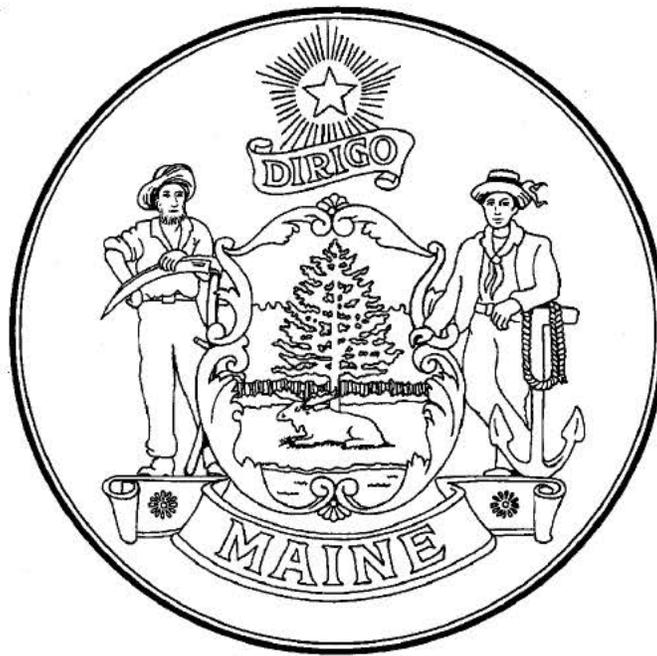


# MAINE STATE LEGISLATURE

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**Maine Criminal Justice Academy  
Parking and Safety Improvement Review  
January 12, 2007**

**Submitted to the Joint Standing Committee  
on State and Local Government  
Pursuant to Resolve 2005, Chapter 214**



STATE OF MAINE  
DEPARTMENT OF ADMINISTRATIVE & FINANCIAL SERVICES  
BUREAU OF GENERAL SERVICES  
BURTON M. CROSS BUILDING  
4<sup>TH</sup> FLOOR, 77 STATE HOUSE STATION  
AUGUSTA, MAINE  
04333-0077

JOHN ELIAS BALDACCI  
GOVERNOR

REBECCA M. WYKE  
COMMISSIONER

M.F. CHIP GAVIN  
DIRECTOR

To: Honorable Elizabeth Schneider, Senate Chair  
Honorable Christopher Barstow, House Chair  
Honorable Members of the Joint Standing Committee on State and Local Government  
From: Chip Gavin, Director of the Bureau of General Services  
cc: Suzanne Armstrong, Anna Broome, Tim Leet  
Date: January 12, 2007  
Re: Report pursuant to Resolve 2005, Chapter 214

On behalf of Administrative and Financial Services Commissioner Rebecca Wyke, please find attached a report regarding parking at the Maine Criminal Justice Academy. The report is pursuant to Resolve 2005, Chapter 214. The text of the resolve is included in the document for your convenient reference.

If you have any questions or would like more information, please do not hesitate to contact me at 624-7360 or [chip.gavin@maine.gov](mailto:chip.gavin@maine.gov).

Thank you.

**Executive Summary:**

Pursuant to Resolve 2005, Chapter 214, as passed by the Second Regular Session of the 122<sup>nd</sup> and approved by the Governor May 30, 2006, the Commissioner of Administrative and Financial Services was authorized to determine the feasibility of acquiring a parcel of land adjacent to the Maine Criminal Justice Academy for use as a parking lot by the academy. The entire resolve is reprinted as Appendix A to this report. The Commissioner was to make this determination by January 1, 2007, after consultation with the Commissioner of Public Safety, and to report to the joint standing Committee of the Legislature having jurisdiction over state and local government matters by January 15, 2007. As a result, the Commissioner of Administrative and Financial Services is recommending an expansion of parking on the existing Academy campus, using funds identified by the Department of Public Safety, and is not recommending the purchase of new property at this time.

**Parking concerns detailed:**

In reviewing the parking situation at the Maine Criminal Justice Academy on Route 201 in Vassalboro, the Department of Administrative and Financial Services and the Department of Public Safety visited the site in September, 2006, and consulted subsequently in the preparation of this report. Throughout those discussions, the Academy was particularly alert to the need to provide safe and appropriate parking given the institution's important role in establishing standards and providing training for Maine's law enforcement officers.

Two distinct parking issues were identified during this review:

1. The Academy has an ongoing concern with parking and pedestrian safety on campus as a result of its routinely scheduled trainings and meetings. At least monthly, often more frequently, the academy finds itself implementing special procedures to park vehicles in a non-standard manner or in areas not officially designated for parking, such as outdoor training spaces. This solution generally involves using space intended for outdoor training, which eliminates the area for training, and parking cars in a compact manner end-to-end and side-by-side, rather than in standard marked and measured spaces. The academy has determined that perhaps 20-30 additional spaces would alleviate this concern, which negatively impacts safety, convenience and training.
2. The Academy also identified a more extreme though much less frequent concern associated with the twice annual graduation ceremony it conducts. On these occasions, both the academy and the community, as well as graduates and ceremony attendees, find the campus overwhelmed by those understandably eager to share in the celebration. The situation that results from the congestion and ad hoc parking solutions can impact public safety on the campus and the immediate surrounding neighborhood, impede traffic on Route 201 and Oak Grove Road, and diminish the experience of those seeking to attend graduation. The Academy estimates that perhaps 150 new parking spaces would be needed to address this concern, and it is unclear, given the unpredictable nature of such public event, that even this expanded amount of parking would be enough to satisfy the demand.

## **Potential solutions reviewed**

After touring the site and with the assistance of engineering consultants, both Departments mutually reviewed five distinct options to improve parking on the campus. These are identified as areas A, B, C, D and E on the map in Appendix B.

These possible solutions ranged in complexity from Option B, which called for the state to purchase a wooded parcel adjacent to the campus and to construct a new parking lot for 100 or more vehicles on the property, to Option D, which essentially called for an expansion and redesign of the existing primary parking lot.

As a result of this review, the Departments intend together to pursue a revised variation of parking solution E, which calls for the creation of a new parking lot of about 45 spaces on existing campus property. This solution will remedy parking issue No. 1, the most frequent parking and safety concern, as described earlier in the report. The current estimated cost of this project is \$80,000-\$120,000, which is in keeping with the funds previously identified by the Department of Public Safety for this purpose. The project also will be coordinated with the Department of Environmental Protection as well as with the Maine Arts Commission, as the construction may require adjustments to a prior 1% for art project that was installed on the campus. Ultimately, the scope of the project and investments in landscaping and design will ensure an aesthetically responsible outcome, in addition to improved parking.

All other options for expanded parking ultimately were removed from consideration for the various reasons detailed in the engineering report that is excerpted and reprinted as Appendix C. Parking Option B, which was the option that specifically called for the purchase of the adjacent wooded parcel, was eliminated in part not because of the potential cost of the acreage, but because the cost of construction itself was prohibitive on the site. The site raised other concerns, such as the safety of pedestrians crossing Oak Grove Road.

In addition to pursuing parking solution E, the Departments already have taken additional action to improve the parking and related safety issues at the campus. Roadside trees have been trimmed for safety, an overgrown triangular area at the intersection of the Academy driveway and Oak Grove Road has been restored to lawn, and a large lawn area immediately adjacent to Route 201 is being regularly mowed in the event the area was needed for emergency parking and to protect public safety, provided the season and weather made the site feasible for such a purpose at the time of need.

Reliable, safe, cost-effective solutions to the parking concern associated with the Academy's twice-annual graduation ceremony do not appear to be available on-site or on the adjacent non-state-owned property. Rather, the Department of Public Safety intends to pursue alternative solutions to the graduation day dilemma. Ideas that have been discussed include requiring tickets for graduation to help control access, conducting off-site graduations, shuttling guests to the event from remote parking, or exploring some other solution as determined best by the Academy and Department of Public Safety. Recent graduations have been conducted, for example, at nearby Thomas College. The Departments have not ruled out future large-scale parking expansion, but are not recommending one at this time.

## **Appendix A**

Resolve 2005, Chapter 214, *Part B excerpted*

### **CHAPTER 214**

**H.P. 1311 - L.D. 1871**

**Resolve, Authorizing the Commissioner of Administrative and Financial Services To Purchase the Department of Labor Building at 19 Union Street in Augusta and To Determine the Feasibility of Acquiring a Parcel of Land for Use as a Parking Lot by the Maine Criminal Justice Academy**

#### **PART B**

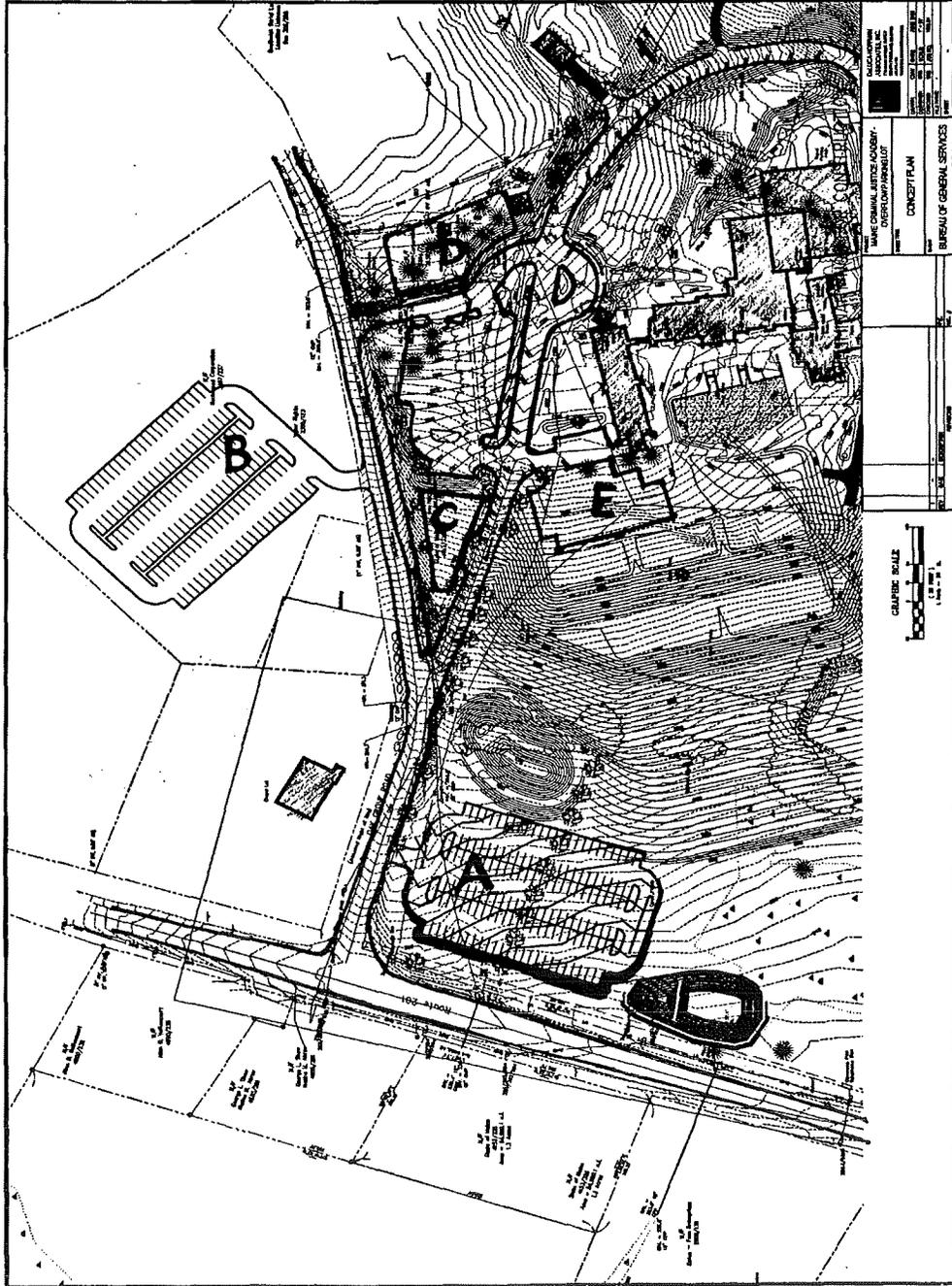
**Sec. B-1. Assessment by Commissioner of Administrative and Financial Services. Resolved:**

That the Commissioner of Administrative and Financial Services shall determine the feasibility of acquiring a parcel of land adjacent to the Maine Criminal Justice Academy for use as a parking lot by the academy. The parcel of land is located in the proposed Realewood Estates North subdivision as described in a deed recorded at the Kennebec County Registry of Deeds in Book 6912, Page 94 and contains a well and water line easement benefiting the former Oak Grove School, currently known as the Maine Criminal Justice Academy. In determining the feasibility of purchasing the parcel, the commissioner shall consider the cost and environmental and visual impact of the location in comparison to other potential locations for the parking lot. The commissioner shall consult with the Department of Environmental Protection to determine the environmental impact. The commissioner shall also consult with the Commissioner of Public Safety prior to any determination. The commissioner shall complete the determination no later than January 1, 2007 and report the commissioner's recommendation to the Commissioner of Public Safety and the joint standing committee of the Legislature having jurisdiction over state and local government matters by January 15, 2007.

Effective August 23, 2006.

# Appendix B

Approximate location of parking options included in review



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# Appendix C

DeLuca-Hoffman Associates, Inc.  
Engineer's Report



DeLUCA-HOFFMAN ASSOCIATES, INC.  
CONSULTING ENGINEERS

778 MAIN STREET  
SUITE 8  
SOUTH PORTLAND, MAINE 04106  
TEL. 207 775 1121  
FAX 207 879 0896

- SITE PLANNING AND DESIGN
- ROADWAY DESIGN
- ENVIRONMENTAL ENGINEERING
- PERMITTING
- AIRPORT ENGINEERING
- CONSTRUCTION ADMINISTRATION
- TRAFFIC STUDIES AND MANAGEMENT

November 2, 2006

Mr. Joseph Ostwald  
Director of Construction  
Bureau of General Services  
Department of Administrative and Financial Services  
4th Floor, Cross State Office Building  
77 State House Station  
Augusta, ME 04333-0077

**Subject: Maine Criminal Justice Academy  
Overflow Parking  
Interim Report**

Dear Joe:

DeLuca-Hoffman Associates, Inc. has continued with our ongoing investigation of parking alternatives at the Maine Criminal Justice Academy in Vassalboro. As you know we have assisted your office with the review of the following supplemental parking alternatives at the Academy:

- Alt. Parking area "A" consisted of the existing meadow/field area located off Route 201 and Oak Grove Road. This location is located greater than 1,000 feet from the building entrance, thus is considered perhaps too far for reasonable overflow parking.
- Alt. Parking area "B" is located on the north side of Oak Grove Road. This area is moderately sloped and is within private offsite property; therefore, property acquisition would be necessary. We concluded earlier that the costs for constructing parking at this location are likely prohibitive.
- Alt. Parking Area "C" is located between the MCJA entrance and Oak Grove Road, within a triangular shaped area that is now simply grassed. This area lacks size and would not likely be able to support any more than 20 vehicles or so.
- Alt. Parking Area "D" is the land area to the east of the existing parking area off Oak Grove Road. Earlier thoughts by involved parties were that this area was part of the campus and therefore could support additional parking. We later confirmed that this area is not part of the campus property and is actually owned by others.
- Alt. Parking Area "E" is the existing lawn area located between the septic fields and the Academy dormitory wing, just off the site entrance from Oak Grove Road. Based on our earlier work, we understand that MCJA staff has decided to pursue the placement of

Mr. Joseph Ostwald  
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additional parking within an area approximately 0.4 acres in size. The following additional information is now provided regarding the construction of supplemental parking in this location.

**Alt. Parking Area "E"**

DeLuca-Hoffman Associates, Inc. has reviewed the original construction plans and visited the existing site in order to review the feasibility of constructing additional parking at the MCJA. Our current emphasis has been placed on the development of a parking layout within the grassed area located near the septic fields nearest the dormitory wing and the parade ground. The following specific conditions are highlighted.

- The proposed development area measures approximately 100 feet by 180 feet (0.40 acres).
- The area is currently maintained grass area. Based on the original design plans, the area contains fill that was placed as part of the septic field construction. The characteristics of the fill placed in the area are uncertain at this time; however, we assume that the underlying material is relatively suitable for the placement of a gravel section and infrequent parking use.
- The area being considered is between the existing building and the leach fields. We are not currently contemplating parking directly on top of the chambers, simply since adequate space appears available to avoid this need. Our conceptual layout places the edge of proposed parking approximately 10' off the leach field edge.
- A single large pine tree is located just off the existing pavement surface, just off the end of the dormitory wing. We suggest that this pine tree remain and the parking area be aligned around it. Seven other small trees (maple) have also been planted off the end of the building wing. It appears these could be transplanted relatively easily.
- The sanitary sewer from the dormitory wing is located within or very near the area now contemplated for parking. Two sewer manholes are also within the prospective parking alignment. Minor modifications to these structures may be warranted depending upon the final design.
- The grassed area currently sheets runoff towards a very shallow swale running parallel to the entrance drive and draining westerly towards the detention basin located downhill of the septic fields.
- The concept layout accompanying this letter includes the alignment of up to 51 additional parking spaces. The layout includes stacked parking to maximize the number of vehicles that could be placed in the area. The layout is based on providing a typical 9' wide by 18' deep parking stall. A 24' wide aisle is provided for access in/out of the parking area. Access

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would be off the drive aisle to the east and not off the main entrance drive into the site. The alignment of the access is open for discussion with MCJA representatives as it may be possible to enter from the main entrance drive if necessary.

With regard to parking surface options the following should be considered:

Option 1 – Standard Pavement Surface

Like the other parking areas on the campus, the additional parking area could be constructed with a bituminous asphalt surface. The parking lot would likely contain a pavement section consisting of the following materials:

- 1.25" of Bit. Asphalt surface course
- 2.0" of Bit. Asphalt binder course
- 4" of Base Gravel aggregate
- 12" of Subbase Gravel aggregate

Option 2 – A Porous Pavement System

A porous pavement system consists of proprietary materials including a flexible grid system that is backfilled with sand or gravel and can provide either a permanent grassed surface or a stone surface. Our office has successfully used the Grasspave<sup>2</sup> or Gravelpave systems for fire lanes and similar overflow parking situations. Additional supplier information relating to the Grasspave<sup>2</sup> accompanies this letter. The major advantages of this option include the aesthetic benefits and the opportunity to minimize the parking area's stormwater management needs. The only drawback to this option is that the overall costs typically exceed the costs for placing bituminous asphalt pavement.

Other aspects of the parking lot construction might include the following considerations:

- The placement of curbing around some or all of the lot. Curbing typically involves the placement of a closed drainage system however, thus increasing costs. We recommend that, at a minimum, bituminous asphalt curb be placed at the radius points entering the parking lot.
- Striping or other demarcation of parking lot spaces. If the area is paved, then parking space striping similar to the existing lots may be considered. The striping will normally insure maximum space efficiency as vehicles are parked.
- If a Grasspave<sup>2</sup> system is chosen, then alternatives to designate the parking stalls may need to be reviewed. These may include both permanent and temporary measures such as signs, guardrail, concrete wheel stops, or other surface treatments to aid in defining the parking area.

DeLUCA HOFFMAN ASSOCIATES, INC.  
CONSULTING ENGINEERS

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- We recommend that a guardrail be installed between the parking area and the leach fields to help avoid accidental vehicle movement over the leach beds.
- We recommend that the work include a modest amount of landscape treatment such as tree and shrub planting to help soften the visual impact of the supplemental parking area. You will note that we have aligned the limit of the parking area with the inside building edge of the dormitory wing in order to avoid overlap of the parade ground views.
- We currently believe that the parking area drainage can remain primarily as overland sheet flow towards the campus entrance drive. The stormwater regulations have also been modified since the original construction several years ago. As a result we believe it will be necessary to provide water quality treatment measures to meet current State standards. This will involve the construction of "Low Impact" measures such as a bio-retention landscape cell that essentially is a shallow landscaped swale at the low end of the parking area that will collect and provide treatment of stormwater runoff coming off the parking area. These measures will be necessary if the parking area is paved. Other minor improvements include reshaping of the downhill drainage swale to insure stability may be warranted. These efforts may also include repairs to the minor washout along the southerly edge of the entrance drive. A possible remedy to this may be the installation of some additional curbing along the pavement edge and the construction of a more defined drainage swale from the entrance to the detention basin. We understand this issue has been previously reviewed and a contractor has suggested that a 3' wide gutter be installed. Our concern with this approach is the potential need to cut the existing trees along the entrance, which would seem undesirable.

DeLuca-Hoffman Associates, Inc. has prepared a preliminary Engineer's Opinion of Cost for the two surface options described above. An itemized cost breakdown accompanies this letter for your review. Generally speaking we expect the construction cost for the additional parking to be within a range of \$80,000 to \$120,000, depending on the selected surface treatment.

The proposed parking lot development will require a Project Amendment from the Maine Department of Environmental Protection. The work will also require local Site Plan Approval. Pending review and approval of the conceptual parking plan for Area "E", DeLuca-Hoffman Associates, Inc. will prepare the applicable documents and make submissions to the reviewing agencies in advance of construction next spring.

We trust this interim report provides worthwhile information to BGS/MCJA staff and we look forward to your review and the opportunity to meet with you to discuss.

DeLUCA HOFFMAN ASSOCIATES, INC.  
CONSULTING ENGINEERS

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If you have any questions please call.

Sincerely,

DeLUCA-HOFFMAN ASSOCIATES, INC.



Stephen Bushey, PE  
Senior Engineer

SRB/sq/JN1600.01/Ostwald-11-02-06

Attachments

Option E Detail from DeLuca Hoffman Associates

