



A G E N D A
MEETING - City Council
City Council Chambers

Tuesday, October 13, 2026
6:00 PM

Purpose of Meeting

This is an emergency meeting of the Sanford City Council to address issues of governance, public safety and communication with the public pertaining to the Declaration of Emergency made on October 8, 2026. This action was made to address a Public Health and Safety Emergency, and further to accommodate a number of Public Safety Emergency Response actions and plans.

This meeting will be conducted in person in the Sanford City Council Chambers and 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 837 2358 8816 and Password 576257, or via computer at

<https://us02web.zoom.us/j/83723588816?pwd=uGd9rjmay74RwemECasLTdAltnJmHq.1> . Members of the public may also submit comments via the City of Sanford website at www.sanfordmaine.org under Government/ City Council/ Contact the Council.

Pledge of Allegiance

Roll Call

New Business

26-333-01 Ordered, to consider extension or termination of a Declaration of Emergency pursuant to the Sanford City Code Chapter 27-6 (B) and the partial closure of Heritage Crossing.

Council Comments

Adjournment

Memo



Number: 26-333-01
To: City Council
From: Lorisa Ricketts, Executive Administrator
Date: 2026-10-13
Subject: Ordered, to consider extension or termination of a Declaration of Emergency pursuant to the Sanford City Code Chapter 27-6 (B) and the partial closure of Heritage Crossing.

RECOMMENDATION

Consider extension or termination of the Declaration of Emergency. Pursuant to the Ordinance, the declaration by the Manager may only extend for five days unless extended by the City Council.

Background Information:

On October 8, 2026, pursuant to Code Chapter 27 Emergency Management §27-5, and after consultation with Mayor as required, the Sanford City Manager issued a Declaration of Emergency to address the immediate hazard posed by the International Woolen Mill (IWM) Complex. The declaration shall terminate upon the expiration of five days unless renewed by the City Council pursuant to § 27-6 (B).

See attached Declaration of Emergency and Chapter 27 of the Sanford Code of Ordinances.

A report of actions will be made at the meeting to consideration of the Declaration and duration.

Legal Review Status:

Administrative or Department Review:

Financial Impact or Review:

ATTACHMENT(S):

[Emergency Declaration - Partial Closure of Heritage Crossing Section 27-5.pdf](#)
[Sanford Code of Ordinances Chapter 27 - Emergency Management.pdf](#)
[Map of Road Closure.pdf](#)

Proclamation – Declaration of Emergency

To: City Council

Subject: Declaration of Emergency, pursuant to City Code Chapter 27-5, Emergency Management – International Woolen Mill Complex and Heritage Crossing

Date: October 8, 2026

Whereas, the former International Woolen Mill (IWM) Complex, located adjacent to Heritage Crossing in Sanford, Maine, consists of an extensive, deteriorating industrial facility that presents substantial and continuing public health, fire, structural, and life-safety hazards; and

Whereas, the Sanford City Council, by Order dated July 21, 2026, formally declared the International Woolen Mill property abandoned, recognizing the absence of responsible ownership addressing the condition and hazards of the property; and

Whereas, the City of Sanford Police and Fire Departments have documented repeated and continuing unauthorized entries into and occupancy of the abandoned industrial buildings, notwithstanding enforcement actions, inspections, and efforts to restrict access; and

Whereas, the City has expended substantial municipal resources attempting to secure the Complex, including the closure of unauthorized entry points, yet these measures have repeatedly been defeated by continued forced entry and the creation of additional access points throughout the extensive facility; and

Whereas, prior coordinated public safety operations have confirmed the continued presence of unauthorized individuals within the Complex, exposing those individuals and responding public safety personnel to dangerous building conditions, potential environmental hazards, limited means of emergency egress, and other substantial risks to health and safety; and

Whereas, the arrival of colder seasonal weather substantially increases the foreseeable risk of warming fires or other unauthorized ignition sources within the Complex, creating an immediate and serious threat of fire within structures that are not maintained, protected, or occupied in accordance with applicable fire and life-safety standards; and

Whereas, Sanford Fire/EMS has developed emergency response planning for a potential major fire within the Complex that anticipates the need for extensive Regional Mutual Aid resources, recognizing that a significant fire could exceed the capabilities of Sanford's emergency services and potentially overwhelm even a coordinated regional emergency response; and

Whereas, a significant fire within the Complex presents a substantial risk of loss of life, injury to emergency responders, structural collapse, extensive smoke and airborne contamination, and the

spread of fire or other hazardous conditions to surrounding properties, businesses, public ways, and the Historic Mill District; and

Whereas, the Complex and surrounding grounds have been subject to repeated unauthorized disposal and accumulation of trash, discarded materials, and other waste, requiring recurring municipal cleanup operations and contributing to continuing fire, environmental, and public health concerns; and

Whereas, the deteriorated and unsecured condition of the Complex, combined with its repeated unauthorized occupancy and accessibility, has created a continuing attractive nuisance and an extraordinary public safety hazard that cannot be adequately controlled through the City's ordinary property maintenance, enforcement, and securing measures alone; and

Whereas, Heritage Crossing immediately adjoins the affected portion of the Complex, and continued unrestricted public access along this portion of the street creates unnecessary exposure to the identified hazards and interferes with the City's ability to establish and maintain a controlled public safety perimeter, undertake emergency securing operations, and preserve access for emergency response personnel and equipment; and

Whereas, the City of Sanford has determined that the temporary closure of Heritage Crossing, from the crosswalk at the easterly end of the International Woolen Mill Complex to the crosswalk at its westerly end, is a necessary and geographically limited emergency protective measure to reduce the potential for loss of life, protect surrounding properties, and facilitate coordinated public safety operations; and

Whereas, the continuing and foreseeable threat of a major fire or other life-threatening incident within the Complex constitutes an existing or imminent civil emergency requiring immediate municipal action to protect the public, emergency responders, and surrounding properties.

Therefore, pursuant to the authority granted to the City Manager under City Code Chapter 27-5, Emergency Proclamation, following consultation with the Mayor, I hereby declare that a local emergency exists within the defined area of the International Woolen Mill Complex and the immediately adjoining portion of Heritage Crossing.

An Emergency Proclamation is hereby made effective October 8, 2026, at 2:00PM.

This Emergency Proclamation invokes the applicable authority granted pursuant to City Code Chapter 27-7, City Manager's Duties and Emergency Powers, for the following purposes:

- **Temporary Street and Sidewalk Closure:** To close Heritage Crossing to public vehicular and pedestrian through traffic between the crosswalk at the easterly end of the International Woolen Mill Complex and the crosswalk at its westerly end, and to establish appropriate traffic diversions, barricades, signage, and controlled access points.
- **Restriction of Public Access:** To restrict unauthorized public access within the designated emergency area and to prevent entry into the hazardous International Woolen

Mill buildings and grounds, consistent with applicable law and the City's emergency powers.

- **Public Safety Operations:** To authorize coordinated operations by Sanford Police, Fire/EMS, Public Works, and other necessary municipal personnel to inspect, clear, secure, and protect the affected area, including the lawful removal of unauthorized occupants and the implementation of additional measures to prevent further entry.
- **Protection of Life and Property:** To reduce the foreseeable risk of death, injury, fire, structural collapse, and other hazardous conditions affecting individuals within the Complex, emergency response personnel, surrounding properties, and the general public.
- **Emergency Access and Coordination:** To maintain controlled access for emergency personnel, authorized municipal employees, utilities, contractors, and other persons specifically authorized by the City in furtherance of emergency operations.
- **Continuing Hazard Mitigation:** To permit such additional emergency protective measures as may be reasonably necessary to prevent renewed unauthorized access and address the immediate threats to public health and safety during the declared emergency.

The Police Chief, Fire Chief, Public Works Director, and Emergency Management Director shall coordinate implementation of the closure and necessary protective measures under the direction of the City Manager.

Duration and Termination

This Emergency Proclamation shall remain in effect only as authorized by City Code Chapter 27-6. The declaration shall terminate when the emergency no longer exists or upon expiration of five days unless renewed by the City Council pursuant to § 27-6(B).

The City Manager shall provide the City Council with a report of actions undertaken pursuant to this declaration, as required by § 27-5(C). A copy of this proclamation shall be filed with the City Clerk within 24 hours pursuant to § 27-5(A).

Steven R. Buck

City Manager

City of Sanford, Maine

Chapter 27

EMERGENCY MANAGEMENT

§ 27-1.	Purpose.	§ 27-7.	Town Manager's duties and emergency powers.
§ 27-2.	Definitions.		
§ 27-3.	Administration.	§ 27-8.	Emergency Operations Plan.
§ 27-4.	Emergency Management Director.	§ 27-9.	Immunity from liability.
§ 27-5.	Emergency proclamation.	§ 27-10.	Compensation for injuries.
§ 27-6.	Termination of emergency.	§ 27-11.	Violations and penalties.
		§ 27-12.	Conflicting orders, rules and regulations suspended.

[HISTORY: Adopted by the Town Council of the Town of Sanford 10-17-2006. Amendments noted where applicable.]

§ 27-1. Purpose.

It is the intent and purpose of this chapter to establish an Emergency Management Agency in compliance and in conformity with the provisions of 37-B M.R.S.A. § 781 et seq., to ensure the complete and efficient utilization of the Town's facilities and resources to combat disaster as defined herein.

§ 27-2. Definitions.

The following definitions shall apply in the interpretation of this chapter:

DIRECTOR — The Director of the Town of Sanford Emergency Management Agency, appointed as prescribed in the Town of Sanford Charter.

DISASTER — The occurrence or imminent threat of widespread or severe damage, injury or loss of life or property resulting from any natural or man-made cause, including but not limited to fire, flood, earthquake, wind, storm, wave action, oil spill or other water contamination requiring emergency action to avert danger or damage, epidemic, air contamination, critical material shortage, infestation, explosion or riot.

EMERGENCY MANAGEMENT AGENCY — The agency created under this chapter for the preparation for and the carrying out of all emergency functions, other than functions for which military forces are primarily responsible, in order to minimize and repair injury and damage resulting from disasters or catastrophes caused by enemy or terrorist attacks, sabotage, riots or other hostile action, or by fire, flood, earthquake or other natural or man-made causes. These functions include, without limitation, fire fighting, police, medical and health, emergency welfare, rescue, engineering, public warning and communications services, evacuation of persons from stricken areas, allocation of critical materials in short supply, emergency transportation, other activities related to civilian protection and other activities necessary to the preparation and carrying out of these functions.

EMERGENCY MANAGEMENT AGENCY FORCES — The employees, equipment and facilities of all Town departments, boards, institutions and commissions, and, in addition, it shall include all volunteer persons, equipment and facilities contributed by or obtained from volunteer persons or agencies.

§ 27-3. Administration.

- A. The Town Manager shall be responsible for the agency's organization, administration and operation. The Town Manager may employ such permanent or temporary employees as he deems necessary and prescribe their duties.
- B. The Town Council shall review the existing operational organization to ascertain the Agency's ability to cope with its responsibilities and approve the Town's Emergency Operations Plan.

§ 27-4. Emergency Management Director.

The Town Manager shall appoint an Emergency Management Director, confirmed by the Town Council as prescribed in the Town Charter, who shall coordinate the activities of all Town departments, organizations and agencies for civil emergency preparedness within the Town and maintain a liaison with other emergency management agencies and public safety agencies and have such additional duties as prescribed by the Town Manager.

§ 27-5. Emergency proclamation.

- A. The Town Manager shall have the power and authority, after consultation with the Chairperson of the Town Council, to issue a proclamation that an emergency exists whenever a disaster or civil emergency exists or appears imminent. The proclamation may declare that an emergency exists in any or all sections of the Town. If the Town Manager is temporarily absent from the Town or otherwise unavailable, the person designated by the Town Manager may issue the proclamation that an emergency exists. If neither the Town Manager nor the person designated to act in the Town Manager's absence is available, then the following persons shall have the power and authority to issue a proclamation that an emergency exists, in the following order of succession: the Emergency Management Director, the Fire Chief, the Police Chief, and the Public Works Director. A copy of such proclamation shall be filed within 24 hours in the office of the Town Clerk.
- B. Notwithstanding the above, when consultation with the Chairperson of the Town Council would result in a substantial delay in an effective response in alleviating or preventing an emergency or disaster, the Town Manager, or his successor as outlined above, is authorized to take whatever actions are necessary to prevent the loss of life and property in the Town.
- C. The Town Manager and the Emergency Management Director shall be responsible for submitting a full report to the Town Council of all actions taken as a result of the declared emergency as soon as the Town Council can be convened.

§ 27-6. Termination of emergency.

- A. When the Town Manager or his successor as outlined above is satisfied that a disaster or civil emergency no longer exists, he shall terminate the emergency proclamation by another proclamation affecting the sections of the Town covered by the original proclamation, or any part thereof. Said termination of emergency shall be filed in the office of the Town Clerk.
- B. No state of emergency may continue for longer than five days unless renewed by the Town Council.

§ 27-7. Town Manager's duties and emergency powers.

- A. During any period when an emergency proclamation is in effect, the Town Manager may promulgate such regulations as he deems necessary to protect life and property and to preserve critical resources

within the purposes of this chapter. Such regulations may include, but are not limited to, the following:

- (1) Regulations prohibiting or restricting the movement of vehicles in areas within or without the Town;
 - (2) Regulations facilitating or restricting the movement of persons within the Town;
 - (3) Regulations pertaining to the movement of persons from hazardous areas within the Town;
 - (4) Such other regulations necessary to preserve public peace, health and safety.
- B. Nothing in this section shall be construed to limit the authority or responsibility of any department to proceed under powers and authority granted to it by state statute, Town ordinance or the Charter of the Town of Sanford.
- C. The Town Manager or his designee may order the evacuation of persons from hazardous areas within the Town.
- D. The Town Manager or his designee shall be authorized to request aid or assistance from the state or any political subdivision of the state and may render assistance to other political subdivisions under the provisions of Title 37-B, M.R.S.A.
- E. The Town Manager or his designee may obtain vital supplies, equipment and other items found lacking and needed for the protection of health, life and property during an emergency without following normal purchasing or formal bid procedures.
- F. The provisions of this section will terminate at the end of the declared emergency.

§ 27-8. Emergency Operations Plan.

- A. The Emergency Management Director shall prepare an all-hazard Emergency Operations Plan (EOP) for the Town, which shall be submitted to the Town Council for approval. The EOP shall incorporate the principals of the National Emergency Management System (NIMS) and the Incident Command System (ICS).
- B. It shall be the responsibility of all municipal departments and agencies to perform the functions assigned and to maintain their portions of the plan in a current state of readiness. The Town plan shall be reviewed periodically by the Town Manager in conjunction with all the Town department heads and the Emergency Management Director.

§ 27-9. Immunity from liability.

All Emergency Management Agency forces, while engaged in Emergency Management Agency activities, shall be immune from liability, as set forth in 37-B M.R.S.A. § 822.

§ 27-10. Compensation for injuries.

All Emergency Management Agency forces shall be deemed to be employees of the state when engaged in training or on duty and shall have all of the rights of state employees under the Workers' Compensation Act, as set forth in 37-B M.R.S.A. § 823.

§ 27-11. Violations and penalties.

- A. It shall be unlawful for any person to violate any provisions of this chapter or of the regulations or plans issued pursuant to the authority contained herein, or to obstruct, hinder or delay any Emergency Management Agency forces as herein defined in the enforcement of the provisions of this chapter or any regulation or plan issued hereunder.
- B. Any person, firm or corporation violating any provision of this chapter or any rule or regulation promulgated hereunder, upon conviction thereof, shall be punished by a fine of not less than \$100 and not more than \$500 and the costs of prosecution.

§ 27-12. Conflicting orders, rules and regulations suspended.

At all times when an emergency proclamation is in effect, the orders, rules and regulations made and promulgated pursuant to this chapter shall supersede all existing ordinances, orders, rules and regulations, insofar as the latter may be inconsistent herewith.



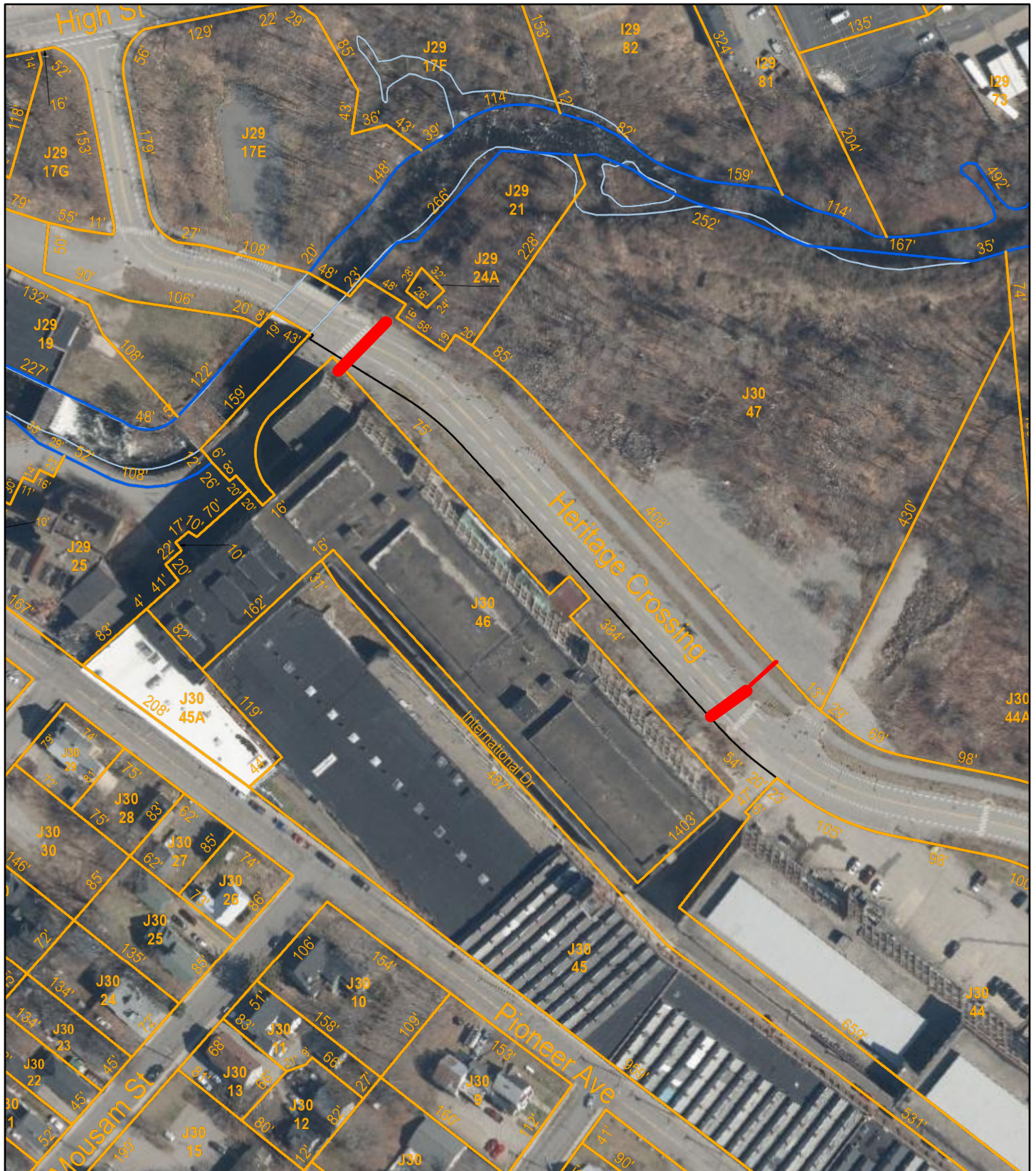
City of Sanford, ME

1 inch = 137 Feet



www.cai-tech.com

October 8, 2026



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