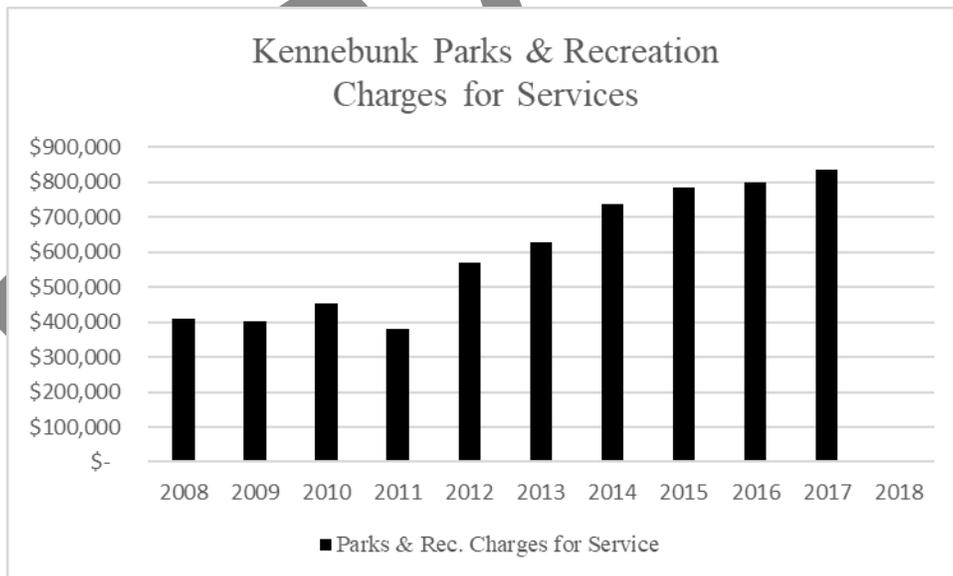
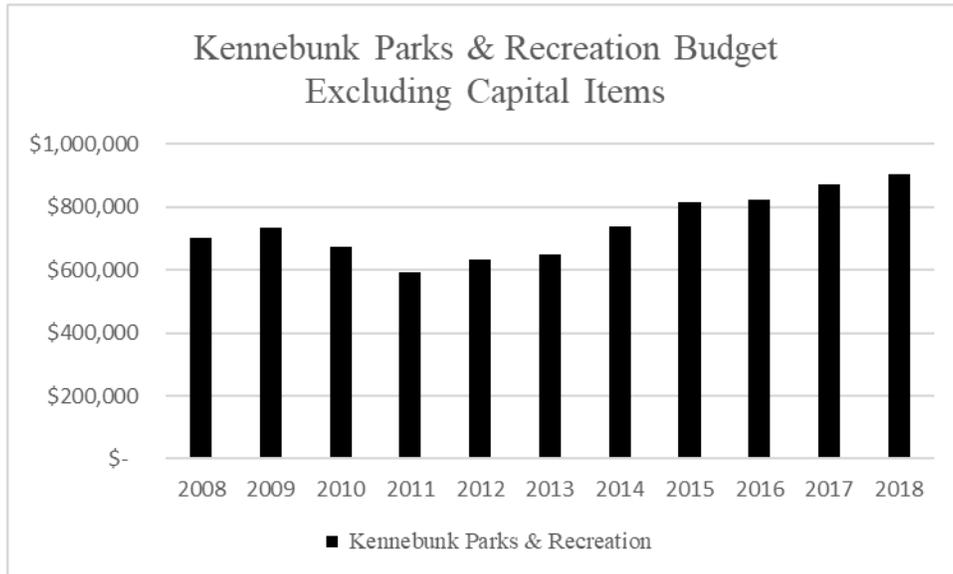
Staffing consists of five full-time and approximately a dozen part-time personnel. These include a director, assistant director, administrative assistant, programmer and teen center supervisor/programmer. Part-time staff assists in programming, teen center management, events planning and after-school programs. In the summer, staff increases by thirty. The Department also works with roughly 150 volunteers throughout the year. On an annual basis, the Department serves over 5,000 residents.

Facilities used by the Department include the Dorothy Stevens Center, the Teen Center, the Auditorium at 1 Summer Street and the Waterhouse Center. The Dorothy Stevens Center is located on Thompson Road and has a full kitchen, stage, facilities and a seating capacity of roughly 50. The teen center at Parsons Field has a kitchen, lounge, a preschool facility and pool tables. The Auditorium has seating for 490. The Waterhouse Center is on Main Street and hosts ice skating, concerts and community events.

The Department operates four town-owned buses with capacities of 15, 29, 42 and 81 passengers.

Kennebunk Parks & Recreation assists Kennebunk Public Works in managing the Town parks. Rogers Pond is stocked every spring and has ample parking and a pavilion with a half dozen picnic tables and a grilling area. Lower Village Park has a whiffle ball field with a covered stadium seating as well as a softball field, grills and a playground. Harbor Playground, where the Community Center is located, has a basketball court, tennis court, Little League and soccer fields as well as a pavilion, bench seating and a stage area. The West Kennebunk Recreation Area has several tennis and pickleball courts as well as softball, Little League, soccer fields and a

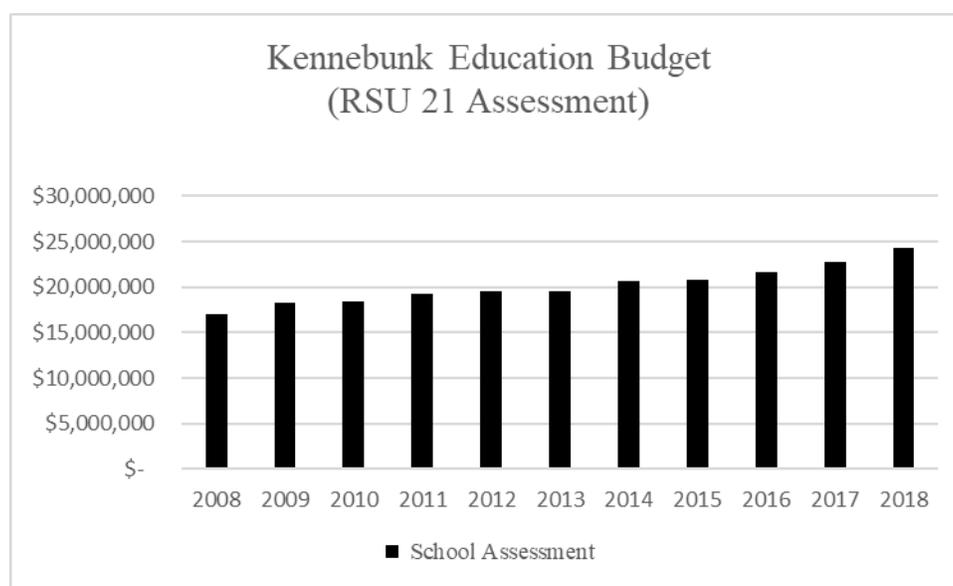
concession stand and a playground. The community gardens are also located there. Bicentennial Park overlooks the Mousam River and has flower beds and patios. The gazebo just received improvements, and the park often has local vendors in the summer selling various goods. There is a skate park located on Factory Pasture Road. In 2013, Kennebunk Residents voted in favor of upgrading the skate park and a Town Committee has since been formed to study and make recommendations to the SB including possible relocation of the Park.



Activities

Nearly 600 programs were offered in 2017 ranging from preschool, youth and teen programs to adult and senior programs and special events. Programs range from camps, to sports programs (swimming, soccer, baseball) to field trips for seniors. A catalogue of activities goes out to residents twice a year.

Public Schools Regional School Unit 21 (RSU 21)



Kennebunk, Kennebunkport, and Arundel are served by Regional School Unit (RSU) 21, which was established in 2009. The policy-making body of the district is the School Board of Directors, which is chosen by town election in each community to serve three-year terms. The Board has 12 elected directors, six of whom are from Kennebunk, as well as two student representatives from Kennebunk High School.

School buildings in the district include Kennebunk Elementary School, Kennebunkport Consolidated School, Mildred L. Day School, Sea Road School, Middle School of the Kennebunks, and Kennebunk High School. With the exception of Mildred L. Day School and Kennebunkport Consolidated School, all buildings are located in the town of Kennebunk.

Kennebunk Elementary School serves 435 students in kindergarten through grade three. It was constructed in 2005 on Alewife Road. It has 34 full size classrooms, smaller specialized learning spaces, and houses the RSU 21 District Central Office and Adult Education.

Sea Road School serves 338 students in grades four and five. This building is set back from Sea Road into a thirty-five-acre wooded lot. It opened in 1990. The school has 24 full-size classrooms and smaller, specialized learning spaces.

Middle School of the Kennebunks serves 579 students in grades six through eight. It is located on Thompson Road in West Kennebunk. The school opened in 2001 and has eight to ten core

academic teachers per grade level in addition to specialized learning spaces, The Swift Center for Innovation and Design and a Science, Technology, Engineering, and Math (STEM) laboratory. In 2004, Middle School of the Kennebunks became the first and only middle school in Maine to introduce the International Baccalaureate Middle Years Program.

Kennebunk High School is a large facility that occupies a twenty-six-acre parcel on Route 35 (Fletcher Street). The school serves 721 students. It was originally constructed in 1939 and expanded upon in 1980. It is currently undergoing a major renovation. This project will be completed in 2018. Kennebunk High School offers an array of educational pathways including designation as one of three International Baccalaureate High Schools in Maine, opportunities for early college, apprenticeships, and vocational programming.

Existing Future Needs

In 2009, the district contracted with a local architectural firm, Harriman Associates, to conduct a study of the existing facilities and develop a Facilities Use Plan. The final document was released in the fall of 2010. Concurrently, the RSU contracted with Planning Decisions, Inc. to attain a 10-year enrollment projection for the three towns.

The 2011 Master Facilities Plan called for renovations to Mildred L. Day School, Kennebunkport Consolidated School, and Kennebunk High School. The voters defeated the referendum for \$72 million to fund this three-school project in January 2014. The district reduced the scope of the project to \$56.5 million and voters in all three towns overwhelmingly approved this new figure.

In the fall of 2015, the RSU School Board of Directors formed a subcommittee to revisit the 2011 Master Facilities Plan to evaluate the viability of our existing and renovated buildings to meet the needs of our student population into the future, and to discuss the configuration of our elementary schools. The conclusions were as follows:

Kennebunk High School

Based upon the September 2015 Enrollment Projections Report from Planning Decisions, the number of students attending Kennebunk High School is projected to range from 654 to 708 over the next 10 years. Given the fact that Arundel students had high school choice prior to consolidation, they retain high school choice into the future. There are currently an additional 135 students who live in Arundel and attend Thornton Academy High School. Additionally, there are 22 other students attending other high schools of choice. As the Thornton Academy Middle School contract winds down, it is anticipated that more Arundel students will stay in the RSU and choose Kennebunk High School. If 100% of Arundel students choose Kennebunk High School, the projections indicate 822 students by 2024-25. The renovated high school will have the capacity for between 700 - 973 students.

Middle School of the Kennebunks

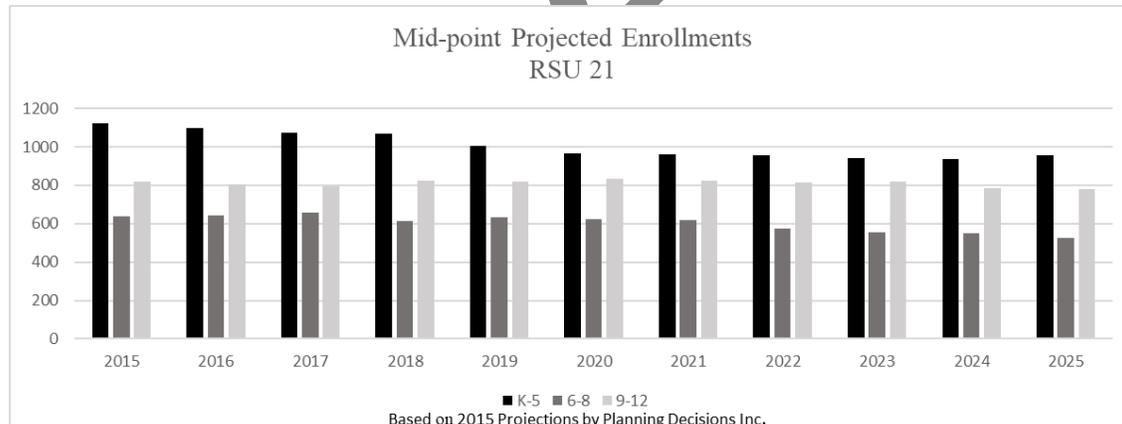
The 10-year contract between the Town of Arundel and Thornton Academy expired on June 30, 2016. As such, RSU 21 is no longer obligated to tuition Arundel middle school students to

Thornton Academy Middle School. By way of a formal resolution, the RSU 21 School Board of Directors agreed to allow then-current students to complete their middle school years at Thornton Academy Middle School and then-current Arundel 5th graders the option to attend Thornton Academy Middle School for their middle school years. Projected enrollment at Middle School of the Kennebunks indicates that we can adequately house all of the K-8 students in Kennebunk, Kennebunkport, and Arundel well into the future with minimal staffing increases and no additional facility needs.

Kennebunk Elementary (K-3) and Sea Road School (4-5)

The 2016 Master Facilities Committee spent extensive time analyzing strategic options for RSU 21 K-5 facilities. We currently require 86 full size classrooms. In the absence of Sea Road School, we would have only 70 full size classrooms in the other three buildings. Therefore, consideration of the closure of the Sea Road School was tabled.

Based upon enrollment projections, the expiration of the Thornton Academy Middle School contract, the renovations to three schools, and the continuation of choice for Arundel students in grades 9-12, there should be adequate space for all students in RSU 21 using existing and renovated facilities well into the future. At the elementary level, the RSU will annually review enrollment and revisit the closure of Sea Road School if it declines to a level of around 70 elementary classrooms district-wide.



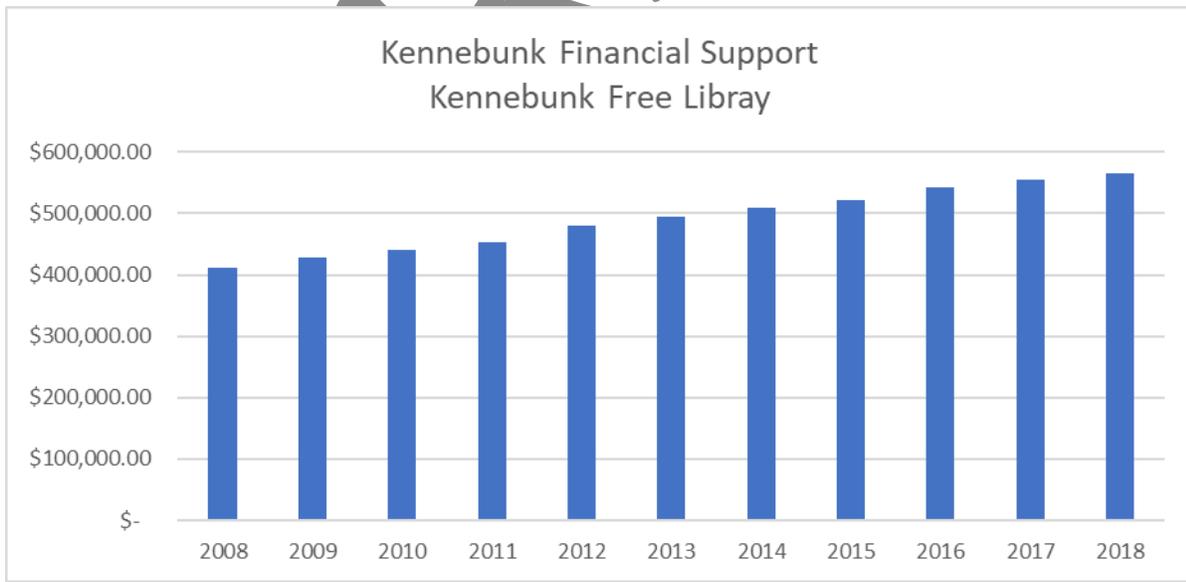
Attending School Enrollment Projection Ranges - 2015-16 to 2024-25 (K-12)												
RSU 21 - 2014-15 Best Fit Model												
School Year	Grades (K-5)			Grades (6-8)			Grades (9-12)			Total All Grades (K-12)		
	-10%	Proj.	+10%	-10%	Proj.	+10%	-5%	Proj.	+5%	-Sum	Proj.	+Sum
2014-15*		1,123			637			820			2,580	
2015-16	990	1,100	1,210	577	641	705	763	803	843	2,330	2,544	2,758
2016-17	967	1,074	1,181	592	658	724	755	795	835	2,314	2,527	2,740
2017-18	960	1,067	1,174	552	613	674	783	824	865	2,295	2,504	2,713
2018-19	903	1,003	1,103	569	632	695	779	820	861	2,251	2,455	2,660
2019-20	871	968	1,065	562	624	686	792	834	876	2,225	2,426	2,627
2020-21	865	961	1,057	558	620	682	781	822	863	2,204	2,403	2,602
2021-22	860	956	1,052	518	575	633	773	814	855	2,151	2,345	2,539
2022-23	849	943	1,037	499	554	609	776	817	858	2,123	2,314	2,505
2023-24	844	938	1,032	495	550	605	745	784	823	2,084	2,272	2,460
2024-25	862	958	1,054	473	525	578	740	779	818	2,075	2,262	2,449

Sources: *2014-15 - current enrollment based on October 1st Resident enrollment, all other years - Projected by Planning Decisions, Inc., September 2015.

Note: Actual enrollments as of September 2018 were: Pre-K-5 1,165; 6-8 579; 9-12 721; Total All Grades 2,465

Kennebunk Free Library

The Kennebunk Free Library is a quasi-municipal resource. It operates independently of Town Government and has its own Board of Directors. But it is largely funded via Town finances. The Free Library is described further in Chapter H: Historic, Archaeological and Cultural Resources.”



Waterhouse Center

The Waterhouse Center represents a new social connection for the Kennebunks. Available to the community at large, the center serves as a location for tourism, festivals, events, and other activities, all the while supporting local businesses. The center serves as a hub for the downtown, building on the strengths of the Kennebunks community. Live video from the Waterhouse WEBCAM is available online from the Center's website. The Center offers free ice skating during winter months and hosts music events as well as craft fairs and Pickle Ball during warmer months.

The Waterhouse Center is supported by public donations, municipal support, and the income from a \$1.5 million donation from Mrs. Geraldine Waterhouse and her granddaughter, Paige Hill, to the Waterhouse Youth Endowment Fund to benefit youth opportunities in downtown Kennebunk. It has become a major venue for both Town and privately sponsored social, cultural and athletic activities in the Upper Square.

Administration

Issues & Implications

Town Manager's Office

- a tight and highly competitive government marketplace, coupled with the desire to maintain a stable tax rate, makes recruitment and retention of personnel very difficult. Kennebunk's challenge is augmented by the fact that a "lean" and aging staff makes succession planning problematic
- a need for increasing efficiency – to be effected by breaking down departmental silos and cross training support personnel – is critical to support the workload
- facilities are inadequate in assets such as the Public Safety buildings, the Public Services garage, Town Hall and the teen center
- the challenge of managing the "social media highway," i.e. the Town website and other means of electronic communication is part of the increasing workload

Town Clerk's Office

- while current office space is adequate, counter space is tight and document storage space is a critical need
- a major digitization program would free up space and improve security and access, but some documents are also required to be kept in hard copy
- a project that has been budgeted but which has not proceeded is the State Mandated Codification of Ordinances, which will require outside legal oversight
- election requirements are increasingly complex, i.e. separate State and Municipal ballots will require different machines for each.

Finance

- office space is tight
- document storage space is limited
- succession planning is needed (there is no assistant finance officer).

Technology

- upgrade is needed of outdated software
- a technology test lab is needed
- training is needed on “ruggedized rolling” technology for KPD, Fire Rescue and Public Works
- enhanced firewall management and employee training is needed to protect against cyber-attacks
- upgraded building security is needed against physical threats
- improved records storage systems and digitization is needed
- a formal disaster recovery plan does not exist

Assessor’s Office

- the pace of real estate activity and adjustments to property valuations may pick up as a result of recent major upgrades to local schools and the high value of the real estate market. As a result, staffing needs may increase.

Social Services

- increased use of social media has led to a more informed population when it comes to available resources, requiring, in turn, a “vetting” and coordination process to better support the many not-for-profits supporting the Community
- it is expected that drug issues (higher rates of addiction) may result in an increasing population who is in need of Town Social Services.

Public Works

- increased resources are needed to repair and maintain failing infrastructure ranging from the seawall on Beach Avenue to a number of roads and sidewalks
- an expanded and upgraded facility (offices and workspace) is needed at the Sea Road site.

Police Department

Issues & Implications

There are three long-term trends that have affected the Police Department’s resource requirements in service to the Community.

- Increasingly complex and lengthy legal processes, increased documentation requirements and a more litigious society have led to burdensome demands on the Force in terms of paperwork and court hours. As a result, more manpower is required to serve the basic needs of the Community.
- The fact that Kennebunk has a very high elderly population has led to the need for new layers of protection in the Community. Elder abuse by family members, scams by outsiders and issues that arise from more elderly citizens living alone all add to more calls for police support and protection.
- Kennebunk is not exempt from the national opioid crisis. Addiction rates are rising. The de-regulation of recreational marijuana will add to the growing calls for police intervention relating to criminal activity, impaired driving and life-threatening overdoses. Incremental officer training is required to deal with all of these issues.

Fire Rescue

Issues & Implications

- The biggest challenge that Fire Rescue faces is staffing “mix” – getting the optimum balance among full time, per diem and on-call forces. Although per diems and on-call forces offer cost advantages over full time, they also present challenges. Per diems generally hold jobs with a number of employers and as such, their availability to Kennebunk Fire Rescue is limited. The call force is made up of volunteers who may or may not be available at any given time. Of 58 call force members, 47 have less than 10% call response, yet each requires a significant financial commitment in terms of equipment. The changing demographics of Kennebunk (more two income families, more commuting, aging population) make dependence on volunteers increasingly problematic. Over time, an increasing number of full-time staff seems inevitable. Only one station, the Central Station, has personnel on duty 24-7. The performance of the others demonstrates the commitment of the on-call fire and EMS members. Eventually, West Kennebunk and Washington Hose should have two staff at all times. It should be noted as a reference point that a fully paid department would necessitate a budget of \$3.5 million per year in contrast to the 2017-2018 budget of \$1.7 million.
- The nature of the Rescue business has changed. More and more of the transfer business being taken over by private companies, leaving Kennebunk Rescue with a higher proportion of emergency ambulance calls, which makes equipment and personnel scheduling more difficult. Cross training for fire and EMS response increases efficiency but also means that if two or three ambulances are out on calls, fire response availability is inadequate. An aging community may result in an increase in emergency calls.
- The Washington Hose facility is scheduled to be evaluated and possibly upgraded.

- It should be noted that the mutual aid model by which Kennebunk Fire Rescue and surrounding communities operate works very well in terms of leveraging equipment and personnel across several towns. Cooperation is seamless. It would be worthwhile to explore the appropriateness of this model for other municipal departments.

Public Services

Issues & Implications

- It would be beneficial to develop a comprehensive list of all Town assets to establish life cycles as is currently done with the fleet inventory.
- The Public Works facility at Sea Road is inadequate for the current size and complexity of the organization. In addition, future environmental regulations may require a wash bay for equipment. The traffic pattern at the site is also problematic as the facility is shared with the Town recycling center. There is also the need for additional indoor storage space for the equipment, larger staff facilities and a receiving area for the residents.

Parks & Recreation

Issues & Implications:

- The Town just voted to have a full-time preschool, which will eliminate the need for some Parks & Recreation services. But there will be an ongoing need for before and or after-school programs.
- The Youth Center needs modernization. Although it will no longer be used for preschool, it should be upgraded as a youth center and perhaps a place for more senior gatherings.
- The Recreation Department will be taking over the enrichment piece of adult education, which would require converting a part-time staff member to full time.
- There is a need for year-round child care. An upgraded youth center will help to meet that need.
- Kennebunk has an aging population. Buses and meeting facilities will be increasingly important to serve their needs.

Public Schools

Issues & Implications

- The Town and its taxpayers have worked hard to keep school facilities up to date, with major renovations recently completed/in progress at Consolidated School, Mildred L. Day School and Kennebunk High School. The three towns in the RSU are currently experiencing different rates of growth in terms of elementary age schoolchildren. Enrollment in Arundel is high and it remains strong in Kennebunk in

- the third, fourth and fifth grades, but is lagging in Kennebunkport. Middle and High School enrollments remain solid. This seems to be directly tied to the limited amount of starter homes available for sale, and explains why Arundel has the strongest enrollment in the lower grades and Kennebunkport the lowest. Kennebunk is also seeing reduced enrollment in the very early primary grades, which picks up as families are able to move up to a higher price point in the real estate market.
- When school enrollment falls below a certain level, it generates negative consequences in two areas. A typical class size is between 16-20 pupils. If lower grades have only enough enrollments to fill one class, there will be only one teacher per grade, and pupils will spend years with the same classmates. This reduces classroom vitality and students' ability to adapt to change, as well as having a negative impact on teachers' professional resources. A low enrollment also means the school's efficiency will be impaired, as generally the same administrative and facilities costs will be spread over few students.
 - The RSU has begun actively looking at ways to balance elementary school enrollment among the three communities.

Recommendations: All Municipal Facilities

- The Town and the Town Government should have strategic plans with objectives and timelines to reach those objectives. Town Government needs to plan for succession in key positions and the prioritization of brick and mortar needs (KPD, Fire Rescue, Public Services, Washington Hose, Town Hall, Parks & Recreation). For the Town as a whole, planning processes are needed to deal with climate change, housing issues, Complete Streets (an integrated plan for bikers, pedestrians and motorists) and an updated land use ordinance to accommodate changing needs.
- The Town Staff should be empowered to proceed with the State-mandated Codification of Ordinances, a formal Disaster Recovery Plan, and enhanced security systems at Town Hall.
- The Town should continue to explore possibilities for cost efficiencies through regionalization and cooperation with neighboring towns (Fire Rescue, Animal Control and Harbormaster being a good start).
- The Town should develop a concrete plan (and budgeting process) to transition Fire Rescue from increasingly scarce "per diems" and volunteers to full time staff.
- The Town Staff and Select Board are among the Town's most valuable and overtaxed resources. As part of the Strategic Planning process, the Town should ensure a better balance of time and spending allocations away from "hot" topics and focus towards prioritizing more significant and far reaching challenges like facilities planning, succession, ordinance modification, climate change, etc.
- The Town should encourage a wide-ranging discussion as to whether the community's future should include a strong mix of younger families, or continue the trend towards second-home ownership and a growing retired and non-school-age

- population. Depending on the outcome of this discussion, the Town and RSU should create a plan that will cost-effectively support either eventuality.
- The Town should consider encouraging the viability of the Waterhouse Center as a public-private partnership and ensure effective coordination among the various organizations and groups sponsoring the activities that take place in the Waterhouse Center and elsewhere.
 - The Town should develop a relationship with the school system, including York County Community College, that maximizes skill sets to meet local and regional business needs, aligning skills training with needs and desires of students and needs of businesses.
 - In support of keeping RSU 21 enrollments healthy:
 - The Town should continue to actively support the creation of lower priced starter homes by means of targeted zoning ordinances and other creative means of facilitating lower priced development.
 - The Town should continue to take steps as described in the SEDAC to attract businesses that offer high paying jobs as well as create an environment conducive to successful home-based businesses.
 - The Town should support the RSU's efforts to balance elementary school enrollment.

DRAFT