A G E N D A
MEETING - Municipal Operations & Property
Via Remote Video and Teleconference

Tuesday, May 12, 2026
8:30 AM

Meeting Format
This meeting will be conducted via remote video and teleconference pursuant to 1 MRSA §403-B (2) (D) and section 6 of the Sanford City Council Rules of Procedure.

Members of the public may join the meeting by phone by dialing 1 (929) 205-6099 using Meeting ID 862 4458 1872 and Password 694797, or via computer at https://us02web.zoom.us/j/86244581872?pwd=fnwoXrNVX1qhoT1IKhCuMhtahh9xUz.1. Members of the public may also submit comments by using the form on the City's Website under Government/City Council/Contact the Council.

This is a work session of the "Sanford City Council" and not a business meeting of the City Council. The meeting is open to the public but is not a public hearing. The Chairperson shall conduct the work session with the Committee Members and may elect to call upon the public in attendance for either questions or to obtain input and information. All work products will be developed by consensus and forwarded as advisory to the full Council for any matter warranting legislative action by the City Council at a business meeting so posted and assembled.

Administration

26-117-01	Discussion on Mobile Home Lot Rent Stabilization Draft Ordinance and the proposed Lot Rent Stabilization Board
26-144-01	Discuss a proposed Emergency Ordinance putting in place a temporary moratorium on data center development.

Parks & Recreation

26-147-01	Discussion on Roberts Street Closure for the NECBL All-Star Game hosted at Goodall Park on July 26th.
26-148-01	Discussion on Shaw Road closure from Spur Road to Shaws Ridge Road for the Pete Levasseur Fall Classic on October 10th - 12th and on October 24th & 25th for the U9/10 Soccer Maine Festival from 7:00am - 5:00pm.

Public Works

26-143-01	Discussion on Ordinance and DPW policy changes to better support current and future construction practices as they pertain to infrastructure stewardship and traffic control procedures.

Memo

Number: 26-117-01
To: Municipal Operations & Property
From: Steven Buck, City Manager
Date: 2026-05-12
Subject: Discussion on Mobile Home Lot Rent Stabilization Draft Ordinance and the proposed Lot Rent Stabilization Board

RECOMMENDATION

Discussion on Mobile Home Lot Rent Stabilization Draft Ordinance and the proposed Lot Rent Stabilization Board

Background Information:

The State of Maine passed LD 1725 that established a Study Commission that made a Final Report or recommendations to address the escalating increase in Mobile Home Lot Rents and the impacts to low to moderate income owners renting in such parks. The State developed a Model Ordinance pursuant to the passage of the Law 10 MRSA §9082. The Draft incorporates the definitions and concepts of the State Model, elements from three other municipal ordinances, but greatly sets a new direction for Sanford's Ordinance that is founded in;

1. Establishes a Rent Stabilization Board to review petitions for Lot Rent Increases.
2. Sets an Annual Allowable Escalator based upon the lesser of CPI-W (the same as S.S. Cost of Living) or 3% cap. Must file a petition to the Board for review otherwise.
3. Establishes At-or-Below Threshold and Above-Threshold basis for Lot Rents based upon 40% of the Average Social Security Income for single wage earner in York County, Maine.
3. Establishes Lot Rent Increases that do not need to file a petition for an increase and Lot Rent increases that must file a petition fo Lot Rent increase.
4. Establishes a basis for Reasonable Rate of Return for Park Owners - standards in Exhibit A
5. Establishes a Review Process for the Lot Rent Stabilization Board to base all future decisions on Lot Rent Increases.

Legal Counsel has reviewed the First Draft, pending on the latest development of defining Reasonable Rate of Return and amended review criteria.

Property Subcommittee reviewed the draft Ordinance at their meeting on April 14, 2026.

City Council held a public hearing and first reading of the Ordinance at their meeting on May 5, 2025 and several minor amendments were suggested.

A separate Electronic Format has been established for the Rent Stabilization Board to assess Lot Rent Increases pursuant to a defined Reasonable Rate of Return as well as a Determination Document to

record the Board's actions, decision matrix, and resulting determinations.

Legal Review Status:

Pending

Administrative or Department Review:

During the Public Hearing, two areas of possible amendment were identified. A Memo on each is attached.
1. Rent Cap of 3% v. 5%
2. Charges of Non-Lot Rent Fees being exorbitant such as $1800 credit check
Amendments to Section III attached for consideration.

Financial Impact or Review:

Impact will be determined upon the ultimate structure and functioning of the Lot Rent Stabilization Board and if any fee/s will be set to accommodate this new process and processing, especially any appeals processing.

ATTACHMENT(S):

Memo 3% v 5% Rent Cap Review 5-7-2026.pdf
Memo on Non-Lot Rent Fees and Compliance 5-7-2026.pdf
AMENDMENTS TO ARTICLE III for Non-Lot Rent Fees 5-7-2026.pdf
Updated_Internal_Legal_Review.pdf
Sanford Mobile Home Park Lot Rent Stabilization Draft Ordinance 4-7-2026.pdf
Memo Lot Rent Stabilization Board - Recommended Qualifications and Appointment 5-4-26.pdf

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MEMO
From the Desk of
Steven R. Buck,
Sanford City Manager

Lot Rent Stabilization

To: City Council – Municipal Property Subcommittee

Subject: Lot Rent Stabilization 3% v. 5% Cap Review

Date: May 7, 2026

The proposed standard in Article III(D) establishing a cap of the **lesser of CPI-W or 3%** is intentionally designed to function as a **rent stabilization mechanism**, not as a hard limitation on rent increases. As structured in the ordinance, increases within this threshold are presumed reasonable and may be implemented without Board review, while any increase above this level requires a formal petition and review by the Rent Stabilization Board .

This framework reflects a deliberate policy balance. The 3% threshold serves to:

- **Stabilize routine rent increases** by aligning them closely with inflation and predictable cost growth;
- **Protect low- to moderate-income residents**, many of whom rely on fixed or limited incomes, from cumulative rent escalation that can lead to housing insecurity;
- **Preserve the role of the Rent Stabilization Board** as the forum for evaluating larger or non-routine increases based on documented financial need and a reasonable rate of return.

Importantly, the ordinance does not prohibit increases above 3%. Rather, it requires that such increases be **justified through a transparent, evidence-based process**, ensuring that higher adjustments are tied to verifiable operating costs, capital improvements, or other legitimate financial factors. This structure ensures that Park Owners retain the ability to achieve a reasonable return while preventing automatic pass-through of larger increases without scrutiny.

Recent economic conditions further support the appropriateness of the 3% threshold. While inflation experienced significant volatility during the 2021–2023 period, those increases represented a temporary spike rather than a long-term trend. More recent data indicates that inflation is moderating toward a more typical range of approximately 2%–3% annually. At the same time, income growth—particularly for low- to moderate-income households and those on fixed incomes such as Social Security—has not kept pace with prior inflationary spikes. As a result, allowing automatic increases above this range risks creating **real (inflation-adjusted) rent increases**, rather than simply keeping pace with costs.

Lot Rent Stabilization

By anchoring routine increases to CPI-W or 3%, the ordinance reflects both:

- A **forward-looking expectation of normalized inflation**, and
- A recognition that **resident incomes remain constrained**, particularly within the mobile home park population.

By contrast, increasing the cap to 5% would materially alter the function of the ordinance. A higher threshold would allow a greater number of rent increases to occur **without review**, thereby:

- **Reducing the effectiveness of the stabilization framework** by permitting increases that may exceed both inflation and income growth;
- **Diminishing the role of the Rent Stabilization Board**, as fewer increases would trigger the petition and review process;
- **Undermining the affordability protections** embedded in Article IV by allowing higher base rents to compound over time before any oversight is applied.

In effect, a 5% cap shifts the ordinance away from a stabilization model and toward a more permissive framework in which larger increases become routine rather than exceptional. The current 3% standard, in combination with the ordinance's petition process and reasonable rate of return analysis, maintains a **balanced, economically grounded, and defensible approach**—providing predictability for residents while preserving a clear and accessible pathway for Park Owners to seek additional increases when warranted.

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MEMO
From the Desk of
Steven R. Buck,
Sanford City Manager

Lot Rent Stabilization

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From the Desk of
Steven R. Buck,
Sanford City Manager

Lot Rent Stabilization

To: City Council – Municipal Property Subcommittee

Subject: Non-Lot Rent Fees Impacts and Legal Conformance

Date: May 7, 2026

Council Memo Section: Regulation of Application, Credit Check, and Other Non–Lot Rent Fees

During the Public Hearing, concerns were raised regarding the imposition of substantial upfront fees—specifically, reported charges of approximately $1,800 for credit checks or application processing for prospective Mobile Home Park residents. These concerns highlight a gap in the current ordinance and raise both **legal compliance and housing affordability issues** that warrant targeted amendment.

Existing State Law Framework

Under **Maine Revised Statutes Title 14 §6030-H**, landlords in Maine are permitted to charge application or screening fees; however, such fees are strictly limited to the **actual cost incurred** for conducting credit or background checks. The statute does not permit landlords to profit from these fees, and any charge must be directly tied to a verifiable screening expense.

Based on typical market costs for such reports, application and credit check fees generally fall within a modest range. Accordingly, the imposition of significantly higher fees raises substantial concerns regarding compliance with State law.

Gap in the Current Ordinance

The current draft of the Mobile Home Park Lot Rent Stabilization Ordinance requires disclosure of "all additional revenue sources" as part of the financial review process under Exhibit A. While this provision ensures that such fees are visible during the evaluation of a Park Owner's Net Operating Income, it does not:

- Regulate the **amount or reasonableness** of specific fees;
- Prevent the use of **excessive upfront charges** as a condition of tenancy;
- Address fees that function as a **barrier to entry**, rather than as a legitimate cost recovery mechanism.

Lot Rent Stabilization

As a result, the ordinance currently addresses these fees only **indirectly and after the fact**, rather than establishing clear, enforceable standards upfront.

Policy and Affordability Considerations

Mobile Home Parks serve as a critical source of **unsubsidized affordable housing**, and residents often include individuals and households with limited or fixed incomes. Excessive upfront fees—particularly those not tied to actual costs—can create a significant barrier to accessing this housing, effectively excluding otherwise qualified residents.

Moreover, if left unregulated, such fees present a risk of **circumventing the intent of rent stabilization** by shifting housing costs away from regulated lot rent and into unregulated charges. This undermines the core purpose of the ordinance, which is to protect residents from unreasonable and destabilizing housing costs.

Proposed Amendment Approach

If addressing this issue, it would be recommended that the ordinance be amended to:

- **Explicitly incorporate State law standards** by requiring that any application, credit check, or screening fee comply with the limitations set forth in **Title 14 §6030-H**;
- Establish a **hard prohibition on fees exceeding actual, verifiable costs**, including a requirement for documentation upon request;
- Clarify that such fees **shall not be used to generate profit or serve as a condition that unreasonably restricts access to housing**;
- Provide that the **Rent Stabilization Board may review and disallow such fees** in the context of any petition for rent or fee increases, particularly where such charges impact affordability or are inconsistent with State law.

Consistency with Ordinance Purpose

These amendments are consistent with the stated purpose of the ordinance to:

- Protect residents from **unreasonable housing-related costs**;
- Prevent **housing insecurity and displacement**; and
- Ensure that Park Owners are able to obtain a **reasonable rate of return**, without reliance on excessive or non-cost-based fees.

Lot Rent Stabilization

By aligning local regulation with existing State law and closing this identified gap, the City can ensure that the ordinance functions as intended—promoting both **fairness and accessibility** within Mobile Home Parks, while maintaining a balanced and legally defensible framework.

Conclusion

The addition of clear standards governing application, credit check, and similar non–lot rent fees represents a targeted and appropriate refinement to the ordinance. It reinforces existing legal requirements, prevents unintended circumvention of rent stabilization, and directly advances the City's goal of preserving affordable housing access for current and future residents.

AMENDMENTS TO ARTICLE III – LOT RENT AND FEE REGULATION

Add New Subsection: Article III (I) – Application, Screening, and Other Non–Lot Rent Fees

I. Application, Screening, and Other Non–Lot Rent Fees

1. **State Law Compliance Required**
   Any application fee, credit check fee, background check fee, or similar screening-related charge imposed by a Park Owner shall comply with the requirements of **Maine Revised Statutes Title 14 §6030-H**, as may be amended.
2. **Limitation to Actual Cost**
   Such fees shall be strictly limited to the **actual, verifiable cost incurred** by the Park Owner in obtaining a credit report, background check, or similar screening service.

- No additional administrative, processing, or profit-based charges shall be permitted.
- If no screening report is obtained, no fee shall be charged.

3. **Documentation Requirement**
   Upon request by the Administrator, Rent Stabilization Board, or an affected applicant or resident, the Park Owner shall provide **written documentation** demonstrating:

- The actual cost of the screening service; and
- That the fee charged does not exceed that cost.

4. **Prohibition on Excessive or Barrier Fees**
   No fee shall be imposed that:

- Exceeds the actual cost of screening services;
- Is duplicative or charged multiple times for the same screening purpose; or
- Functions as a **barrier to entry** for prospective residents inconsistent with the purpose of this Ordinance.

5. **Anti-Circumvention**
   Application, screening, or other non–lot rent fees shall not be used to:

- Circumvent the rent or fee limitations established in this Ordinance; or
- Shift housing costs from regulated lot rent into unregulated charges.

6. **Board Authority**
   The Rent Stabilization Board shall have the authority, in connection with any petition under Article III(E), to:

- Review all non–lot rent fees;
- Determine whether such fees comply with this Ordinance and State law; and
- Disallow, reduce, or otherwise adjust any fee found to be excessive, non-compliant, or inconsistent with the purpose of this Ordinance.

AMENDMENTS TO EXHIBIT A – RENT STABILIZATION BOARD EVALUATION STANDARDS

Amend Section B – Required Financial Submissions (Add Clarifying Language)

Add to "Gross Income" subsection:

• All additional revenue sources, **including but not limited to application fees, credit check fees, background screening fees, administrative fees, and any other non–lot rent charges**, shall be itemized separately.
• Each such fee category shall include:

- Total annual revenue collected;
- Number of instances charged; and
- Documentation demonstrating compliance with Article III(I) and applicable State law.

Add New Section G (Renumber Existing Sections Accordingly if Needed)

Section G. Non–Lot Rent Fee Standards

1. **General Standard**
   All non–lot rent fees shall be:

- Reasonable;
- Cost-based; and
- Consistent with the purpose of this Ordinance.

2. **Application and Screening Fees**
   The Board shall ensure that any application, credit check, or background screening fee:

- Complies with Article III(I);
- Does not exceed actual, verifiable cost; and
- Is not used as a revenue-generating mechanism.

3. **Exclusion from Return Calculations**
   Revenue derived from any fee found to be:

- Excessive,
- Non-compliant with State law, or
- In violation of Article III(I)

shall be excluded from Gross Income and Net Operating Income calculations for purposes of determining a reasonable rate of return.

4. **Corrective Action**
   Where the Board determines that non–lot rent fees are inconsistent with this Ordinance, the Board may:

- Disallow such fees in whole or in part;
- Require adjustment or elimination of such fees; and
- Condition approval of any rent increase on compliance with this Section.

SUMMARY OF EFFECT

These amendments:

- **Directly incorporate State law** into the ordinance framework
- Establish a **clear, enforceable prohibition** on excessive fees
- Prevent **circumvention of rent stabilization**
- Provide the Board with **explicit authority to review and disallow fees**
- Ensure that improper fees **do not inflate allowable returns**

CITY OF SANFORD, MAINE
OFFICE OF THE CITY MANAGER

TO: Attorney Philip Saucier

FROM: Steven Buck, City Manager

DATE: April 7, 2026

RE: Mobile Home Park Lot Rent Stabilization Ordinance – Updated Legal Review and Risk Assessment

I. INTRODUCTION

This memorandum updates the prior internal legal assessment to reflect the finalized draft of the Mobile Home Park Lot Rent Stabilization Ordinance dated April 7, 2026.

The updated ordinance incorporates enhanced standards for determining a "Reasonable Rate of Return," including a structured hybrid methodology based on Net Operating Income (NOI), market-based capitalization rates, and cash flow sufficiency as detailed in Exhibit A.

These additions materially strengthen the legal defensibility of the ordinance and clarify the analytical framework to be applied by the Rent Stabilization Board.

II. LEGAL AUTHORITY

The ordinance remains firmly grounded in municipal home rule authority under Maine law and is consistent with State policy encouraging local regulation of mobile home park lot rents.

There is no express or implied preemption. The ordinance regulates economic conditions of tenancy rather than tenancy rights themselves, reinforcing its defensibility.

III. UPDATED REGULATORY APPROACH

The finalized ordinance establishes a hybrid regulatory framework that:

• Allows limited annual increases without Board review under defined thresholds;
• Requires Board review for increases above affordability thresholds or caps;
• Incorporates a detailed and objective Reasonable Rate of Return standard through Exhibit A;
• Requires formal written findings supported by financial and market-based evidence.

The inclusion of a structured RRR methodology represents a significant enhancement over earlier drafts.

IV. PRIMARY LEGAL CONSIDERATIONS

A. Takings Clause

The ordinance has been strengthened through:

- Explicit incorporation of a hybrid RRR methodology;
- Use of market-based capitalization rates;
- Consideration of NOI and financial viability;
- Prohibition on arbitrary or confiscatory outcomes.

These elements align with established case law and significantly reduce takings risk.

B. Substantive Due Process

The ordinance is rationally related to legitimate governmental interests and now includes a clearly defined analytical framework, further reducing risk of arbitrary decision-making.

C. Equal Protection

The ordinance continues to be supported by rational distinctions unique to mobile home park residents.

D. Contract Clause

The ordinance regulates future rent adjustments and preserves the opportunity for a reasonable return, supporting defensibility under contract clause analysis.

V. ROLE OF THE RENT STABILIZATION BOARD

The Board's role has been further clarified and strengthened through:

- Adoption of Exhibit A standards incorporating RRR methodology;
- Requirement for structured financial analysis;
- Mandatory written findings tied to objective criteria.

The addition of standardized tools (RRR worksheet and findings template) further enhances consistency and defensibility.

VI. UPDATED RISK ASSESSMENT

The updated ordinance presents:

• LOW risk regarding authority, due process, and equal protection;
• LOW–MODERATE risk regarding takings claims, significantly reduced through the defined RRR methodology;
• MODERATE operational risk dependent on consistent Board implementation.

Overall, the ordinance is highly defensible if administered consistently with the adopted standards.

VII. CONCLUSION

The finalized ordinance represents a comprehensive, balanced, and legally defensible framework for regulating mobile home park lot rents in Sanford.

The addition of a clearly defined Reasonable Rate of Return standard, grounded in accepted financial and appraisal methodologies, materially strengthens the City's position in the event of legal challenge.

With proper implementation by the Rent Stabilization Board, the ordinance is well-positioned to withstand judicial scrutiny while achieving its policy objectives.

Note: “Mobile Homes” and “Mobile Home Parks” are terms commonly used in municipal ordinances in Maine. Similarly, “manufactured housing” and “manufactured housing communities” are terms often found in local ordinances. Both terms are referenced in State law, and this model ordinance assumes that the words can be used interchangeably according to the preference of the municipality. Sanford’s Ordinances utilize Mobile Homes in all references in Zoning.

Mobile Home Park Lot Rent Stabilization Ordinance

Draft for Council Consideration

Article 1: Purpose

The purpose of this ordinance is to protect the health, safety, and welfare of residents living in Mobile Home Parks by preventing unreasonable lot rent and fee increases. Mobile Homes represent a crucial source of unsubsidized affordable housing. However, because residents typically own their homes but not the land underneath them, they face unique vulnerabilities to excessive rent and fee increases. While Mobile Home Park Owners should expect to receive a reasonable return on their investment, residents of those parks should expect to be protected from such excessive cost increases because they may put residents at risk of homelessness or severe housing insecurity.

Article II. Definitions

- **Administrator: “**Administrator” means the City Manager or Assistant City Manager for the administration and enforcement of this Mobile Home Park rent stabilization ordinance.
- **Base Rent:** The monthly rent charged for a Mobile Home Park lot, exclusive of utilities and separately metered services, in effect for that lot at the time of determination. Base Rent shall be used to determine applicability of affordability thresholds and rent increase provisions.

- **Consumer Price Index (CPI):** “Consumer Price Index” or “CPI” means the Consumer Price Index for All Urban Consumers (CPI-W), Northeast Region as published by the U.S. Department of Labor, Bureau of Labor Statistics.
- **Mobile Home:** “Mobile Home" means a structure, transportable in one or more sections, which is 8 body feet or more in width and 32 body feet or more in length, is built on a permanent chassis, is designed to be used as a dwelling with or without a permanent foundation when connected to the required utilities, and includes the plumbing, heating, air-conditioning and electrical systems contained in the structure.
- **Mobile Home Park:** "Mobile Home Park" means any parcel(s) of land under single or common ownership or control which contains, or is designed, laid out or adapted to accommodate, two or more Mobile Homes.
- **Mobile Home Park Lot:** “Mobile Home Park Lot” means the area of land on which an individual Mobile Home is situated within a Mobile Home Park and which is reserved for use by the occupants of that home.
- **Mobile Home Resident:** “Mobile Home Resident” means an occupant of a Mobile Home who rents a parcel of land in a Mobile Home Park.
- **Operating Expenses:** Annual expenses reasonably incurred by the Park Owner directly related to the operation of the Mobile Home Park, including but not limited to:
    - Real estate and personal property taxes
    - Utilities
    - Maintenance and repair
    - Administrative and payroll costs
    - Insurance
    - Capital improvements (amortized)
    - Reasonable reserve contributions
    - Interest expenses related to acquisition or capital improvements
- **Park Owner:** “Park Owner” means a person, corporation or other entity that owns a Mobile Home Park.
- **Rent Increase:** “Rent Increase” means any additional lot rent or fees demanded of, or paid by, a Mobile Home resident, and includes any reduction in services without a corresponding reduction in the amount demanded or paid for in lot rent or fees.
- **Rent Stabilization Board:** “Rent Stabilization Board” means the municipal body appointed to hear and decide petitions for additional rent increases and other matters.

Article III. Lot Rent and Fee Regulation

A. Frequency of Increases: A Park Owner may not increase lot rent or fees more than once in any twelve (12) month period.

B. Base Rent Determination: Base Rent shall be the rent in effect at the time of evaluation.

C. Notice Requirements: A Park Owner shall provide at least ninety (90) days' written notice of any rent or fee increase.

D. Rent or Fee Increase Not Requiring a Hearing: A Park Owner may implement a rent or fee increase without a hearing before the Rent Stabilization Board if:

1. The lot rent is at or below the Affordability Threshold as defined in Section X;
2. The increase does not exceed the lesser of:
    - The most recent annual percentage change in the Consumer Price Index (CPI-W); or
    - Three percent (3%) of the current Base Rent;
3. The increase occurs no more than once in a twelve (12) month period.

Presumption of Reasonableness: An increase within the limits of this subsection shall be presumed reasonable.

E. Rent or Fee Increase Requiring a Hearing: A rent or fee increase shall require review and approval by the Rent Stabilization Board if:

- The lot rent exceeds the Affordability Threshold; or
- The proposed increase exceeds the limits set forth in Article III(D); or
- The Park Owner seeks to impose new or increased fees not otherwise permitted.

The Rent Stabilization Board shall approve, deny, or modify the requested increase in a manner that ensures the Park Owner is able to obtain a reasonable rate of return based on the evidence presented.

1. Petition: A Park Owner may seek a Rent or Fee increase that exceeds the thresholds above to cover the cost of increased operating expenses such as taxes, insurance, utility charges and maintenance costs, in addition to certain capital improvements or other emergencies. Improvements must directly benefit Mobile Home Residents and be necessary for maintenance

of the correction of health and safety conditions in the Mobile Home Park. A Park Owner seeking such greater increase must submit a petition to the City Clerk's Office. The City Clerk's Office shall forward the petition to the Board and schedule a hearing, pursuant to Article VI (C). The petition must be filed in advance of the rent or fee increase notice and contain documentation to substantiate the increase is necessary to cover the increases in operating or maintenance expenses, the cost of capital improvements, or unforeseeable expenses incurred at the Mobile Home Park. Park Owners that fail to maintain a Mobile Home Park in decent, safe, sanitary condition, as determined by the Code Enforcement Office, shall not be allowed to exceed the base rent increase unless the increase is used to correct health and safety violations in the Mobile Home Park.

2. Standard for Approval: The Board may approve an increase only upon a finding that:

- The increase is necessary to:
    - Address health and safety conditions;
    - Fund capital improvements essential to the operation of the park
    - Cover increased operating expenses; or
    - Reflect enhanced services;

AND

The increase is required to provide a reasonable rate of return.

3. Burden of Proof: The Park Owner shall bear the burden of proof.

F. Reasonable Rate of Return: The Park Owner is entitled to a reasonable rate of return. After considering all of the evidence provided by the Park Owner and Mobile Home Residents, the Board will determine the amount of the requested increase in rent or fees that provides a reasonable rate of return.

G. Notice to Mobile Home Residents: The Park Owner will promptly provide a copy of the filing of the petition and supporting documents to the Mobile Home Residents and will file proof of said notice to the Board. The Park Owner will also provide notice of the hearing date, time and location to the Mobile Home Residents and will file proof of said notice to the Board.

H. Vacancy Base Rent: A Park Owner shall be permitted to increase the lot rent by up to the

most recently posted CPI-W increase whenever a lawful vacancy occurs, and this amount shall be considered the new base rent for that Mobile Home Park Lot.

Article IV. Affordability-Based Rent Regulation

A. Affordability Threshold

The Affordability Threshold is:

Forty percent (40%) of the median monthly Social Security income for York County, Maine, as determined annually by the Administrator.

B. Classification

Each lot shall be classified as:

- **Above-Threshold Lot Rent**, or
- **At-or-Below-Threshold Lot Rent**

C. Above-Threshold Rents

- Notwithstanding the provisions in Article III, a Park Owner must file a petition for any Lot Rent increase;
- And any increase will be subject to review by the Rent Stabilization Board under Article III(E);
- Any such petition shall be evaluated in accordance with Exhibit A and the requirement to provide a reasonable rate of return.

D. At-or-Below-Threshold Rents

- Subject to the lesser of CPI-W or a 3% cap;
- May petition Board for greater increase pursuant to Article III(E).

E. Annual Determination

The Administrator shall annually determine and publish:

- Median Social Security income for York County, Maine;
- Applicable Affordability Threshold Monthly Lot Rents

Article V. Applicability

A. **Applicability:** This ordinance applies to every Mobile Home Park within the municipality except those to which an exemption applies.

B. **Exemptions:** This ordinance shall not apply to:

1. Mobile Home Parks owned by a cooperative or other entity in which membership is limited to Mobile Home residents;

2. Mobile Home lots subject to any agreement that restricts lot rent or fee increases in a manner that is more restrictive than this ordinance.

ARTICLE VI. Rent Stabilization Board

A. A Rent Stabilization Board ("Board") is created to hear requests by Park Owners for lot rental and fee increases pursuant to Article III and explicitly those above threshold.

B. The Board will be composed of five members with initial terms of one year for one; two years for two; and three years for two. Thereafter, terms will be for three years. Members will be nominated by the Mayor and confirmed by the Council. A majority of the Board membership will be Sanford residents. Appointments to fill vacancies will be made to continue a Sanford resident majority on the Board.

C. At its organizational meeting, the Board will elect a Chair and Secretary. Thereafter, each January the Board will elect a Chair and Secretary. In the absence of the Chair, the Board will appoint a temporary Chair. The Board may request secretarial assistance from the City to assist in the performance of its duties.

ARTICLE VII. Hearings

A. A Quorum is a minimum of four members, and decisions will be made by a majority of Board, four members present and voting.

B. Decisions will be made by a preponderance of the evidence, and the Park Owner will have the burden of proof to establish the amount of a rent or fee increase that is a reasonable rate of return.

Standards for Evaluation of Rent Increases are established and attached as Exhibit A; Rent Stabilization board Evaluation Standards.

C. Hearings will begin within 30 days of receipt of a petition for a rent or fee increase and will

conclude within 30 days thereafter, unless the Board extends the time for good cause.

D. The Board may receive any oral or documentary evidence but shall exclude irrelevant, immaterial or unduly repetitive evidence. Every party has the right to present the party's case by oral or documentary evidence, to submit rebuttal evidence, and to conduct any cross-examination that is required for a full and true disclosure of the facts.

E. Upon the conclusion of the evidence, the Board will make its decision, which will be supported by Findings of Fact and Conclusions of Law and provided to the parties within 5 business days.

F. A motion for reconsideration must be made within ten days of the decision being reconsidered. A decision on a motion for reconsideration must be made within 45 days of the final vote on the original decision.

ARTICLE VIII. Violations

Violations of this Ordinance shall be enforced by a municipal official designated by this article with the responsibility to enforce this article pursuant to 30-A M.R.S. § 4452. Each lot where a violation occurs shall be considered a separate violation subject to fines and penalties.

ARTICLE IX. Appeals

A. An appeal of the Board's decision must be made to Superior Court within 45 days of the vote on the original decision.

B. An appeal of a decision on a motion for reconsideration must be made to Superior Court within 10 days of the decision on the motion for reconsideration.

EXHIBIT A
Rent Stabilization Board Evaluation Standards

Section A. Purpose

This Exhibit establishes uniform standards and procedures for the evaluation of petitions for rent or fee increases submitted to the Rent Stabilization Board pursuant to Article III(E).

These standards are intended to:
- Ensure consistent, transparent, and evidence-based decision-making;
- Protect residents from unreasonable rent increases; and
- Ensure that Park Owners are able to obtain a reasonable rate of return.

This Exhibit further establishes a structured methodology for determining a Reasonable Rate of Return using market-based and financial analysis standards.

Section B. Required Financial Submissions

A Park Owner filing a petition shall submit the following:

Gross Income
- Total rental income for the prior three (3) years
- Current rent roll by lot
- All additional revenue sources

Operating Expenses
- Detailed operating expenses for the prior three (3) years
- Current year-to-date expenses
- Itemized categories consistent with ordinance definitions

Net Operating Income
- Calculation of annual net operating income for the prior three (3) years

Capital Improvements
- Description, cost, and date of improvements over the past five (5) years
- Amortization schedules

Debt and Financing
- Outstanding debt obligations
- Interest expenses

Certification
- All submitted information shall be certified as accurate
- The Board may require independent verification

Section C. Expense Eligibility Standards

Allowable Expenses
The following may be considered:

• Property taxes
• Utilities
• Maintenance and repairs
• Administrative and payroll expenses
• Insurance
• Regulatory fees and permits
• Capital improvements (amortized)
• Reasonable reserves
• Interest on acquisition and improvements (subject to limitations below)

Non-Allowable Expenses
• Depreciation
• Late fees, penalties, or default-related costs
• Costs unrelated to park operations
• Duplicate or double-counted expenses
• Costs arising from overleveraged or imprudent financing

Section D. Capital Improvement Standards

Eligibility Criteria
Capital improvements must:
• Extend useful life;
• Improve safety or infrastructure; or
• Enhance services

Amortization
• Must follow generally accepted accounting principles

Reserve Limits
• Up to 5% of annual gross income
• Maximum accumulation of 30% of annual gross income

Exclusions
• Routine maintenance
• Previously recovered costs

Section E. Reasonable Rate of Return Analysis

The Board shall determine whether the requested increase is necessary to provide a Reasonable Rate of Return using a hybrid analysis consisting of the following:

1. Net Operating Income (NOI) Analysis
• Evaluate historical and current NOI;
• Assess trends in income and expenses;
• Determine whether current rent levels support ongoing operations and maintenance.

2. Market-Based Capitalization Rate Analysis
• Identify an appropriate capitalization rate based on manufactured housing communities in Maine, Northern New England, or comparable markets;

• Estimate implied property value using NOI ÷ cap rate;
• Evaluate whether current and proposed returns are consistent with market performance.

3. Cash Flow Sufficiency
• Determine whether income supports:
 - Operating expenses;
 - Capital reinvestment;
 - Long-term viability;
• Ensure the property can be maintained in a safe and habitable condition.

Standards
• The Board shall ensure the Owner is not deprived of a fair and reasonable return;
• The Board shall not guarantee profit maximization;
• The Board shall rely on objective financial and market data.

Limitations
• The Board shall not base return on:
 - Speculative acquisition prices;
 - Overleveraged financing;
 - Owner-specific financial hardship unrelated to operations.

Section F. Decision Criteria

1. The Board shall consider:
   • Changes in property taxes
   • Changes in operating expenses
   • Capital improvement needs
   • Changes in services
   • Whether the increase is:
    - Arbitrary
    - Discriminatory
    - Inconsistent with the ordinance
   • Impact on resident affordability
   • Long-term viability of the park

   The Board shall issue written findings documenting:
   • Data relied upon;
   • Methodology applied;
   • Determination of reasonable rate of return.

Section G. Anti-Abuse Provisions

• Fees may not be used to circumvent rent limits
• Service reductions must be offset by rent reductions
• No discriminatory rent practices
• Good faith engagement with residents required
• Incomplete submissions may be denied

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MEMO
From the Desk of
Steven R. Buck,
Sanford City Manager

Lot Rent Stabilization Board

To: City Council

Subject: Recommended Qualifications and Appointment of Lot Rent Stabilization Board

Date: May 4, 2026

Purpose and Background
The proposed Mobile Home Park Lot Rent Stabilization Ordinance establishes a five-member Rent Stabilization Board to review petitions for lot rent increases, conduct public hearings, and render decisions in accordance with the standards set forth in Exhibit A of the Ordinance.

Given the Board's role as a quasi-judicial body responsible for evaluating financial data, operating costs, and reasonable rates of return, it is essential that appointments be made with a focus on technical competency, impartiality, and the ability to apply objective standards.

Policy Consideration: Avoidance of Direct Stakeholder Representation
A key policy consideration is whether individuals with a direct financial or personal interest in mobile home parks—specifically park owners/operators or residents—should serve on the Board.

It is recommended that the Council **avoid appointing individuals who are either mobile home park owners/operators or current residents of such parks**. While representation may appear equitable, both categories present inherent conflicts of interest, as Board decisions directly impact their financial or personal circumstances.

Instead, the Board should function as an **independent, technically qualified review body**, capable of rendering impartial decisions based on financial evidence and regulatory standards.

Recommended Qualifications and Skill Sets
Appointments should prioritize individuals with demonstrated knowledge, experience, or professional background in areas relevant to financial and housing cost analysis. The following qualifications are recommended as guidance for the Mayor and Council:

- **Finance and Accounting:** Experience in financial statement analysis, cost structures, and rate-of-return evaluation
- **Banking and Lending:** Familiarity with underwriting, debt service coverage, and property financing
- **Real Estate and Property Valuation:** Knowledge of rental markets, valuation methodologies, and operating expenses

- **Housing and Public Policy:** Experience with housing programs, including understanding of area median income and affordability metrics
- **Business Operations:** Experience managing or analyzing operating costs, capital improvements, and long-term asset planning

These categories are not exclusive but represent the types of expertise that will best support the Board's responsibilities under Article IV (Petitions for Rent Increases) and Article VII (Hearings and Determinations).

Board Function and Hearing Structure
The Rent Stabilization Board will operate in a quasi-judicial capacity, conducting hearings, reviewing evidence, and issuing written determinations.

It is recommended that:

- The Board Chair serve as the **Hearing Officer**, or receive appropriate training to fulfill this function
- Procedures generally align with those used by the Zoning Board of Appeals, particularly regarding evidentiary review and decision-making standards
- Written findings clearly document the basis for each decision in accordance with Exhibit A evaluation criteria

Training and Legal Support
To ensure consistency and legal defensibility, Board members should receive initial and ongoing training.

It is recommended that:

- The **City Attorney** provide training on quasi-judicial procedures, evidentiary standards, and legal considerations
- Training include guidance on conflicts of interest, ex parte communications, and record development
- Members receive orientation on the financial evaluation tools and standards contained in Exhibit A

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MEMO
From the Desk of
Steven R. Buck,
Sanford City Manager

Lot Rent Stabilization Board

Alternates
To ensure continuity of operations and avoid delays in hearings, it is recommended that the Council consider authorizing **up to two Alternate Members**.

Alternates would:

- Serve in the absence or recusal of regular members
- Receive the same training and maintain familiarity with Board procedures
- Be available to ensure a full panel for all hearings

This may require a minor amendment to Article VI of the Ordinance, should the Council wish to proceed.

Recommended Appointment Framework
To promote consistency and transparency in appointments, the following framework is recommended:

- The **Mayor nominates** candidates based on the qualification criteria outlined above
- The **City Council confirms** appointments following review of qualifications
- Consideration be given to assembling a Board with **complementary expertise across financial, real estate, and housing policy disciplines**
- Appointments emphasize **analytical capability, impartial judgment, and professional experience**, rather than stakeholder representation

Conclusion
The effectiveness and legal defensibility of the Rent Stabilization Ordinance will depend significantly on the qualifications and impartiality of the Rent Stabilization Board.

Establishing a Board composed of individuals with strong technical and financial expertise—while avoiding direct stakeholder conflicts—will position the City to administer the Ordinance in

Memo

Number: 26-144-01
To: Municipal Operations & Property
From: Steven Buck, City Manager
Date: 2026-05-12
Subject: Discuss a proposed Emergency Ordinance putting in place a temporary moratorium on data center development.

RECOMMENDATION

Discussion on proposed Emergency Moratorium on Data Center development to allow for the review and or amendment of the City's existing Zoning and Permitting Ordinances to address the unique aspects and best practice establishment of permitting this new industrial use application within Sanford's Zoning and Permitting Ordinances.

Background Information:

See attached Draft Emergency Ordinance Temporary Moratorium on Data Centers attached.

The Draft has been sent to Legal for review and or amendment prior to consideration at the May 19, 2026 Council Meeting.

Legal Review Status:

Pending

Administrative or Department Review:

Financial Impact or Review:

N/A

ATTACHMENT(S):

Emergency Ordinance Temporary Moratorium on Data Center Development Formal.pdf
Data Center Moratorium Consideration and Ordinance Amendments 5-1-2026.pdf

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Emergency Ordinance
Temporary Moratorium on Data Center Development

Emergency Preamble

Whereas, pursuant to Section 214.1 of the Sanford City Charter, the City Council may adopt an Emergency Ordinance to meet a public emergency affecting the health, safety, or welfare of the City, with the statement of such emergency set forth in the preamble; and

Whereas, the City Council finds that the development of large-scale data centers represents a new and emerging land use within the State of Maine and the City of Sanford, and is of a scale and intensity not previously experienced locally; and

Whereas, such data centers present unique and complex considerations not fully contemplated under the City's current Zoning Ordinance and Site Plan Review standards, including but not limited to electrical demand and infrastructure impacts, potential ratepayer implications, water usage, environmental effects, noise from continuous operations and backup generation systems, and overall site scale and intensity; and

Whereas, while the City's existing ordinances provide a generally strong regulatory framework for land use review, they are not specifically tailored to address the distinct characteristics and potential impacts of large-scale data center development; and

Whereas, the City Council has received and considered information identifying the need for specific ordinance provisions addressing, among other matters, electrical grid and ratepayer protections, siting and location standards, conditional use review processes, noise and generator controls, water use and environmental standards, infrastructure and public service impacts, fiscal transparency and community benefit, phased development, decommissioning requirements, and ongoing monitoring and enforcement; and

Whereas, without the adoption of a temporary moratorium, applications for data center development may be submitted and deemed complete under existing ordinances that do not yet reflect these necessary, data center-specific standards, potentially resulting in irreversible land use decisions without the benefit of a fully developed regulatory framework; and

Whereas, the City Council finds that such premature applications could result in impacts to municipal infrastructure, natural resources, and surrounding properties that may not be adequately mitigated under current ordinances, thereby affecting the health, safety, and welfare of the City and its residents; and

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Emergency Ordinance
Temporary Moratorium on Data Center Development

Whereas, the City Council further finds that there is an immediacy to act due to increasing national demand and development pressure for large-scale data centers, creating a reasonable likelihood that development proposals may be advanced prior to the City completing its ordinance review and amendment process; and

Whereas, the Maine State Legislature recently enacted LD 307 addressing data center development, which was subsequently vetoed by the Governor, and the Legislature failed to override such veto, resulting in the absence of a comprehensive State regulatory framework governing data center development; and

Whereas, the lack of enacted State-level standards places increased responsibility upon municipalities, including the City of Sanford, to establish appropriate local regulations to address the impacts of such development; and

Whereas, the City Council finds that a temporary moratorium is necessary to allow sufficient time for the City Administration to develop, and for the Planning Board to review and recommend, a series of Zoning Ordinance amendments specifically addressing data center development for subsequent consideration and enactment by the City Council; and

Whereas, the City Council affirms its intent to support appropriate and responsible economic development within the City, while ensuring that such development occurs under clear, predictable, and protective standards that safeguard the interests of the community; and

Whereas, the City Council finds that the enactment of a temporary moratorium on data center development is a necessary and appropriate measure to prevent potential adverse impacts and to preserve the status quo while the City undertakes this ordinance review and amendment process;

Now, Therefore, the City Council hereby declares that an emergency exists affecting the health, safety, and welfare of the City of Sanford and hereby enacts the following Emergency Ordinance establishing a Temporary Moratorium on Data Center Development.

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Emergency Ordinance
Temporary Moratorium on Data Center Development

City of Sanford
Temporary Moratorium on Data Center Development

1.1 Purpose and Findings

A. The City Council finds that data center development represents a unique and emerging land use with potential impacts to electrical infrastructure, environmental resources, municipal services, and surrounding properties that are not fully addressed under existing ordinances; and

B. The City Council finds that there is an immediate need to ensure that such development is reviewed under clear, specific, and enforceable standards tailored to data centers; and

C. The City Council seeks to prevent the submission and approval of applications under regulatory provisions that are not specifically designed to address the scale and intensity of data center development; and

D. The City Council intends to undertake a review and amendment of its Zoning Ordinance to establish appropriate standards and processes governing data center development; and

E. The City Council finds that a temporary moratorium is necessary to preserve the status quo while such review and ordinance amendments are developed and considered.

1.2 Definition

For the purposes of this Ordinance, the following definition shall apply:

Data Center shall mean a facility, or a campus of multiple buildings located on a single parcel or contiguous parcels, the primary use of which is the housing, storage, management, processing, or transmission of digital data through computer systems, servers, and associated equipment.

A Data Center shall be considered subject to this Ordinance where it meets one or more of the following characteristics:

- Electrical Demand Threshold: Designed to require one (1) megawatt (MW) or greater of dedicated electrical load capacity, whether from the utility grid or on-site generation;
- Building Area Threshold: Contains ten thousand (10,000) square feet or more of floor area devoted to data processing, server infrastructure, or supporting mechanical and electrical systems;

- Primary Use Test: The data processing function constitutes the principal use of the property, rather than an accessory or incidental use to another permitted commercial, institutional, or industrial activity;
- Infrastructure Intensity: Includes specialized high-capacity cooling systems, redundant power supplies, substations, or backup generation designed to support continuous data operations; or
- Campus Configuration: Is developed or proposed as part of a phased or multi-building campus intended for data processing operations.

Exclusions:
The term "Data Center" shall not include:

- Server rooms, data closets, or IT infrastructure that are **accessory and incidental** to a primary use such as a hospital, school, office building, manufacturing facility, or retail establishment;
- Telecommunications equipment facilities regulated under other sections of the City's Ordinances;
- Small-scale business IT operations that do not meet the thresholds set forth above.

1.3 Moratorium

A. The City of Sanford hereby establishes a temporary moratorium on the acceptance, processing, and approval of any application for a Data Center.

B. This moratorium shall apply to all applications not yet deemed complete by the City as of the effective date of this Ordinance.

C. During the period of this moratorium, no City board, commission, official, or employee shall accept, process, approve, or issue permits or approvals for any Data Center as defined herein.

D. Any application submitted after the effective date of this Ordinance shall not be accepted as complete and shall not proceed until the expiration or repeal of this moratorium.

1.4 Enforcement

A. This Ordinance shall be enforced by the Administrative Office of the City Manager and such other officials as may be designated by the City Manager.

B. Any person who violates the provisions of this Ordinance shall be subject to a fine of not more than $100 for the first offense and not more than $200 for each subsequent offense occurring during the period of the moratorium. Each violation shall constitute a separate offense.

C. The City may pursue all other remedies available under law to enforce this Ordinance.

1.5 Effective Date and Duration

This Emergency Ordinance shall take effect immediately upon adoption by the City Council on May 19, 2026 and shall stand repealed as of the ninety-first (91st) day following the date of its adoption, August 12, 2026, unless sooner repealed or re-enacted in accordance with the provisions of the Sanford City Charter.

1.6 Re-Enactment and Extension

A. If the emergency conditions identified herein continue to exist, the City Council may re-enact this Ordinance in the manner provided for emergency ordinances under the Sanford City Charter.

B. The City Council may also adopt a subsequent non-emergency ordinance establishing a longer-term moratorium, not to exceed one hundred eighty (180) days, in accordance with applicable law.

Enactment

Enacted this ___ day of _____, 2026, to take effect immediately upon adoption.

Authorized by a vote of ___ - ___ by the Sanford City Council so assembled.

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MEMO
From the Desk of
Steven R. Buck,
Sanford City Manager

Data Centers – Ordinance Amendments

To: City Council

Subject: Data Center Moratorium Consideration pending Ordinance Review

Date: May 1, 2026

Summary

The City Council is considering whether to establish a temporary moratorium on data center development to allow time for adoption of local ordinance standards addressing this emerging and highly impactful land use. Data centers present unique considerations not fully contemplated under existing zoning and site plan regulations, particularly related to electrical demand, potential ratepayer impacts, environmental effects, noise, and overall scale.

The attached draft framework identifies key regulatory elements. This memorandum summarizes those elements in a focused manner to support Council discussion and provide direction to the Planning Board should a moratorium be enacted.

Why Consider a Moratorium

A temporary moratorium would:

- Allow the City to proactively establish clear, enforceable standards
- Prevent premature approval of projects under incomplete regulatory tools
- Address public concerns before applications are submitted
- Ensure consistency, fairness, and transparency in future review

Given the pace of data center development nationally and the scale of potential impacts, a defined pause to adopt appropriate standards is a defensible and prudent planning approach.

Key Ordinance Elements for Council Consideration

The following elements represent the core areas that a Sanford-specific Data Center Ordinance should address:

- **Electrical Grid & Ratepayer Protection**
- **Siting and Location Standards**
- **Conditional Use Review Process**
- **Noise and Generator Controls**
- **Water Use and Environmental Standards**

Data Centers – Ordinance Amendments

- **Self-Powered / Islanded Facility Preference**
- **Infrastructure and Public Service Impacts**
- **Fiscal Transparency and Community Benefit**
- **Phasing and Capacity Controls**
- **Decommissioning and Long-Term Site Viability**
- **Monitoring, Reporting, and Enforcement**

How These Elements Address Public Concerns

Electrical Grid & Ratepayer Protection
The most significant concern raised by residents is the potential for large-scale data centers to increase electric rates or impact reliability. Requiring applicants to demonstrate no adverse impact on the local or ISO-New England grid—and to fund all infrastructure upgrades—ensures that existing residents and businesses are not subsidizing private development. This provision directly addresses the concern of off-site impacts being shifted onto the broader community.

Siting and Location Standards
Restricting data centers to industrial zones and prioritizing redevelopment sites (such as former mill properties) ensures compatibility with existing land use patterns. Required setbacks and buffering reduce visual and operational impacts on nearby neighborhoods, addressing concerns about scale and community character.

Conditional Use Review Process
Requiring Conditional Use approval, in addition to Site Plan review, ensures that each proposal is evaluated on its specific merits through a public process. This provides transparency, allows for public input, and gives the Planning Board authority to impose conditions tailored to each project.

Noise and Generator Controls
Data centers operate continuously and may rely on backup generators, raising legitimate concerns about noise. Establishing strict, measurable noise limits and restricting generator testing hours ensures that surrounding properties are protected from ongoing disturbance.

Water Use and Environmental Standards
Requiring minimal potable water use, closed-loop or air-cooled systems, and detailed reporting ensures that data center operations do not strain local water resources or create unintended environmental impacts. This directly addresses concerns regarding water consumption and thermal discharge.

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MEMO
From the Desk of
Steven R. Buck,
Sanford City Manager

Data Centers – Ordinance Amendments

Self-Powered / Islanded Facility Preference
Providing preference for facilities that generate their own power reduces reliance on the regional grid and mitigates concerns about electrical demand impacts. This approach positions Sanford to favor developments that are more self-contained and less impactful on shared infrastructure.

Infrastructure and Public Service Impacts
Requiring analysis of traffic, emergency response needs, and utility capacity ensures that public infrastructure is not overburdened. Where impacts exist, the City can require mitigation or cost-sharing by the developer.

Fiscal Transparency and Community Benefit
Requiring clear disclosure of tax revenue, job creation, and infrastructure impacts ensures that the public and Council can evaluate whether the economic benefits justify the scale of the project. This addresses skepticism regarding the true local benefit of such developments.

Phasing and Capacity Controls
Requiring phased development tied to available infrastructure capacity prevents overcommitment and allows the City to manage growth responsibly over time.

Decommissioning and Long-Term Site Viability
Requiring plans for eventual decommissioning ensures that the City is not left with obsolete infrastructure or environmental liabilities in the future.

Monitoring, Reporting, and Enforcement
Ongoing reporting requirements and enforcement authority ensure that approved projects remain compliant over time, rather than relying solely on initial approvals.

Conclusion

Data centers present both opportunity and risk. The scale and complexity of these facilities require a deliberate regulatory approach that addresses impacts before they occur rather than after.

A temporary moratorium would allow the City to:

- Establish clear and modern standards
- Build public confidence in the review process
- Ensure that any future development aligns with Sanford's long-term interests

Data Centers – Ordinance Amendments

With these elements in place, Sanford can position itself to consider data center proposals from a position of strength—protecting residents while allowing for responsible economic development.

Recommended Action

That the City Council consider:

1. Enacting a temporary moratorium on data center development; and
2. Directing staff and the Planning Board to develop and return with a proposed Data Center

Memo

Number: 26-147-01
To: Municipal Operations & Property
From: Brady Lloyd, Parks & Recreation Director
Date: 2026-05-12
Subject: Discussion on Roberts Street Closure for the NECBL All-Star Game hosted at Goodall Park on July 26th.

RECOMMENDATION

Background Information:

We had a safety meeting to come up with a plan for the Mainers to host the NECBL All-Star Game at Goodall Park. The Mainers will present on their plan and closure. The date is July 26th. Gates open at 11am, home run derby starts at 2:30pm, game starts at 5pm and should conclude around 8:30pm. Rain date is scheduled for Monday July, 27th. Their safety plan is attached.

Legal Review Status:

N/A

Administrative or Department Review:

Financial Impact or Review:

ATTACHMENT(S):

SafetyPlan_SanfordMainers_ASG-2026.pdf
Road Closed - Roberts St..pdf

City of Sanford

Large Event & Special Gathering

Safety Plan - Organizer Input Outline

1. **Event Overview**
    - **Event Name:** 2026 New England Collegiate Baseball League All-Star Game
    - **Event Sponsor / Organizer:** Sanford Mainers
    - **Primary Contact Person**
        i. **Name:** Jacob Ouellette
        ii. **Title:** Chairman, Board of Directors
        iii. **Phone/Email:** (207) 432-2306 / office@sanfordmainers.com
    - **Venue**
        i. Goodall Park (baseball venue and surrounding grounds)
    - **Event Description:**
        i. The Sanford Mainers of the New England Collegiate Baseball League to host league All-Star Game featuring top-talent across the league's 13 teams. The event will hold a home-run derby and an exhibition game featuring the North Division vs. the South Division. Major League Baseball scouts from all 32 clubs will be represented with league and team officials to be present. This event is expected to bring hundreds of fans from out of state in addition to the many more fans from Sanford and the surrounding regions.

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2. **Date, Time, and Duration**
    - **Event Date:** Sunday, July 26, 2026
    - **Start and End Times**
        i. **Gates Open:** 11:00am
        ii. **Home Run Derby:** 2:30pm
        iii. **First Pitch:** 5:00pm
        iv. **Estimated Conclusion:** 8:30pm
    - **Total Duration (including setup and breakdown):** Est. 14 hours - 7:30am to 9:30pm
    - **Rain Date / Contingency Date (if applicable):** Monday, July 27, 2026

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3. **Anticipated Attendance**
    - **Expected Total Attendance:** 2,300-2,500
        i. **Ticketed Attendees:** 2,000
        ii. **Non-Ticketed Attendees:** 75
    - **Peak Attendance Period:** 2:30-6:30pm
    - **Staff, Volunteers, Vendors, Players (estimated counts):** 225

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4. **Event Components & Ancillary Activities**
    - **Primary Event**
        i. NECBL All-Star Baseball Game
    - **Additional Activities**
        i. Concessions / Food Trucks (Food trucks to be located within closed portion of Roberts Street.
        ii. Merchandise Sales
        iii. Fan Engagement Areas: Inside Goodall Park concourse and within closed portion of Roberts Street
        iv. Pre-game or Post-game Events: None for fanbase, however player and participant and scout meals will be served prior to gates opening.
    - **Location of All Activities**
        i. **Inside the Park:**
        ii. **Outside the park footprint:** Within closed portion of Roberts Street to be between each Goodall Park Gate / Entrance and Exit of Benton Park Parking Lot
    - **Hours of Operation for Each Activity**
        i. Entirety of event: 11am-8:30pm

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5. **Traffic Management & Roadway Impacts**
    - **Anticipated Traffic Impacts**
        i. **Increase vehicle volume**
        ii. **Pedestrian concentrations**
            1. Crosswalk at the entrance of Benton Park Parking Lot along with Roberts Street sidewalks.
    - **Requested or Anticipated Road Closures**
        i. **Streets affected:** Roberts Street
        ii. **Partial vs. Full Closures:**
            1. Partial closer from Shaw St. to Benton Park Parking Lot as well as Trafton St. to Benton Park Parking Lot.

2. Full Closure: Roberts Street between each Goodall Park Gate / Entrance and Exit of Benton Park Parking Lot

iii. **Duration of Closures**

- **Access Needs**
  - i. **Emergency Vehicle Access**
    1. Full unhindered access (Communication with Assistant Fire Chief Brian Watkins to convey any necessary updates to FD)
  - ii. **Resident Access**
    1. Unhindered from bottom of Roberts St. at Trafton St.
    2. Volunteer to guide residents at the top of Roberts St. at Shaw St.
  - iii. **Public Transit Access**
    1. To follow detour signage
- **Traffic Control**
  - i. **Barricades**
    1. Needed for partial and full road closure areas. Barricades to also indicate pedestrian-only areas.
  - ii. **Signage**
    1. Dedicated signage along main routes indicating public parking lots
  - iii. **Staffing or Volunteers (if proposed)**
    1. Team to utilize existing staff, while recruiting outside volunteers to assist

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6. **Parking Plan**
   - **Primary Parking Locations**
     - i. **On-site Parking:** Benton Playground Parking Lot (VIP / Handicap)
     - ii. **Off-Site Parking Areas:** Sanford City Hall, Main Street Marketplace, School Street Lots, Various applicable side streets
       1. Request has been made to allow sidestreet parking on one side only for Trafton St. to allow two-way traffic flow
   - **Estimated Capacity of Each Location**
     - i. At or below lot capacity for each location
   - **ADA-Accessible Parking**
     - i. **Number of Spaces:** 16 dedicated handicap spots along Roberts St. edge of parking lot
     - ii. **Proximity to Venue:** 30-50 feet
   - **Overflow Parking**
     - i. Please refer to off-site parking areas
   - **Wayfinding**
     - i. **Signage**
       1. Please refer to Section 5
     - ii. **Communications to Attendees**

1. Social media, dedicated All-Star Game web page and day-of signage

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7. **Shuttle Transportation (if applicable)**
    - **Need for Shuttle Service**
        i. Yes (to be organized by Sanford Mainers)
    - **Pickup and Drop-off Locations**
        i. Main Street Marketplace (Specific location TBD)
        ii. School Street Parking Lot
        iii. City Hall Parking Lot
        iv. Benton Playground (Roberts Street) Parking Lot
    - **Estimated Ridership**
        i. 20-30 per ride
    - **Hours of Operation**
        i. 11am-8pm
    - **Accessibility Considerations**
        i. Shuttle service to provide full update in advance of event

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8. **Pedestrian Flow & Crowd Management**
    - **Primary Pedestrian Routes**
        i. Roberts Street via Main Street Marketplace / School Street Lots to Main Street
        ii. Roberts Street via City Hall Parking Lot
    - **Anticipated Congestion Areas**
        i. Main Street at Roberts Street
        ii. Roberts Street at Goodall Park
    - **Crosswalk and Crossing Needs**
        i. Applicable crosswalks at off-premise parking locations to include Main Street Marketplace at Main St. / Central Park at Main St. / Benton Park Parking Lot at Roberts St.
    - **Lighting Considerations (if evening event)**
        i. Existing street lights
    - **Accessibility and ADA Compliance**
        i. All applicable from regular season accommodations
            1. Goodall Park Elevator
            2. Ground-level ramp

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9. **Fire, EMS, and Medical Considerations**
    - **Dedicated Standby Ambulance**
        i. Anticipated
    - **First Aid / Medical Area**
        i. Roaming EMS Personnel
        ii. 2 EMS Personnel
    - **Athlete Medical Coverage**
        i. Team Staff Athletic Trainers
    - **Heat, Weather, and Hydration Planning**
        i. Cooling Fans, Cold water at concessions, Shaded areas if needed. Team dugouts will be supplied water coolers
    - **Emergency Access Routes**
        i. Roberts St. at Shaw St.
        ii. Roberts St. at Trafton St.

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10. **Public Safety & Security**
    - **Private Security (if applicable)**
        i. Staffing levels
            1. Regular team staffing with additional volunteers to assist with crowd management
        ii. Roles and responsibilities
            1. Team leads to decide placement of staffing. Responsibilities to include monitoring of crowd activity to maintain applicable facility rules and regulations
    - **Police Coordination Needs**
        i. Communication active with Sanford Chief of Police to determine if any additional assistance will be required. None has been suggested at this time.
    - **Lost Child / Missing Person Procedures**
        i. To be reported to Sanford Mainers ticket booth and/or Team Leads. Communication to press box announcer as well as direct communication with emergency services.

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11. **Public Works & Infrastructure Needs**
    - **Barricades and Traffic Control Devices**
        i. To be coordinated with Sanford Parks and Recreation, Public Works Dept. and EMS services

- **Temporary Signage**
    i. To be setup and broken down by team representatives and volunteers
- **Trash and Recycling**
    i. Handled by staff and volunteers of Sanford Mainers to be disposed in team-owned dumpster
- **Restrooms (permanent and temporary)**
    i. Existing restrooms sufficient for event
- **Post-event Cleanup Plan**
    i. To be handled by staff and volunteers of the Sanford Mainers, with assistance by Parks and Recreation staff in applicable areas

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12. Parks & Recreation Considerations

- **Facility Use Areas**
    i. Entirety of Goodall Park facility
- **Field Protection**
    i. Field tarp to be utilized if needed during inclement weather, placed by players and coaches. To be coordinated with Parks and Recreation if necessary.
    ii. Batting practice field protection to be used during applicable events
- **Grounds Impact**
    i. No additional impact from regular season use
- **Post-Event Restoration Needs**
    i. To be coordinated with Parks and Recreation

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13. Code Enforcement & Permitting

- **Required Permits**
    i. Food Vendors
        1. Food vendors to obtain necessary permits prior to event, through same protocol as regular season service
    ii. Temporary Structures
        1. Bleacher rentals to be setup prior to and post event by applicable company
    iii. Special Events Permits
        1. N/A
- **Vendor Compliance**
    i. Food and alcohol vendors to follow same standard as regular season operation
- **Fire code and life-safety Review**

i. Under consideration with support from Assistant Fire Chief

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14. Communications & Coordination

- **Event Day Command Structure**
- **Primary Point of Contact During Event:**
  - **i. Name:** Jacob Ouellette
  - **ii. Title:** Chairman, Board of Directors
  - **iii. Phone/Email:** (207) 432-2306 / office@sanfordmainers.com
- **Communication Method**
  - i. Radios
  - ii. Cell phones
- **Public Information**
  - **i. Attendee Instructions**
    1. To be communicated via Public Address System, game-day program, signage throughout venue
  - **ii. Parking and Traffic Messaging**
    1. Please refer to Section 5

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15. Contingency & Emergency Planning

- **Severe Weather Plan**
  - i. To be made in conjunction with on-field and league officials, with support from Parks and Recreation (if applicable). Any necessary decisions to be communicated via public address system.
- **Medical Emergency Procedures**
  - i. Secure area with any immediate emergency. Notify appropriate medical services and/or police department. Follow-up with documented incident report by Team Lead(s).
- **Evacuation Considerations**
  - i. In the event of a need for evacuation, public address system will provide necessary communication with instruction to exit the Goodall Park grandstand via two applicable stairways and out through both gates across Roberts Street to Benton Park Parking Lot or via applicable side streets. To be assisted by staff and volunteers.
- **Event Cancellation or Early Termination Plan**
  - i. Postponement to be decided no later than 5:00pm on Saturday, July 25th. In the event of a postponement, event will be moved to Monday, July 27th with the schedule of events being the same.

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16. Organize Acknowledgement

- **Confirmation that the organizer understands:**
    i. **Final safety determinations are made collaboratively with City departments**
    ii. **Adjustments may be required based on final attendance and logistics**
    iii. **Additional staffing or resources may be required depending on final scope**


Prescott St
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Shaw St
Roberts St
Road Closed
Roberts St
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Memo

Number: 26-148-01
To: Municipal Operations & Property
From: Brady Lloyd, Parks & Recreation Director
Date: 2026-05-12
Subject: Discussion on Shaw Road closure from Spur Road to Shaws Ridge Road for the Pete Levasseur Fall Classic on October 10th - 12th and on October 24th & 25th for the U9/10 Soccer Maine Festival from 7:00am - 5:00pm.

RECOMMENDATION

Background Information:

This is the same closure that has been done the last couple of years for the safety of people attending the tournament. Sanford Soccer will be presenting on this item.

Legal Review Status:

Administrative or Department Review:

Financial Impact or Review:

ATTACHMENT(S):

Sanford Soccer Road Closure.pdf
Sanford Soccer Field Maps.pdf

Sanford Soccer Traffic Control & Parking Map

City of Sanford, ME

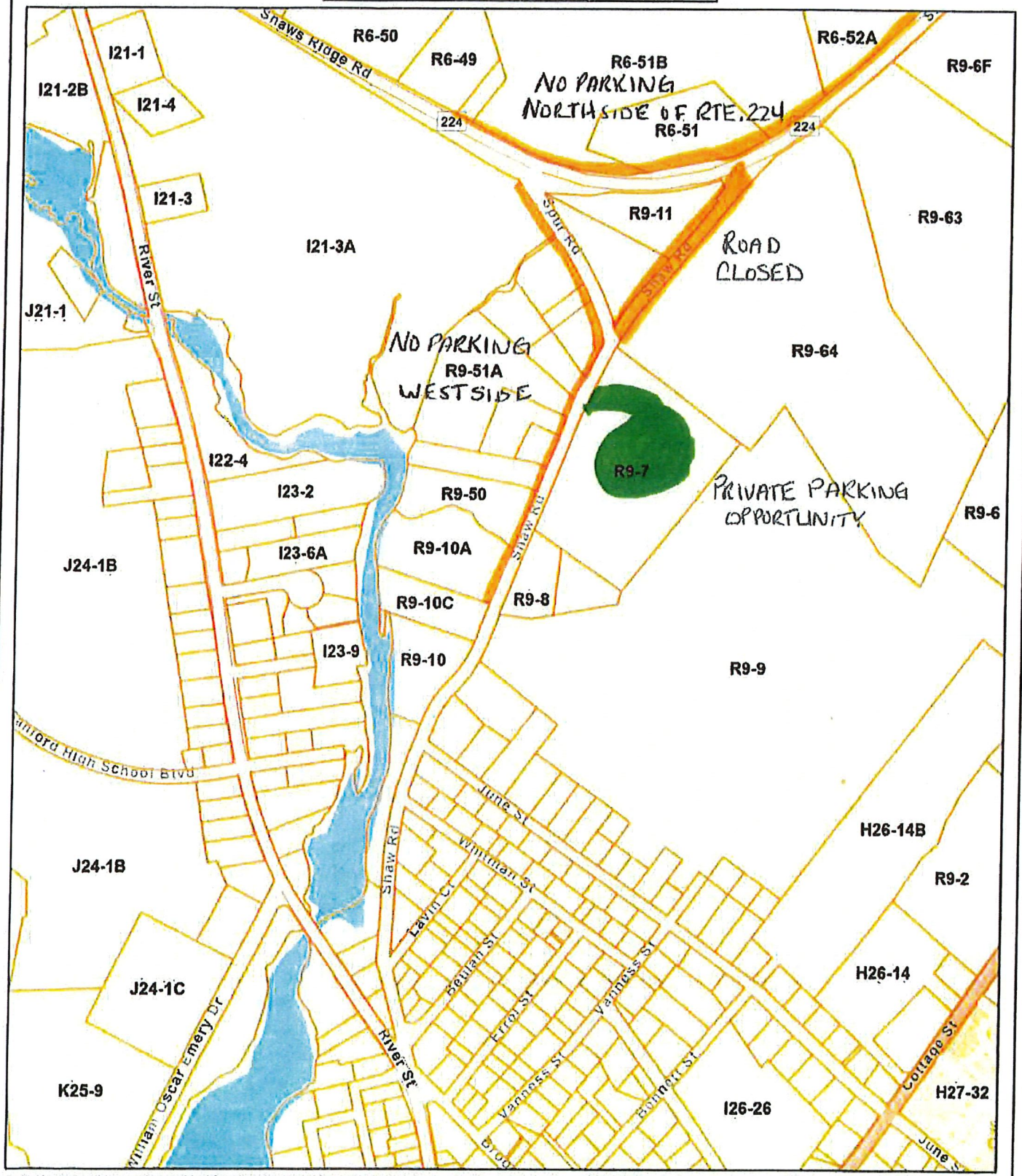
1 inch = 500 Feet

0 500 1000 1500

September 8, 2023

CAI Technologies

www.cai-tech.com



Data shown on this map is provided for planning and informational purposes only. The municipality and CAI Technologies are not responsible for any use for other purposes or misuse or misrepresentation of this map.


Shaws R
s Ridge Rd
Sanford Soccer
Shaw Field
Shaw Rd
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Google


Cobb Stadium
Mousam Way Trail
Mousam Way Trail
Mousam Way
Blouin Field
13
12
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Google


Carl J. Lamb Fields
14
Carl J. Lamb
Elementary School


SPARTANS
SPARTANS
Alumni Stadium
Alumni Blvd

Memo

Number: 25-140-01
To: Municipal Operations & Property
From: Matthew Hill, Public Works Director
Date: 2026-05-12
Subject: DPW Public Safety: Review for April 2026

RECOMMENDATION

Monthly Review of:

- SS4A Safety Action Plan: Serious and Fatal Accidents
  - Changing the Conversation about Driving in Downtown Sanford
  - Increase in traffic stops for speeding per SS4A Safety Action Plan is having benefits
- Deadly Fixed Objects: Update on breakthrough One-Touch Make Ready Pilot Program Initiative in Sanford
  - Project Task Order 1 Complete
  - Project Task Order 2 Being Scoped for 2026
  - American Public Works Association (APWA) picking up news article
- MaineDOT WIN 22642.01 - Raise Grant: Update
  - Preparations in Sanford for the 2026 construction season
    - Grammar Road
    - Cottage Street
    - High Street
    - Winter Street
    - Airport Road and Gatehouse Road
  - Regional Cottage Street detour signs to remain in place, covered, for reuse in 2027 and 2028
- Public Feedback from DPW Open House Events RE: Grammar Road and High Street
  - Excessive vehicle speeds in pre-existing conditions on Grammar Road will lead to more speeding problems once road is fixed
  - Intersection of Grammar Road and Grammar Street is more dangerous than evidenced through collection of crash data. Working with MaineDOT on traffic calming measures and considering changing intersection to a 4-way stop during primary detour operations
  - Further investigation warranted into drainage plans on High Street beneath private property

Background Information:

Monthly meeting to discuss progress on ongoing Public Safety projects and initiatives as required by the SS4A Grant Agreement.

Legal Review Status:

N/A

Administrative or Department Review:

Financial Impact or Review: