

E. PUBLIC FACILITIES AND SERVICES

1. Purpose

A thorough understanding of a town's public services is necessary to determine any current constraints to growth and identify any growth-related problems that the town is likely to face in the future. A plan should also identify likely future capital improvements. Specifically, this section will:

- a. Identify and describe Orland's public facilities and services; and
- b. assess the adequacy of these services to handle current and projected demands.

Town expenditures are discussed in detail in the Fiscal Analysis Chapter. The complete Capital Investment Plan (CInP) is included in the Implementation Section. This plan builds on the more detailed capital improvement plan, which was prepared under the Selectmen's direction in 1995.

2. Key Findings and Issues

Orland is a rural town with relatively few public facilities and services. The fire station needs some minor repairs and more substantial improvements are needed to the school building. The town office has several major deficiencies.

3. Public Opinion Survey and Community Workshop Results

Most respondents rated town services as "adequate" or "more than adequate." The highest percentage of "needs improvement" ratings (44 percent) was for road maintenance. About 32 percent of respondents felt that police protection needed improvement and participants in the January 1998 workshop echoed this concern. The town office received highest percentage (61 percent) of "adequate" ratings. Fire protection received the next highest percentage at 59 percent, followed by snow removal and sanding at 57 percent.

4. Town Government

a. Current Conditions

Orland has a town meeting form of government. Day-to-day affairs are handled by the three selectmen. There is presently (1998) one full-time employee who serves as town clerk and tax collector. Other employees include a part-time deputy clerk and three part-time assessors.

b. Current and Future Adequacy

While the selectmen must cope with a heavier work load than they did a generation ago, current town government arrangements appear adequate. The major problems, as will be discussed below, focus on the town office building. There are no present plans to create more positions in the town office.

5. Solid Waste Disposal

a. Current Conditions

Orland has a contractual arrangement to use Bucksport's solid waste facility. According to State Planning Office data, this facility recycled about 37 percent of its municipal solid waste in 1995, the last year for which complete data are available. This is a relatively high rate of recycling. For example, the Blue Hill-Surry facility had a 31 percent rate while Ellsworth and Mount Desert had 28 percent and 34 percent rates respectively. Bar Harbor, however, had a 40 percent rate.

b. Current and Future Adequacy

Given the cost of running a transfer station, it will likely remain far less expensive for Orland to continue to use the Bucksport facility. There are no plans to change current solid waste and recycling arrangements.

6. Fire Protection

a. Current Conditions

Fire protection in Orland is provided by the 41-member volunteer Fire Department. The fire station is centrally located on School House Road. Orland has an automatic mutual aid agreement with Bucksport for structure fires. It also has an agreement with all Hancock County fire departments through the Hancock County Fire-fighters' Association. This means its volunteers and equipment are supplemented by those of other towns. Orland provides automatic mutual aid to Surry for all structure fires and structures in North Orland receive automatic aid from Dedham.

Demand for service has fluctuated in recent years. As seen in Table E.1, calls for service have ranged from 44 per year in 1991 to 94 in 1995. As will be discussed below, however, the average fire department call is more complex than was once the case. This increases the training requirements for volunteers.

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Year	Number of Calls
1989	48
1990	52
1991	44
1992	46
1993	60
1994	73
1995	94
1996	68

Source: Fire Department Records

1. Facilities

The station consists of a 1,200-square-foot apparatus area, built around 1975 as the original part of the building. There was 1,000-square-foot training room added in 1995 as well as another 1,000- square-feet of second-floor training area. The second floor includes an office, locker rooms, a bunk room, and staff room.

Other rooms at the station include a 195-square-foot dispatch room, a 160-square-foot laundry-decontamination room and a 200-square foot furnace room. There are also three storage closets. The facility has five heated bays and a 20' by 20' separate storage bay adjacent to the main building.

2. Staffing

The department presently has 41 volunteers. About ten to fifteen of these are available during the day. This number is generally sufficient for the department's needs. There is also ample back-up through mutual aid. The average response time to a call is 3 to 4 minutes. The response time to the most remote part of the town is 10 to 15 minutes. The town is thus assured generally good coverage.

The department provides most training through its own instructors. This makes it easier for volunteers to meet state training requirements since they are not required to travel out of town. The only training-related problem is the time it takes to complete the required courses. This is sometimes a problem for volunteers with families.

Today, any fire department must concern itself with a range of public safety matters such as hazardous materials, responding to vehicle accidents, and the handling of blood-borne pathogens. Also, the average building fire is likely to be more dangerous and complicated to fight than it was 50 years ago due to greater use of plastics and other potentially toxic materials in home construction and furnishings. Volunteers face a far more hazardous job than they once did and this complicates the training process.

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In addition to its regular duties, the fire department review plans submitted to the planning board. It also conducts an annual fire prevention program. This involves presentations to the Orland Consolidated School, local day care centers, H.O.M.E. and senior citizen groups during fire prevention week.

The department does not foresee the need for any paid fire-fighting staff. The most beneficial use of paid staff would be to assist in record keeping and equipment maintenance. No specific timetable has been established to hire such staff, however.

3. Equipment

The Department has six vehicles (see Table E.2). These range from a 1984 Chevy three-quarter ton brush truck to a 1994 International 2,200 gallon tanker. Two of these vehicles are in poor to fair condition and are near the end of their useful life. Three vehicles have been purchased in the past ten years.

A department priority is to replace the 1976 utility van, which is overloaded and inadequate for present needs. The new vehicle would have a heavy duty chassis and serve both as a rescue service and utility truck. The department hopes to replace this vehicle using donated funds.

The 1968 Ford tanker-pumper has an estimated useful life of 30 years and should thus be replaced in 1998 or shortly thereafter. The truck presently serves as the department's prime attack pumper and it is essential that it be in top operating condition. If this vehicle is replaced with a high quality attack pumper, the department would then have two class "A" engines (including the 1994 tanker). The 1978 pumper could then be replaced with a smaller unit for woods operations. The later vehicle has a history of high maintenance and poor reliability. Replacement of these two vehicles was recommended by the Orland Capital Improvements Committee in 1995. The department does not presently foresee the need for any other new equipment.

Table E.2 Fire Department Vehicles			
Type	Year	Condition	Years of Service Left
Chevy 3/4 Ton Brush Truck	1984	ten	ten
Chevrolet utility van	1976	poor	limited
Ford 500 gpm/500 tank pumper	1968	fair/good	3 years
Ford 1,000 gpm/1,750 tank pumper	1978	good	11 years
International 750 gpm/500 tank pumper	1987	good	22 years
International 2,200 gallon tanker	1994	prime	27 years
Source: Orland Fire Department			

b. Current and Future Adequacy

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Apart from regular replacements as vehicles age, fire fighting equipment appears adequate. Some repairs, however, are needed to the building. The floors of the apparatus room are uneven and drainage is poor. This means that equipment cannot be washed inside the building, a particular problem in winter.

There are no present plans to build any branch stations. Department members had discussed the need for a station in North Orland. This was not pursued since there are few volunteers who live in that part of town.

There are some important links between comprehensive planning and fire protection. It is important that any new development be assured of adequate water supply for fire-fighting purposes. Many towns include standards in their subdivision ordinances that give the planning board the option to require that a developer provide an on-site water supply for fire-fighting purposes. This could involve a dry hydrant adjacent to a pond or an underground cistern. The Orland fire department discourages the use of dry hydrants due to the damage that accumulated gravel in the hydrants has caused to some vehicles. Cisterns may thus be the preferred option.

In some cases, it may not be practical for a development to have an on-site supply. Another option in some cases is to ask developers to contribute their proportionate share of the cost of providing an off-site source. According to the Fire Chief, water supplies are generally adequate in Orland due to the many ponds and lakes. Two areas where supplies are inadequate are on the Castine Road near the Penobscot town line and on the Gilpin Road.

Another comprehensive planning issue is prompt emergency vehicle access. Spring mud and other poor road conditions may limit access to certain parts of town. This is an important factor to consider when reviewing new subdivision proposals. In some cases, it may be appropriate to require the developer to contribute to the cost of upgrading roads that lead to the development so that safe emergency vehicle passage is assured and town road maintenance costs are minimized.

The Fire Department has noted access problems on private fire roads throughout town. These roads are often too narrow and have sharp turns. They are a particular problem during mud season. This problem has been partially addressed by the purchase of a four-wheel-drive truck with a short wheel base.

Subdivision ordinances can address some of the road access problems. For example, they can require that cul-de-sacs have a turnaround area adequate for the largest fire truck likely to serve that fire. Many towns set a maximum length for cul-de-sacs. One risk of overly long cul-de-sacs is that a road might be blocked by a fallen tree or other debris, putting a house out of the reach of fire hoses.

7. Police Protection

a. Current Conditions

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There is no municipal police department in Orland. Police protection is provided by the County Sheriff's department and the State Police. While there were complaints about police protection during the first citizen workshop, the public opinion survey revealed that only 22 percent of respondents were willing to have taxes increased to provide expanded protection.

b. Current and Future Adequacy

Given the town's rural nature and low demand for police services, current police protection arrangements appear adequate. Even if the town should grow at a faster rate than presently expected, it is unlikely that additional police protection would be needed over the next ten years. The costs of establishing a local police department would be far beyond Orland's limited budget. One option, however, would be to contract for services with Bucksport.

8. Ambulance

Ambulance service to the town is provided by a contractor agreement with the Bucksport Fire Department Ambulance Service. Orland is capially invested in this agreement. Private ambulance services are also located in Bangor and Ellsworth.

9. Education

a. Current Conditions

Orland is a member of School Union 91, which also includes Orrington. Orland students attend grades K-8 at the Orland Consolidated School. This facility has thirteen original classrooms and a rated capacity of about 300 students. Present enrollment is at 270, so the building is within its overall capacity. The building was most recently expanded in 1989 and there was an earlier expansion in 1985.

Core facilities consist of a gymnasium and library. The cafeteria and art room were converted to regular class rooms due to increased enrollment and special education classes. As a result, the building that was designed for 13 classrooms now has 16 classrooms.

There are currently 46 full- or part-time staff at the school. The Union would like to add a grant writer, a project facilitator, a curriculum coordinator and an in-service training coordinator. These positions are needed to meet current rather than projected enrollment.

High school students in Orland are sent to other schools on a tuition basis. As of 1997 seven schools accepted Orland students. The Union provides bus transportation to Bucksport High School and George Stevens Academy in Blue Hill.

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As seen from the enrollment figures shown in Table E.3, elementary school enrollment increased during the late the 1980s and early 1990s, but declined during the mid-1990s. Grades 7 and 8 showed a slight increase during the mid-1990s. This is natural since the "bulge" in the elementary school population would have aged.

There were only minor fluctuations in high school enrollment during the 1980s. This trend continued into the 1990s, there were 125 students in 1990 compared 109 in 1991. While enrollment had increased to 131 by 1994, it decreased to 125 by 1997. Overall, the high school population has remained static.

	K-6	7-8	9-12	Special Ed.	Total Orland
1984	189	58	116	0	363
1985	180	58	112	6	356
1986	192	57	110	4	363
1987	210	53	109	5	361
1988	216	54	116	4	391
1989	213	51	130	2	396
1990	218	57	125	2	402
1991	228	66	109	3	406
1992	241	65	119	1	426
1993	230	61	125	0	416
1994	203	67	131	2	403
1995	196	69	124	1	391
1996	199	74	129	0	402
1997	198	75	125	0	398

¹ NOTE: Enrollments are as of October 1 of the school year.
Source: School Union 91

b. Current and Future Adequacy

The building has several current needs that must be addressed. The roof is old and should be replaced before leaks develop. Additional computer laboratory space is needed. The wiring system needs a new service panel. The current parking and bus loading area is dangerous and needs to be improved.

The Union has made no projections of future enrollment. Thus, the needed improvements focus on current rather than future needs. As mentioned above, there is some excess capacity in the building. A more immediate factor in school costs could be in special education enrollment. There is no way, however, to project this component of the school-aged population.

10. Town Buildings

a. Current Conditions

The primary town building, apart from those mentioned under the descriptions of other departments and facilities, is the 4,720 square-foot town office. Facilities in the downstairs include a 247-square-foot clerk/tax collector's office and separate offices for treasurer and the assessors, both of which have 150 square feet. There is also a 162-square-foot selectmen's office and a 228-square-foot conference room. There is also a vault and a storage room. Upstairs, there is a 1,419-square-foot meeting room.

b. Current and Future Adequacy

The building has several deficiencies. The selectmen's office and assessors' area are too small. This is a particular problem for the selectmen since there is little room for the public to participate in their meetings. All offices need regular filing and storage space and more fire-proof vault space is also needed. The planning board needs a place to store its maps and files, presently they are kept in the conference room.

There are other inadequacies in addition to these space-related problems. The heating system is very poor and the wiring does not meet code. None of the offices have windows and the ceiling is falling down in the upstairs meeting room. There has been major flooding in the downstairs meeting rooms over the past few years. There is also inadequate parking.

11. Public Works

Orland has no public works facilities. All work is contracted by the Road Commissioner.

12. Sanitary Sewer System

Portions of the Orland village area are served by a sanitary sewer. The extent of the service area is shown on Map 1 (*Water and Marine Resources*). The system was completed in 1995 and connects to the Bucksport system. The maximum capacity of the Orland portion of the system is 30,000 gallons per day and current (1999) usage is about 18,000 gallons per day. The system is thus at about 60 percent of capacity.

The town sewer ordinance requires any new construction along the sewer route to be connected to the system. The current fee for service is \$90 per quarter. About 65 percent of the service area is presently developed. This means that there is an opportunity for further construction in the service area.