

**Remote HHS and Public Safety  
Meeting Agenda**  
September 9, 2025 at 5:30 PM  
**Remote Meeting**



**MEMBERS**  
Councilor Anna Bullett, District 4, Chair  
Councilor April Fournier, At-Large  
Councilor Sarah Michniewicz, District 1  
Councilor Wesley Pelletier, District 2

To submit written public comment on an agenda item, email [HHSPS@portlandmaine.gov](mailto:HHSPS@portlandmaine.gov). Submissions must be received by 12:00 pm the day before the Health & Human Services and Public Safety meeting to guarantee their inclusion in the agenda packet. All submissions must include the commenter's name and legal address. To help ensure your comment is submitted for the correct item, please include the name of the agenda item (see below).

The Health & Human Services and Public Safety Committee will conduct this meeting remotely via Zoom pursuant to the Remote Meeting Policy adopted by the Portland City Council. Allow your computer to install the free Zoom app to get the best meeting experience. If you are not able to attend live either in person or via Zoom, a recording will be available in the [Agenda Center](#) following the meeting.

You are invited to a Zoom webinar!

When: Sep 9, 2025 05:30 PM Eastern Time (US and Canada)

Topic: Remote HHS and Public Safety Meeting

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1. Announcements
2. Review and Approval of Minutes from July 8, 2025
  - a. Draft minutes.
3. Discussion on Use of Drones (Mark Dubois, Police Chief)
  - a. Attachments
4. City Emergency Operations Plan. (Keith Gautreau, Portland EMA Contract Employee)
  - a. Attachments
5. Public Safety Update (Chad Johnston, Fire Chief)
6. Next Meeting: October 14, 2025

## Health & Human Services and Public Safety Committee

July 8, 2025, 5:30 PM Remote Meeting

Committee Attendance:

Anna Bullett, Chair (District 4), Sarah Michniewicz (District 1), Wesley Pelletier (District 2), April Fournier (At-Large).

Councilor Attendance:

Mayor Mark Dion

City Staff:

Adam Harr, Executive Assistant; Dena Libner, Assistant City Manager; Greg Jordan, Assistant City Manager; Maggie McLoughlin, Director of Health and Human Services; Chad Johnston, Fire Chief; Aaron Geyer, Director of Social Services; Keith Gautreau, EMA Contract Employee.

### 1. Announcements

- None.

### 2. Review and Approval of Minutes from June 10, 2025

- Councilor Michniewicz Moved to approve the minutes and seconded by Councilor Pelletier. The minutes were approved unanimously 3-0.

### 3. Process Update: Emergency Management Plan (Keith Gautreau, Portland EMA Contract Employee)

- The City is due for an Emergency Operations Plan with associated trainings.
- The plan outlines the process for City Council approval that the state statute mandated plan that is also required by City Ordinance.
- An Emergency Operations Plan is a playbook that defines roles and responsibilities and process for dealing with hazards identified locally and establishes mutual aid agreements with neighboring communities for large scale emergencies.
- Process
  - Form a collaborative Planning Team
    - The Emergency Management Advisory Committee has already been formed.
  - Understand the Situation
    - Capabilities Risk Assessment (CaRAT) Identified the hazards the City faces in 2024.
    - Earthquake and wildfire are low on the list versus Winter ice storm.
  - Determine Goals and Objectives
  - Plan Development
  - Plan Preparation, Approval, and Review
    - At this committee then to Council for final approval.
  - Plan Implementation & Maintenance

- Table Top or Full Scale Exercise.
- Now writing the plan.
  - Communications plan in place.
- Will review the draft plan at this HHS&PS Committee.
- Advisory Committee composition
  - Executive Department (Assistant City Manager, Public Information)
  - Fire
  - Police
  - Public Works
  - Health and Human Services (Public Health, Social Services)
  - Parks, Recreation, and Facilities (Facilities, Public Assembly Facilities, Forestry)
  - IT

#### Committee questions and discussion

- Councilor Pelletier asked how identified police protests as a disaster and how many resources will be dedicated to them?
  - In inventorying disasters, we considered the uprisings and how they taxed emergency services, including closing three fire stations.
  - Councilor Pelletier cautioned against comparing protesting the police to mass shooting incidents.
- Councilor Fournier highlighted the importance of the plan and the value of having coordinated assistance in place for when needed.
- Councilor Michniewicz agreed on the importance of the plan and mutual aid. She asked what the public engagement plan is.
  - Assistant City Manager Jordan said there will be a strong communications component in the plan.
    - There are different populations throughout the City that are exposed to risk in different ways which will be addressed.
  - Following the FEMA format with engagement with the public and other agencies such as Metro and CMP.
    - Looks at linguistic demographics.
- Councilor Bullett is interested in seeing the plan for how emergency responders are fed in emergencies and asked how other communities are informed of this updated plan.
  - Language changes in Chapter 2 that would include a defined time frame versus the vague languages stating it will be updated.
  - Is there a way for lighter lift items to be update without council approval such as supplemental document or other mechanism?
    - They anticipate the City Manager would be able to make such changes.
  - Review expansion happens for partners after the draft, would some entities collaborate to inform the draft such as Maine Med.
    - We will solicit feedback form these entities including nonprofit organizations to inform the draft.
    - Portland Housing Authority to be included?
      - Yes
      - Will also include Avesta.

#### **Opioid Settlement Fund (OSF)**

- Director McLoughlin updated the committee.
  - 2017, Portland joined a nationwide lawsuit against opioid manufacturers
  - City received \$1.38M in settlements.
    - ~\$235,000 annually through FY39.
  - City Council allocated \$1.3 in settlement funds on October 21, 2024 to be spent on the following: (1) Syringe Redemption Program, (2) On-peninsula day space, (3) On-peninsula methadone treatment.
  - The Syringe Redemption Program, launched January 2025, increased syringe returns by 30%+
  - The City issued a request for applications (RFA) for on-peninsula methadone treatment providers and day space operators in December 2024, closing in January.
  - The total amount of funds requested across all applicants was \$4,552,705.96 out of a total allocation of \$1.3 million.
  - The scores for the four methadone treatment providers ranged from a high of 56 to a low of 41.
    - applicant referred to plans to establish an on-peninsula facility in 2025, meeting the goals for on-peninsula treatment without additional City funds.
  - One applicant responded to the call for day space operators and received an application score of 53.
    - The applicant did not have existing facilities and proposed using the 14 Baxter Boulevard location, which the RFA had suggested may be used as a location pending lease negotiations with the property owner. This property is owned by the Portland Housing Authority under a Declaration of Trust (DOT) from the Department of Housing and Urban Development (HUD) and therefore any change of use is subject to HUD approval.
    - Only available for three years.
  - Since the Council's direction regarding the allocation and use of opioid settlement funds in October 2024, there have been significant shifts in the funding landscape for core services that address the opioid epidemic.
    - Investing the vast bulk of our received OSF in an initiative that will not continue beyond two years may not meet the changing needs that are still emerging in response to the federal budget cuts to the sector.
  - Options
    - Continue funding the syringe redemption program.
    - Reserve funding to preserve core services for individuals affected by SUD.
    - Explore alternative models for the day space.
    - Consider reallocation of the funds to support a warming shelter.

#### Committee questions and discussion

- Councilor Fournier is concerned that the low scores of the applications indicates a mismatch between what we want to meet the need and the RFA itself. We need day space that gets people off streets and doorways. She supports using the funds for day space.
  - Assistant City Manager Libner explained the work that informed the RFA and how mismatch is descriptive of the lack of resource and appropriate space on the peninsula.
  - Analyze what can be done for this resource to be financially viable.
    - We will need to decide what to give up such as wrap around services or other safeguards and services.

- We asked respondents consider other funding opportunities which this applicant had not set forth.
- Councilor Michniewicz
  - The HSC model leverages time in emergency shelter with services and referrals made onsite which would be cost prohibitive to have the staffing needed to replicate.
  - Is there an alternative model that links with the funding available?
    - Staff will look at the tradeoffs such a scale and location.
      - The current application would need \$2.5 million.
    - We will identify and return to the committee.
  - There is concern in putting one time money in a temporary space for a permanent need.
- Councilor Fournier said two or three years meets our immediate need.
  - Would rather serve 50 people well versus more people poorly.
  - Outreach workers are providing wrap around services where people are at; this space could be leveraged by outreach as an intermediary to the HSC.
- Councilor Pelletier is disheartened by the roadblocks and thinks three years gives people a place to congregate and supports getting it done.
  - MECAD supports and there could be property tax incentives.
  - He does not think the downtown ambassador program will solve this.
- City Manager Libner heard concerns around a less prescriptive model that would move forward.
- Councilor Bullett said that the goal us for people to not die; if we only, have it for two years, we will leverage partners and figure out what happens in two years.
- Councilor Michniewicz agrees having something is better than nothing but seeing what happened with the resource center suddenly ending gives her pause.
  - The warming shelter is needed for survival; if we do not shift OSF funding to warming shelter, how would warming shelter be funded?
    - The City continues to look for operators with space that would be interested in using.
    - The barriers are availability of physical space. Additional funding could be explored to see if that would be solved.
    - The 14 Baxter Boulevard location cannot be emergency zoned as an overnight warming shelter.
- Councilor Bullett thinks the day space and overnight warming shelter should be one in the same in some paired down capacity.
  - We cannot do both but we can do one fairly well; if there was a preference between the two, which would the committee rather prioritize.
    - Day Space if we had to prioritize, but we would like the barriers to doing both identified.
  - The committee continues to seek engagement from the County.
- Councilor Pelletier asked if the Council could vote to change the phoning.
  - Spot rezoning would be down with planning bard and City Council approval with approval with the current propriety owner.
    - The current owner would likely oppose this and not sign a lease as a result.
  - He thinks the City should use its power to get it down.
- Councilor Michniewicz said that Zoning limited emergency shelters to downtown. Rezoning was necessary for the HSC to be in riverside.
  - There is impact to having a shelter such as 24 hour operations

- Must do this while considering collateral impacts.
- Staff will return with alternatives. The committee would like to review any RFA that might follow.

### **Helping Individuals Regain Employment (HIRE) and Portland Opportunity Crew (POC)**

- HIRE is a relaunch from stopping due to covid as job fairs were curtailed.
  - Embedded in GA program.
  - Mock interviewing
  - Resume review
  - Skill assessments
  - Job fairs on the third Thursday of each month at 39 Forest Avenue.
    - Partners include:
      - Goodwill Workforce Solutions
      - Southern Maine Community College Career Development
      - Portland Adult Education
      - MaineHealth's Workforce Development
      - New Mainers Resource Center
    - 86 individuals have participated in job fairs so far.
    - Parks and Rec will join job fairs to fill their positions.
    - Our staff, Oscar, Tyler, Amanda, and Rebecca are making it a success.
- POC launched in 2017 as the 5<sup>th</sup> such program and was curtailed by covid until this year, starting in Spring and will end in the Fall.
- Up to last Friday
  - 6 participants with 3 new starting this week.
  - Been in community for 10 days of field work, completing 178 hours of work.
  - Collected 107 bags of trash and have returned grocery carts.
  - Sites are throughout the City and focus on parks.
- They are doing spot cleanings throughout the City.
- It is focused on employment paired with the goal of securing housing. One of the six individuals has been housed and a second has just secured housing and is set to move in next week.
- POC program coordinator helps secure IDs which then helps housing navigation.
- 4/6 have taken additional shifts with Complete Labor and one has secured employment.
- They assist with beautification projects in addition to trash pick-up.

#### Committee questions and discussion.

- Councilor Michniewicz loves the program.
- Are there plans to put up new signs for text to donate?
- Businesses can sponsor the crew.
- Mayor Dion asked if we have engaged Maine Works as a possible partner?
  - We have not.

### **Public Safety Update**

- Violent crime is down and we have not had a murder in the first six months of the year.
- Property crime is slightly higher than in previous years.

- Calls for service are split between reactive (initiated by a member of the public/911) and proactive (by police).
  - Proactive is declining; some are supplanted by reactive calls and time spent on scene is increasing.
  - Calls for service are consistent with last year with the Bayside, the Old Port, and the West End seeing the most.
  - Persons bothering is the number one call for service.
- Arrests have steady year to year.
- Clearance rates are consistent with the national average.
  - Crimes against property:
    - Lower clearance rates if there is no video evidence of the crime/theft.
  - Crimes against people:
    - Detectives focus on crimes against people.
    - Usually have witnesses or additional evidence.

#### Committee questions and discussion

- There is concern that increased beats a monument square will displace to the neighborhoods when it generally goes back to bayside.
  - Is Comstat still being used and would heat maps be useful?
    - Yes, through a grant PD uses it and will have a public facing dashboard in the future.
    - We put our focus on where has the most need and tend to chase the same people around but in generally are concentrated where people
  - How is pro phoenix going?
    - Challenging.
    - There are conversations about changing this but it is not at the committee level yet.

Next meeting: September 9, 2025

Councilor Michniewicz moved to adjourn; Councilor Pelletier seconded. The motion passed unanimously 4-0 and the meeting ended at approximately 7:07 PM.

# Attachment A

## Portland Police Department

### Drone FAQs

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#### How will this drone be used by the Portland Police Department?

For at least some of the purposes below, Portland PD reaches out to other agencies to borrow their drones, however, this often results in significant delays which can be crucial when lives are at stake.

- Search & Rescue operations - the use of the drone could be crucial in time-sensitive searches for missing children, endangered persons, and suicidal individuals, as well as persons believed to be in the waters in and around Casco Bay.
- Active assailant/school shooter scenarios - the drone would be able to assist law enforcement to determine where in a building the assailant is in a school/workplace assailant event and give them an advantage in ending the scenario without loss of life.
- Accident reconstruction - Currently, reconstruction of fatal and other serious crashes require roads to be closed for up to 5 hours, including the time required to conduct scans with reconstruction equipment (faro scanner - a laser scanner which provides 3D measurements and imagining, and cameras) which can take up to 2 hours when done on the ground. With a drone equipped with the appropriate software (the faro software, which we already own, and which will be compatible with the Axon drone\*), the necessary scans can be accomplished in 15 to 30 minutes, drastically reducing the amount of time police will need to close roads. In the past 12 months, our Crash Reconstruction Team has been called out for reconstructions nine times.
- Barricaded suspects - The Special Reaction Team (SRT) is often (28 total calls for service since the beginning of the year) called upon when a criminal suspect has barricaded themselves - sometimes with other individuals - inside a residence or other location. This creates tension when it is unknown whether that individual is armed and will harm themselves or others. A drone can be used in this situation to look through upper windows to provide police with a view of whether weapons are present or not, potentially saving civilians and police from harm.
- Hazardous Devices Investigations - The Hazardous Devices Unit ("Bomb Squad") is tasked with investigating possible explosives and other hazardous devices. Bomb squads around the country commonly use drones for an initial approach on suspicious packages, which protects the human bomb techs from having to make an initial approach, and is much faster than using a robot. Drones can also be used to clear locations where there are suspected boobytraps, and searching and clearing areas of suspected IEDs (improvised explosive devices) during large gatherings and/or bomb threats.

# Attachment A

## Portland Police Department

### Drone FAQs

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- Crime scene reconstruction - This often shuts down streets while scans and photographs are taken. As an example, the last homicide scene was approximately 3.5 city blocks inside apartments and stretching across two major avenues of the City- and across the busiest intersection in the entire State. We had to use the State Police drone to cover the faro scans and waited an additional 2.5 hours for the drone to be brought from the middle of the State to assist.
- Train vs pedestrian reconstruction- almost all of these scenes are extremely long in distance - usually up to a ¼ mile in length, which is about the distance a train takes to stop its momentum after a collision. As with accident and crime scene reconstructions, a drone would make this process much faster and limit the disruption to train and vehicle traffic.
- Fire scene assessment - drones can be used in conjunction with the fire department when responding to large calls, or to assess a large scene after a fire.
- Storm and flood damage assessment - use of a drone will be helpful in assessing damage to the shoreline and properties along the shore after severe storms and flooding, such as the devastating January 2024 storms, and depending on availability of the drone and a pilot, we could assist other City departments with this task.

#### How will this drone not be used by the PD?

- Use of the drone will be governed by Police Department Standard Operating Procedures, which in turn follow Maine state law regarding the use of unmanned aerial vehicles (drones) (25 M.R.S. § 4501). As with all activities engaged in by law enforcement, use of the drone will also be governed by the principles of the constitutions of the State of Maine and of the United States.
  - Generally speaking, the Fourth Amendment of the United States Constitution requires that police obtain a search warrant before searching private property looking for evidence of criminal activity. Those same protections apply to the use of drones by law enforcement in Maine.
  - Police cannot use drones to conduct surveillance of private citizens peacefully exercising their right to free speech and assembly.
  - In accordance with Portland City Code, police in Portland will not be able to use any type of facial recognition software for any purpose through use of the drone (Portland City Code Sec. 17-131).

# Attachment A

## Portland Police Department

### Drone FAQs

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#### **How will PPD ensure that inadvertent recordings unrelated to an investigation are not viewed/released?**

When this question was raised at the HHS/PS committee meeting in 2024, the assumption appeared to be that the drone, when deployed, would be flying over private property en route to the target location. In fact, in order to preserve battery life and for the sake of efficiency, the drone will be transported to the location where it is needed, before being deployed, drastically reducing any inadvertent filming of unrelated people/property. Obviously in the case of a missing person, the drone will be flying over a greater area, however, as with all video recordings and other police records, there are state laws which make police records confidential if their public release would constitute an unwarranted invasion of privacy.

Additionally, the drone will not be recording passively while flying, recording capability must be affirmatively turned on before any footage is recorded.

#### **Who owns the recordings?**

We anticipate purchasing the drone and software package, including data storage, from Axon, the vendor currently used for police body and cruiser and other camera systems. Our Master License agreement with Axon, which would cover footage captured by the drone, gives PD exclusive ownership of any footage captured and stored. The specific language reads:

**Agency owns Agency Content.** Agency controls and owns all right, title, and interest in Agency content. Except as outlined herein, Axon obtains no interest in Agency Content, and Agency Content is not Axon's business records. Agency is solely responsible for uploading, sharing, managing, and deleting Agency Content. Axon will only have access to Agency Content for the limited purposes set forth herein. Agency agrees to allow Axon access to Agency Content to (a) perform troubleshooting, maintenance, or diagnostic screenings; and (b) enforce this Agreement or policies governing the use of Axon products.

In other words, PPD owns its content exclusively, and Axon will not sell or otherwise disseminate recordings from the deployment of the PPD drone.

# Attachment A

## Portland Police Department

### Drone FAQs

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#### Anticipated costs of drone ownership and operation:

- Up front costs:
  - Drone purchase price: \$20,231
  - Licensing and Storage (3 years): \$18,541
  - 3-year service contract: \$5,249
  - *Subtotal: \$44,021*
  
  - Pilot license training (\$110 x 5 max) (right now we have 3 qualified pilots): \$550
  - Fee to take test (\$149 x 5 max): \$745
  - Ongoing training - no cost
  - *Subtotal: \$1,295*
  
  - Total: \$45,316\*\*
  
- Year 4:
  - Licensing & storage (3 years): \$18,540
  - Warranty/Service contract (3 years): \$5,250
  - Total: \$23,790
  
- Repair/replacement costs (as needed) :
  - 1 time free, 2nd and 3rd are prorated (if drone/sensor damage/loss is accidental):
  - 2nd: drone \$1,650/sensor:\$974
  - 3rd: \$2,956/sensor: \$2975

\* The drone we plan to acquire is an Axon product and will therefore be compatible with existing body camera and cruiser camera systems and software.

\*\*Funds to cover the initial costs have already been allocated (November 2, 2023 Council meeting) from federal forfeiture funds.

**PORTLAND POLICE DEPARTMENT  
STANDARD OPERATING PROCEDURE**

	<b>Subject:</b>	<b>USE of SMALL UNMANNED AIRCRAFT</b>	<b>Policy #:</b>	<b>47B</b>
	<b>Distribution:</b>	<b>Internal/External</b>	<b>Effective:</b>	<b>/ /2024</b>
	<b>By Order of:</b>	<b>Chief of Police</b>	<b>Revised:</b>	

**I. PURPOSE**

The purpose of this policy is to establish guidelines for the use of Small Unmanned Aerial Systems (sUAS), commonly known as drones.

**II. POLICY**

The Portland Police Department will utilize sUAS in a safe and efficient manner to facilitate the Department’s mission of protecting lives and property when other means and resources are not available or may be less effective. Any use of sUAS will be in accordance with 25 M.R.S. §4501 (Regulation of Unmanned Aerial Vehicles) and all applicable Federal Aviation (FAA) requirements and guidelines.

**III. DEFINITIONS**

- A. **Unmanned Aerial Vehicle (UAV):** an aircraft operated without a physical human presence within or on the aircraft that, in the manner in which the aircraft is used or the manner in which it is equipped, is capable of performing audio or visual surveillance.
- B. **Unmanned Aerial System (UAS):** A UAV along with the elements necessary to operate the UAV in a safe and efficient manner. These elements may include, but are not limited to a control station, data links, communications and navigation equipment.
- C. **Small Unmanned Aerial System (sUAS):** a UAS which features a UAV weighing less than 55 pounds on takeoff.
- D. **Federal Aviation Administration (FAA):** The federal authority charged with regulating all aspects of civil aviation.
- E. **Remote Pilot in Command (RPIC):** A member of the Portland Police Department holding a current FAA certification to operate an sUAS and designated to exercise control over a flight. The RPIC is directly responsible for and is the final authority as to the operation of the sUAS.
- F. **Surveillance:** with respect to an owner, tenant, occupant, invitee or licensee of privately-owned real property, the observation of such persons with sufficient visual clarity to be able to obtain information about their identity, habits, conduct, movements, or whereabouts.

## IV. PROCEDURES

### A. General

1. Only sUAS specifically authorized by the Chief of Police may be deployed in support of Portland Police operations or requests for mutual aid. When operating the sUAS in support of another agency, officers will follow the policies and procedures of the Portland Police Department as well as applicable federal and state laws and regulations.
2. Department authorized sUAS may only be operated by PPD employees who hold a current remote pilot airman certification from the FAA and have been trained in the operation of the specific Department-owned sUAS. Non-certified personnel may manipulate the flight controls of the sUAS under the direct supervision of a certified PPD remote pilot in command, however the RPIC must maintain the ability to immediately take direct control of the sUAS.
3. All sUAS operations will be conducted in accordance with 25 M.R.S. §4501 (Regulation of Unmanned Aerial Vehicles), all applicable Federal Aviation (FAA) requirements and guidelines to include 14 CFR Part 107 - Small Unmanned Aircraft Systems, and the minimum standards established by the Maine Criminal Justice Academy Board of Trustees.
4. The Remote Pilot in Command (RPIC) is the final authority as to the operation of the sUAS and is solely responsible for determining whether or not to conduct or abort a requested mission as well as the specifics of the mission to include altitude, speed, and flight path.
5. The sUAS and related equipment shall be maintained in a state of operational readiness. Remote Pilots shall inspect and test the sUAS prior to deployment to ensure proper functioning and shall use reasonable care when operating the equipment. Equipment malfunctions shall be brought to the attention of the Traffic Sergeant.

### B. Deployment

1. The Chief of Police or their authorized designee must give prior approval before an sUAS is deployed. When determining whether to approve a deployment, the Chief or designee shall consider whether the deployment will result in an excessive number of sUAS's at the same location or same event at the same time.
2. If multiple licensed PPD remote pilots are on scene at a deployment, the most senior will serve as the RPIC for the mission, unless they expressly delegate the RPIC role to another licensed remote pilot.
3. The RPIC will conduct a pre-flight inspection of the sUAS equipment and follow the established pre-flight checklist prior to deployment.
4. As required by 25 M.R.S. §4501(5)(C), the RPIC will obtain the approval of the appropriate prosecutorial authority (Cumberland County District Attorney's Officer or Maine Attorney General's Office) prior to deploying the sUAS for criminal investigation purposes.
5. The RPIC will notify Emergency Communications upon launch and recovery of the sUAS and dispatch will enter those times in the appropriate CADCALL.

6. When operating the sUAS over locations that the RPIC believes are irrelevant to the purpose of the deployment, they will operate the sUAS in accordance with the following parameters:
- a. At a minimum altitude of 200 feet above ground level; and
  - b. At a minimum horizontal speed of 5 miles per hour; **unless**
  - c. Operating the sUAS in accordance with subparagraph a and b above, would jeopardize the objective of the sUAS deployment or violate FAA regulations.

7. In order to minimize the impact of inadvertent recording on third parties, the RPIC shall limit use the sUAS mounted audio or video recording equipment to those locations where the RPIC believes utilizing audio or video recording technology could support the purpose for which the sUAS is deployed.

8. The RPIC must maintain the ability to adequately track the location of the sUAS at all times as failure to do so could prove hazardous to persons and property on land and in the air.

#### C. Permissible Uses

1. The sUAS may be used for the following:

- a. Search and Rescue
- b. High-risk tactical operations (hostage/barricade incidents, high-risk warrants, active assailant incidents etc.)
- c. Accident scene reconstruction
- d. Crime scene reconstruction
- e. Disaster Response
- f. Searches for suspects and/or evidence.
- g. For training, testing, and product evaluation purposes.

2. The sUAS may be used for a criminal investigation purpose only when:

- a. The appropriate prosecutorial authority has approved use of the sUAS; and
- b. A warrant has been obtained or a recognized exception to the warrant requirement exists.

#### D. Prohibitions on Usage of sUAS

1. The sUAS shall not be used for criminal investigation without a warrant except as permitted by a recognized exception to the warrant requirement.

2. Absent a warrant or exigent circumstances, the Remote Pilot shall not intentionally record or transmit images of a location where a person would have a reasonable expectation of privacy (e.g., inside a home, a fenced yard or an otherwise enclosed area).

3. The sUAS shall not be used to conduct random surveillance or to conduct surveillance of private citizens peacefully exercising their constitutional rights of free speech and assembly.

4. The use of enhancement technology such as night vision technology, high powered zoom lenses, video analytics, and thermal imaging is prohibited unless the Chief or designee explicitly authorized the use of those technologies when authorizing deployment of an sUAS.

5. The use of facial recognition technology is strictly prohibited.

6. The sUAS will not be equipped with weapons of any kind including, but not limited to firearms, lasers, impact projectiles, chemical agents or irritants, or any other lethal or non-lethal weapon.

#### E. Privacy Considerations

1. The decision to deploy an sUAS requires that PPD carefully weigh public safety needs against privacy concerns.

2. When there are specific and articulable grounds to believe the sUAS will collect evidence of criminal wrongdoing or if the sUAS will be used in a manner that is likely to intrude upon the reasonable expectation of privacy, the Department shall obtain a search warrant prior to deployment.

3. Any time an sUAS is deployed:

a. The sUAS will be operated at an altitude, speed and with a planned flight plan that minimizes any invasion of privacy of a third party.

b. The Remote Pilot shall make a reasonable effort to record only the target of the operation (accident scene, disaster area, etc.) and to avoid other areas as much as possible.

#### F. Audio and Video Recordings and Remote Pilot Records

1. An inadvertent audio or video recording, photograph, or other such documentation of or relating to a private third party that results from the use of an sUAS shall not be duplicated or transmitted by the Portland Police absent a court order, and must be permanently and irretrievably erased or destroyed within a reasonable period of time after its creation, pursuant to the applicable record retention schedule.

2. Prior to their duplication and further dissemination, any audio or video recordings, photographs, or any other such documentation resulting from the deployment of an sUAS must be reviewed to determine whether such further dissemination may occur.

a. Such review must specifically include an assessment of whether the documentation itself constitutes "intelligence and investigative record information" under 16 M.R.S. §801 et seq., and, if so, whether, if at all, the documentation may be further disseminated pursuant to that law.

3. Audio and video recordings, photographs, and any other documentation resulting from an sUAS deployment related to a criminal investigation will be retained in accordance with the

corresponding Maine law on evidence retention as well as the rules for records retention promulgated by the Maine State archivist.

4. Audio and video recordings, photographs, and any other documentation resulting from an sUAS deployment not relating to a criminal investigation will be retained in accordance with the corresponding rules for records retention promulgated by the Maine State archivist.

#### G. Documentation and Reporting

1. Any deployment of an sUAS, other than for training, shall be documented in a call for service.

2. A supplemental incident report shall be completed by the RPIC anytime an sUAS is deployed in support of a criminal investigation.

3. Additionally, the details of each sUAS deployment must be documented on a form or database designed for that purpose within 14 days of the deployment. Documentation will include, at a minimum:

- a. The date of the deployment;
- b. The name of the RPIC;
- c. The purpose of the deployment;
- d. The duration of the deployment;
- e. The flight path of the deployment; and
- f. Any other information the Chief deems necessary.

4. The Traffic Sergeant will ensure that all sUAS deployments are properly documented and will report deployment related data to appropriate governmental bodies. This reporting shall include the mandatory annual reporting to the Maine Criminal Justice Academy, as well as, upon request, reporting to the Mayor, City Manager, and/or the City Council.

#### V. sUAS-RELATED RESPONSIBILITIES OF THE TRAFFIC SERGEANT

The Traffic Sergeant – who may, but does not need to be, a Remote Pilot -- shall:

- 1) Maintain a list of PPD certified Remote Pilots
- 2) Maintain a list of the make/model of each PPD sUAS
- 3) Maintain a list of the FAA registration number of each PPD sUAS
- 4) Be the representative of the Portland Police Department for any waiver and/or airspace authorization obtained through the FAA; and
- 5) Have ongoing knowledge of the operations of the sUAS under any waiver/airspace authorization
- 6) Maintain a record of the disposition of each PPD sUAS after it is taken out of service (i.e., destroyed, used for parts, sold to another law enforcement agency)

**VI. REPORTS OF INJURY OR PROPERTY LOSS RESULTING FROM sUAS USE**

- A. Any operation of an sUAS that results in serious injury, loss of consciousness, or property damage (to property other than property of the agency) of at least five hundred dollars (\$500) must be reported within ten (10) days to the FAA.
- B. Any operation that results in any injury or property damage (other than to the sUAS) must be reported immediately to the patrol supervisor or Shift Commander.
- C. Any operation that results in damage to the sUAS must be reported as soon as practicable to the Traffic Sergeant.

**VII. MISUSE OF AN sUAS**

Any PPD employee who intentionally uses an sUAS in violation of this policy shall be subject to disciplinary action up to and including termination.

Additionally, a violation of the minimum policy standards established by the Maine Criminal Justice Academy Board of Trustees and included in this policy may constitute grounds for the Board to take disciplinary action against a law enforcement officer's certificate of eligibility pursuant to 25 M.R.S. §2806-A(5)(J) or seek a civil penalty against the law enforcement officer pursuant to 25 M.R.S §2803-(C).

**§4501. Regulation of unmanned aerial vehicles**

**1. Findings.** The Legislature finds that evolving technology regarding unmanned aerial vehicles presents a potential economic driver for the State, an opportunity for research and development and a very real benefit for security, for search and rescue efforts and for disaster prevention and relief, as well as a tool for the investigation of serious crimes, but the technology also presents a potential threat to the privacy of citizens of this State if used by law enforcement in the conduct of criminal investigations without appropriate guidelines and supervision.

[PL 2015, c. 307, §1 (NEW).]

**2. Definitions.** As used in this section, unless the context otherwise indicates, the following terms have the following meanings.

A. "Law enforcement agency" has the same meaning as in section 3701, subsection 1. [PL 2015, c. 307, §1 (NEW).]

B. "Unmanned aerial vehicle" means an aircraft operated without a physical human presence within or on the aircraft that, in the manner in which the aircraft is used or the manner in which it is equipped, is capable of performing audio or visual surveillance. [PL 2015, c. 307, §1 (NEW).]  
[PL 2015, c. 307, §1 (NEW).]

**3. Acquisition of unmanned aerial vehicles.** The acquisition of an unmanned aerial vehicle by a law enforcement agency must be approved by the governing body of the governmental unit overseeing the law enforcement agency seeking to make such an acquisition or, in the case of a state agency, by the commissioner of that agency.

[PL 2015, c. 307, §1 (NEW).]

**4. Law enforcement agency operation of unmanned aerial vehicles.** A law enforcement agency's operation of an unmanned aerial vehicle must fully comply with all Federal Aviation Administration requirements and guidelines, including the acquisition of a certificate of authorization or waiver from the Federal Aviation Administration. Additionally, a law enforcement agency's use of an unmanned aerial vehicle is governed by the following provisions.

A. A law enforcement agency may not use an unmanned aerial vehicle before adopting standards that meet, at a minimum, the standards set forth in subsection 5. [PL 2015, c. 307, §1 (NEW).]

B. Except as permitted by a recognized exception to the requirement for a warrant under the Constitution of Maine or the United States Constitution, a law enforcement agency may not use an unmanned aerial vehicle for criminal investigations without a warrant. [PL 2015, c. 307, §1 (NEW).]

C. Notwithstanding paragraph A, a law enforcement agency may use an unmanned aerial vehicle for the purpose of a search and rescue operation when the law enforcement agency determines that use of an unmanned aerial vehicle is necessary to alleviate an immediate danger to any person or for training exercises related to such uses. [PL 2015, c. 307, §1 (NEW).]

D. Notwithstanding paragraph A, a law enforcement agency may use an unmanned aerial vehicle for purposes other than the investigation of crime, including, but not limited to, aerial photography for the assessment of accidents, forest fires and other fire scenes, flood stages and storm damage. [PL 2015, c. 307, §1 (NEW).]

E. In no case may a weaponized unmanned aerial vehicle be used or its use facilitated by a state or local law enforcement agency in this State. [PL 2015, c. 307, §1 (NEW).]

F. A law enforcement agency may not use an unmanned aerial vehicle to conduct surveillance of private citizens peacefully exercising their constitutional rights of free speech and assembly. [PL 2015, c. 307, §1 (NEW).]

G. Notwithstanding paragraph A, a law enforcement agency may use an unmanned aerial vehicle for an emergency use approved by the chief administrative officer of the agency or the Governor. [PL 2015, c. 307, §1 (NEW).]  
[PL 2015, c. 307, §1 (NEW).]

**5. Minimum standards for law enforcement.** The Board of Trustees of the Maine Criminal Justice Academy, in consultation with the Office of the Attorney General, shall establish minimum standards for written policies and protocols for use of unmanned aerial vehicles by law enforcement agencies. The standards must include at a minimum:

A. Training and certification requirements for a person operating an unmanned aerial vehicle; [PL 2015, c. 307, §1 (NEW).]

B. Requirements for prior authorization for the use of an unmanned aerial vehicle by the chief administrative officer of the law enforcement agency seeking to use such a vehicle; [PL 2015, c. 307, §1 (NEW).]

C. Approval by the Attorney General or chief prosecuting attorney for the appropriate jurisdiction for the deployment of an unmanned aerial vehicle for criminal investigation purposes; [PL 2015, c. 307, §1 (NEW).]

D. Restrictions on the use of night vision technology, high-powered zoom lenses, video analytics, facial recognition technology, thermal imaging and other such enhancement technology; [PL 2015, c. 307, §1 (NEW).]

E. Procedures to minimize the inadvertent audio or visual recording of private spaces of 3rd parties who are not under investigation; [PL 2015, c. 307, §1 (NEW).]

F. Procedures for destroying any unnecessary audio or visual recordings without further duplication or dissemination; [PL 2015, c. 307, §1 (NEW).]

G. Recommended minimum altitudes and speeds at which an unmanned aerial vehicle may be flown in order to minimize the invasion of privacy of 3rd parties who are not under investigation; [PL 2015, c. 307, §1 (NEW).]

H. Methods to minimize the number of unmanned aerial vehicles deployed at any one time in any one area or at any one event; [PL 2015, c. 307, §1 (NEW).]

I. Procedures to avoid hazards to persons and property on land and in the air due to the operation of unmanned aerial vehicles; [PL 2015, c. 307, §1 (NEW).]

J. Methods for tracking and recording the flight of each unmanned aerial vehicle; [PL 2015, c. 307, §1 (NEW).]

K. Requirements for regular statistical reporting of all uses of unmanned aerial vehicles, including the purposes, the results and the duration of such uses, to the appropriate governmental bodies; and [PL 2015, c. 307, §1 (NEW).]

L. Accountability of a law enforcement agency for any mistake in deployment or misuse of an unmanned aerial vehicle, including sanctions as provided in section 2803-C or section 2806-A, as applicable. [PL 2015, c. 307, §1 (NEW).]  
[PL 2015, c. 307, §1 (NEW).]

**6. Data collection.** On or before July 1, 2016 and July 1st of each subsequent year, the Commissioner of Public Safety shall submit to the Legislature a report containing the number of instances in which an unmanned aerial vehicle has been deployed by any law enforcement agency in the State with summary descriptions of the number of deployments for investigative purposes, the general nature of those investigations and the number of search warrants sought and the number of search warrants obtained for the deployment of unmanned aerial vehicles.

[PL 2015, c. 307, §1 (NEW).]

SECTION HISTORY

PL 2015, c. 307, §1 (NEW).

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Janet T. Mills  
Governor

STATE OF MAINE  
*Department of Public Safety*  
**MAINE CRIMINAL JUSTICE ACADEMY**  
15 Oak Grove Road  
Vassalboro, Maine 04989



Michael J. Sauschuck  
Commissioner

Jack D. Peck, Jr.  
Director

April 1, 2024

Senator Pinny Beebe-Center, Senate Chair  
Representative Suzanne Salibury, House Chair  
Joint Standing Committee on Criminal Justice and Public Safety  
Room 436 State House  
Augusta, Maine 04333-0003

Re: 25 M.R.S. § 4501

Senator Beebe-Center, Representative Salisbury and Committee Members:

On July 2, 2015, Chapter 307 Public Law (L.D.25 and now 25 M.R.S. §4501) “An Act to Regulate Domestic Unmanned Aerial Vehicle Use” was enacted. This new law requires the Maine Criminal Justice Academy Board of Trustees to develop the mandatory standards for a policy, if a law enforcement agency chooses to use an Unmanned Aerial Vehicle (Drone) for law enforcement purposes. The Board adopted the Minimum Standards on March 10, 2017. This law also requires these agencies to report their use to the Commissioner of Public Safety each year. The agencies then reported their UAV use to the academy with their annual reporting requirements, as outlined in 25 M.R.S., Chapter 341. The Academy on behalf of the Commissioner reports the following information to the Legislature as part of Chapter 307 Public Law in this annual report to include: a summary description of the number of deployments for investigative purposes, the general nature of those investigations and the number of search warrants sought, and the number of search warrants obtained for the deployment of unmanned aerial vehicles.

There are 153 law enforcement agencies in the State of Maine and each chief executive officer must file an annual report to the Academy. For 2023, only 22 agencies reported that they had a UAV, and all 22 agencies had a policy in place that met the MCJA Board Minimum Standards.

	<u>Criminal</u>	<u>Non-Criminal</u>
1. Auburn Police Department	2	7
2. Brunswick Police Department	0	52
3. Cumberland County Sheriff's Office	4	21
4. Ellsworth Police Department	3	18
5. Fairfield Police Department	0	2
6. Gorham Police Department	0	15
7. Hampden Police Department	0	3
8. Lewiston Police Department	0	11
9. Lincoln County Sheriff's Office	5	17
10. Maine Forest Service	2	191
11. Maine State Police	50	33
12. Maine Warden Service	0	16
13. Old Orchard Beach Police Department	2	3
14. Oxford Police Department	1	4
15. Penobscot County Sheriff's Office	7	5
16. Piscataquis County Sheriff's Office	0	0
17. Saco Police Department	2	8
18. Scarborough Police Department	0	9
19. Thomaston Police Department	0	0
20. Westbrook Police Department	0	3

21. Windham Police Department	3	22
22. York Police Department	7	15

## **Summary of UAV Deployments for Criminal Investigation**

### **Auburn Police Department**

1. Search for fleeing suspect at golf course. Flight did not infringe on any private property.
2. Flight over property looking for mass shooter at property owner's request.

### **Cumberland County Sheriff's Office**

1. Assisted ESU and Westbrook PD in suspect search.
2. Assisted the Crash Reconstruction Team with a crash investigation that resulted in a prosecution.
3. Assisted Westbrook PD with attempting to locate an armed suicidal subject.
4. Assisted the Crash Reconstruction Team with a crash investigation that resulted in a prosecution.

### **Ellsworth Police Department**

1. Fleeing Burglary Suspect that had been shot at by the homeowner. Unknown if hit or injured
2. Armed suspect on a traffic stop, threatening to shoot himself.
3. Domestic Violence Strangulation investigation. Searched area around the residence.

### **Lincoln County Sheriff's Office**

1. Checked wooded area for a burglary suspect - unable to locate.
2. Searched wooded area for trespassing suspect - unable to locate.
3. Checked residential driveway for suspect vehicle in a DV/PFA violation case - vehicle located.
4. Assist to SP in search of wooded area for fugitive - suspect not located.
5. Searched wooded area for fugitive suspect's vehicle - unable to locate.

### **Maine Forest Service**

1. 03/25/2023. Total of .7 hour flight with 7 take off and landings with Ranger 986 to assist the Waldo County SO with an escapee from police custody.
2. 11/19/2023. Requested to respond to a developing situation regarding a bomb threat at the Presque Isle Walmart and a suspect in the surrounding woods possibly armed with a 'sniper rifle'. Presque Isle PD requested the drone for aerial support for ground forces in searching for the subject in the woods. I worked alongside of US Customs and Border Patrol and we were awarded a Special Governmental Interest (SGI) Certificate to operate sUAS systems near the Presque Isle International Airport (KPQI). The local woods the subject was thought to be in was searched using thermal infrared cameras but was not located. The subject was reportedly apprehended by Presque Isle PD at his residence later that same evening.

### **Maine State Police**

1. Crime scene, motor vehicle homicide scene.
2. Crime scene, documentation fatal snowmobile crash
3. Crime scene, shooting death scene
4. Highway mapping for crime scene

5. Crime scene, suicide on Public Trail
6. Mapping scene of Officer Involved Shooting and a prior assault. Location was woods road
7. Documentation of fatal hit and run MV crash
8. Homicide scene documentation Knox St
9. Flew overpass for Troop G scene pictures, attempted suicide scene
10. Crime scene, attempted murder
11. Crime scene, attempted murder
12. Crime scene, officer involved shooting. Assisting AG's Office
13. Crime scene mapping, Schemengees bar
14. Crime scene mapping, Spare Time Recreation
15. Crime scene mapping, Maine Recycling
16. Crime scene, homicide
17. Crime scene
18. Assist Augusta PD with DV Warrant Arrest, subject fled into woods and was armed. Located a short distance down road.
19. Search for suspect in multiple areas. 9 Flights – Lewiston / Lisbon area
20. Search for burglary suspect, assisted canine track
21. UAV flown to scout parking lot for Tactical Team deployment
22. UAV flown to talk suspect out of home, Tactical Team deployment
23. UAV flown to communicate with armed suspect from safe distance. Tactical Team Deployment
24. Tactical Team deployment
25. Crime scene, search warrant at homicide scene
26. Crime scene, flight to map shooting scene
27. Crime scene, Major Crimes Unit North assist
28. Crime scene, homicide scene
29. UAV flown to scout exterior of apartment building, Tactical Team deployment
30. UAV flown to scout exterior of property. Unable to reach due to signal. Tactical Team Deployment.
31. UAV flown exterior of a residence to look into broken window. Deceased male observed on thermal. Tactical Team Deployment.
32. UAV flown from driveway inside to soften interior. UAV crashed when trying to get up narrow stairwell. Tactical Team deployment.
33. UAV flown to help hold perimeter of target residence with thermal. Tactical Team deployment.
34. UAV flown to scout residence and landed in driveway to hold doorway. Tactical Team deployment.
35. UAV flown to scout exterior. Tactical Team deployment.
36. UAV flown interior to soften and hold a doorway. Tactical Team deployment.
37. UAV flown to soften interior. Tactical Team deployment
38. UAV flown during search warrant. Tactical Team deployment
39. UAV flown to hail on speaker. Tactical Team deployment
40. Tactical Team deployment.
41. Tactical Team deployment.
42. Tactical Team assist to Major Crimes South for wanted suspect.
43. Tactical Team deployment
44. Tactical Team deployment
45. UAV flown to scout exterior, observe inside window and an attempt to fly through a curtain inside the trailer causing a UAV crash. Damage only to prop and prop guards.
46. Tactical Team deployment
47. UAV flown to scout for exterior hazards.
48. Tactical Team deployment
49. Crime scene, active shooter
50. Assist to Tac Team with a suspect armed with a handgun. UAV was deployed to provide visual to the team members on the ground.

### **Old Orchard Beach Police Department**

1. A suicidal male locked in his apartment. The male was possibly armed with a firearm. The drone was utilized to fly over the beach as his dwelling was located on adjacent to the beach. the zoom feature was used to observe the male at his back door while officers spoke with him on the phone. Subject did not come out of the room, but it was determined there was not enough probable cause to place him in protective custody. Units cleared without incident and there were no issues during flight. Day time hours, cold and clear conditions.
2. Officers were attempting to locate a male who was in possession of a stolen motor vehicle. Male fled on foot and Officers were trying to locate him in a housing development. Drone was utilized to scan the area and follow the K9 Officer and K9 during the track of the suspect. The suspect was not located on the K9 track or by the drone. Officers cleared the scene without incident. No issues during the flight.

### **Oxford Police Department**

1. Searching for a shoplifter at Walmart.

### **Penobscot County Sheriff's Office**

1. Active stand-off with suspect in vehicle while stopped on Street.
2. Search woods for stolen property, no warrant.
3. Track suspect who fled into woods after vehicle chase.
4. Track suspect who fled into woods after vehicle chase.
5. Search Warrant to assist PCSO Special Response Team.
6. Search Warrant to assist PCSO Special Response Team.
7. Search for stolen items while conducting a search warrant.

### **Saco Police Department**

1. Public roadway with blood evidence regarding a shooting. Imagery captured used to document the portion of the crime scene that was in the roadway.
2. Deployed to fly over the Saco River looking for evidence in a shooting investigation.

### **Windham Police Department**

1. Shooting at Bingas on Route 202 and River Road. April 22nd. Mapped the scene.
2. Shooting on the causeway in Naples on July 4th. Mapped the scene.
3. Shooting on Hemon Cobb Road on December 31st. Mapped the scene.

### **York Police Department**

All of the criminal investigations flights were due to assisting Southern Maine SRT with the York County EMA Drone Team. The were:

1. SRT call out Wells, ME, Littlefield Road - subject with gun.
2. SRT call out Bridgeton, ME, S. High Street - search warrant
3. SRT call out South Berwick, ME, York Woods Road – surveillance
4. SRT call out South Berwick, ME, York Woods Road – warrant
5. SRT call out Sanford, ME, New Dam Road - search warrant
6. SRT call out Eliot, ME, State Road - arrest warrant
7. SRT call out Lewiston, ME - active shooter

On behalf of the Board of Trustees and Commissioner Michael J. Sauschuck, I want to thank the members of the Joint Standing Committee on Criminal Justice and Public Safety for all the hard work you do and for your support of the Department of Public Safety and the Maine Criminal Justice Academy.

Sincerely,

A handwritten signature in cursive script that reads "Jack Peck, Jr.".

Jack D. Peck, Jr, Director  
Maine Criminal Justice Academy



**To: Health and Human Services and Public Safety Committee**  
Councilor Anna Bullett, *Chair*

**MEETING DATE**

September 9, 2025

**AGENDA ITEM**

Agenda Item 3 - Proposed Police Department Acquisition of Unmanned Aerial System (UAS)

**PURPOSE**

The committee is asked to consider the Police Department's proposal to acquire a UAS ("Drone") to support operations. Maine state law (25 M.R.S.A. §4501) requires that the governing body of a governmental unit approve any acquisition of an unmanned aerial system (UAS) by a law enforcement agency.

This item is for public comment as well as discussion and direction from the committee on recommending City Council approval in October.

**COMMITTEE WORK PLAN/CITY COUNCIL GOAL ALIGNMENT**

This item is not directly identified in either the committee's work plan or the City Council's 2025 priorities.

**BACKGROUND/ANALYSIS**

The information provided below was presented to the Council Committee at its July 9, 2024 meeting. During that meeting, Councilors requested additional information from staff on measures to ensure protection of privacy and avoid misuse, acquisition costs and annual recurring expenses, and development of a communications piece to address public questions and concerns. **Attachments A** includes information in response to these questions and requests for additional information. **Attachment B** includes the Police Department's proposed policy on UAS use, and **Attachments C and D** outline statutory requirements for using this technology.

As the Committee is aware, the Portland Police Department is significantly understaffed. New technologies, such as the UAV, provide an opportunity to help maintain public safety with greater efficiency and effectiveness in accordance with the rights of residents and applicable legal requirements. .

The use of Unmanned Aerial Systems (UAS) in law enforcement is not new. Municipal and state law enforcement agencies have utilized the technology for more than a decade while all five U.S.

Department of Justice law enforcement components (FBI, ATF, DEA, Marshal's Service and Bureau of Prisons) use UAS in support of their operations.

Portland Police Department has requested mutual aid from surrounding communities utilizing their UAS in search and rescue operations, during motor vehicle accident reconstruction needs, and during high risk warrant applications.

UAS usage by law enforcement is well-regulated in Maine and the applicable statutory language as well as rules imposed by the Maine Attorney General's Office are incorporated into the department policy. Additionally, UAS operations are regulated by the Federal Aviation Administration (FAA) to include the requirement that officers assigned as UAS pilots must be licensed by the FAA.

Purchasing a UAS will enhance police operations during search and rescue operations. A UAS can search areas, both land, coast line, and waterways much faster and more efficiently than personnel. UAS will supplement tracked and wheeled robots for searches involving barricaded subjects. Those vehicles are restricted when obstacles prevent them from freely moving or climbing staircases.

Portland Police traffic unit reconstructs motor vehicle traffic accidents when there is serious bodily injury, death, or serious crashes involving police vehicles. The use of an UAS to plot the scene is completed in a fraction of the time and more accurately, which results in significant savings of time and money. Using a UAS to map a crash scene allows opening the closed roadway much faster than using traditional methods, resulting in less impact to the public.

In terms of officer safety, using a UAS during a barricaded suspect incident allows the Incident Commander to search interior spaces before sending in personnel. This creates a significant tactical advantage for officers and alleviates the need to put personnel in extremely dangerous situations. This operation is currently done with robots, which have some significant limitations. Robots are unwieldy, expensive to repair, and limited in their maneuverability.

The UAS system identified is from Axon Corporation which is the vendor for our body camera and in-car camera system. The UAS is compatible with this system, allowing all video to be recorded and secured on our dedicated evidence storage platform.

#### **FISCAL IMPACT**

The one-time cost to acquire the UAS is estimated to be \$45,316. Sufficient funding was appropriated as part of the appropriation request in January 2024 using proceeds from the US Department of Justice's Equitable Sharing Program. Renewal of software maintenance and licensing agreements after 3 years would cost \$23,790 in FY 2027-28. Other than minor annual training/certifications expenses, no material annual recurring costs to support the UAS are anticipated. **Attachment A** includes a cost breakdown. The UAS system has an estimated useful life of 5-7 years.

**CONCLUSION(S)**

Approving the purchase of a UAS allows Portland Police to train and deploy the system when appropriate and in compliance with our policy. Currently, when the need arises we utilize mutual aid from surrounding agencies. Having our own UAS allows better control, faster response, and a more skilled and knowledgeable pilot. Having a department UAS allows us to utilize technology to improve the service we provide to our community.

**PRIOR COMMITTEE REVIEW**

Health-Human Services & Public Safety Committee (September 10, 2024) - Issue review & action  
Health-Human Services & Public Safety Committee (July 9, 2024) - Issue introduction

**PREPARED BY**

Mark Dubois  
Chief of Police  
Police Department

Greg Jordan  
Assistant City Manager  
Executive Department

**ATTACHMENTS**

- Attachment A - Draft FAQs for Public Information on UAS Use
- Attachment B - Portland Police Department draft policy for UAS
- Attachment C - MRS Title 25, §4501. Regulation of Unmanned Aerial Vehicles
- Attachment D - MRS Title 25, §4501. Annual Legislative Report on UAV use.

**ARTICLE VIII. EMERGENCY ~~PREPAREDNESS~~ MANAGEMENT**

**Sec. 2-401. Purpose.**

It is the intent and purpose of this article to establish an Office of Emergency Management ~~bureau of emergency preparedness~~ in compliance and in conformity with the provisions of Title 37-B, M.R.S.A., Section 781 et seq., to ensure the complete and efficient utilization of the city's facilities and resources to prevent, prepare and respond to all hazards, natural and ~~manmade~~ human-made, that may occur in the City of Portland and the surrounding region.  
(Ord. No. 377-90, 6-6-90; Ord. No. 293-04/05, 6-20-05)

**Sec. 2-402. Definitions.**

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

~~*Bureau.* "Bureau" shall mean the bureau of emergency preparedness as established by this article.~~

*Director.* "Director" means the Director of Emergency Management appointed by the City Council pursuant to the provisions of this article.

*Emergency Management.* "Emergency Management" means the coordination and implementation of an organized effort to mitigate against, prepare for, respond to and recover from a disaster.

*Disaster.* "Disaster" means 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~~ or hostile military or paramilitary action.

~~*Emergency preparedness.* "emergency preparedness" means the preparation for and the carrying out of all emergency functions, other than functions for which military forces are primarily responsible, to minimize and repair injury and damage resulting from disasters or catastrophes caused by enemy attacks, sabotage, riots, terrorism or other hostile action, or by fire, flood, earthquake or other natural or man-made causes. These functions include, without limitation, firefighting, police, medical and health, emergency welfare, rescue, engineering, 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 for the carrying out of these functions.~~

~~Emergency Preparedness Management Forces Resources~~. "Emergency ~~preparedness management forces resources~~" shall mean the employees, equipment and facilities of all city 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.

~~Emergency Operations Plan (EOP)~~. "Emergency Operations Plan" is a comprehensive document that assigns responsibility during an emergency and/or disaster, sets forth lines of authority, describes how people and property are protected. ~~It identifies personnel, equipment, facilities, supplies and other resources available within the jurisdiction or by agreement with other jurisdictions.~~

~~Fire Chief~~. "Fire Chief" means the Fire Chief of the City of Portland.

~~Office~~. "Office" means the Office of Emergency Management established pursuant to this article.

(Ord. No. 377-90, 6-6-90; Ord. No. 293-04/05, 6-20-05)

### **Sec. 2-403. Organization.**

~~(a)~~ The City Manager shall be responsible for the ~~Office's bureau's~~ organization, administration and operation. The City Manager may employ such permanent or temporary employees as ~~they he or she~~ deems necessary and ~~may~~ prescribe their duties.

~~(b)~~ The City Council shall review the existing operational organization to ascertain the bureau's ability to cope with its responsibilities and shall approve the city's emergency preparedness ~~operations plan~~.

(Ord. No. 377-90, 6-6-90; Ord. 98-15/16, 11-16-2015)

### **Sec. 2-404. Appointment of Director of ~~Bureau~~Office; duties and responsibilities**

The ~~Fire Chief~~ shall serve as the ~~City Manager or his or her designee shall be the~~ Director of ~~Emergency Management, the Bureau, and The Director~~ shall coordinate the activities of all city departments, organizations and agencies for emergency ~~preparedness management~~ within the city and maintain a liaison with other emergency preparedness agencies, public safety agencies, and have such additional duties as necessary. ~~If the Fire Chief is temporarily absent or otherwise unable to serve as the Director for a period of time, the Chief of Police shall serve as the Director during such period.~~

(Ord. No. 377-90, 6-6-90; Ord. No. 293-04/05, 6-20-05; Ord. 98-15/16, 11-16-2015)

### **Sec. 2-405. Rules and regulations.**

The Director ~~of the Bureau~~ shall prepare such policies as may be deemed necessary for the administration and operational requirements of ~~the bureau~~ Emergency Management, which policies must be approved by the City Council prior to becoming effective.

(Ord. No. 377-90, 6-6-90; Ord. No. 293-04/05, 6-20-05; Ord. 98-15/16, 11-16-2015)

### **Sec. 2-406. Emergency proclamation.**

(a) The City Manager shall have the power and authority, after consultation with the Director and Mayor, or one or more City Council members in the Mayor's absence, 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 city. If the City Manager is temporarily absent from the City or otherwise unavailable, the Assistant City Manager may issue the proclamation that an emergency exists. If neither the City Manager nor the Assistant City Manager are 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 Fire Chief; if unavailable, the Chief of Police; if unavailable, the Director of Public Works. A copy of such proclamation shall be filed within twenty-four (24) hours in the office of the City Clerk.

(b) Notwithstanding the above, when consultation with the Mayor or members of the City Council would result in a substantial delay in an effective response in alleviating or preventing an emergency or disaster, the City Manager is authorized to take whatever actions are necessary to prevent the loss of life and property in the City.

(c) The City Manager, in consultation with the Director, ~~as the Director of the Bureau~~ shall be responsible for submitting a full report to the City Council of all actions taken as a result of the declared emergency as soon as the City Council can be convened.

(Ord. No. 377-90, 6-6-90; Ord. No. 293-04/05, 6-20-05; Ord. 98-15/16, 11-16-2015; Ord. No. 54-18/19, 9-5-2018)

#### **Sec. 2-407. Termination of emergency.**

(a) When the City Manager is satisfied that a disaster or civil emergency no longer exists, they ~~he or she~~ shall terminate the emergency proclamation by another proclamation affecting the sections of the city covered by the original proclamation, or any part thereof. Said termination of emergency shall be filed in the office of the City Clerk.

(b) No state of emergency may continue for longer than ten ~~five~~ (10~~5~~) days unless renewed by the City Council.

(Ord. No. 377-90, 6-6-90; Ord. No. 293-04/05, 6-20-05; Ord. 98-15/16, 11-16-2015)

#### **Sec. 2-408. City Manager's duties and emergency powers.**

(a) During any period when an emergency or disaster exists or appears imminent, the City Manager may promulgate such regulations as they ~~he or she~~ deems necessary, and consistent with the purposes of this article, to protect life and property and to preserve critical resources. 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 city;
- (2) Regulations facilitating or restricting the movement of persons within the city;

- (3) Regulations pertaining to the movement of persons from hazardous areas within the city;
- (4) Such other regulations necessary to preserve public peace, health and safety.

Nothing in this section shall be construed to limit the authority or responsibility of any department to proceed under powers and authority granted to them by state statute, city ordinance or the charter of the city.

(b) The City Manager or ~~his or her~~ designee may order the evacuation of persons from hazardous areas within the city.

(c) The City Manager shall be authorized to request aid or assistance from the state or any political subdivision of the state and shall render assistance to other political subdivisions under the provisions of Title 37-B, M.R.S. § 784-A.

(d) The City Manager may obtain vital supplies, equipment and other items found lacking and needed for the protection of health, life and property.

(e) The provisions of this section will terminate at the end of the declared emergency.

(Ord. No. 377-90, 6-6-90; Ord. No. 293-04/05, 6-20-05; Ord. 98-15/16, 11-16-2015)

#### **Sec. 2-409. ~~Emergency operational plans~~ Operations Plan.**

The Director ~~of the Bureau~~Emergency Management shall prepare an emergency operational plan (EOP) for the city, which shall be submitted to the City Council for approval. The emergency plan shall reflect the use of the National Incident Management System (NIMS) as its primary command and control system for all city, county, state and federal agencies.

Continued review and revision of the EOP is essential to the City's Emergency preparedness. Not less than once every three years, the Director, in consultation with the City Manager shall review and revise the EOP and submit it to the City Council for approval. Notwithstanding the foregoing, the Director, in consultation with the City Manager, is authorized at any time to make administrative changes to the plan. For purposes of this Article, administrative changes are defined as those that do not substantially change emergency processes or organizational roles and responsibilities otherwise described in the EOP.

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.

(Ord. No. 377-90, 6-6-90; Ord. No. 293-04/05, 6-20-05; Ord. 98-15/16, 11-16-2015)

#### **Sec. 2-410. Immunity from liability.**

All members of emergency preparedness forces, while engaged in emergency preparedness activities, shall be immune from liability, as

set forth in Title 37-B, Section M.R.S. § 822.

(Ord. No. 377-90, 6-6-90; Ord. No. 293-04/05, 6-20-05; Ord. 98-15/16, 11-16-2015)

**Sec. 2-411. Compensation for injuries.**

All members of emergency preparedness forces shall be deemed to be employees of the state ~~when engaged in training or on duty while on, preparing for, or training for emergency management duty,~~ and shall have all of the rights of state employees under the Workers' ~~men's~~ Compensation Act, as set forth in Title 37-B, M.R.S. § 823.

(Ord. No. 377-90, 6-6-90; Ord. No. 293-04/05, 6-20-05; Ord. 98-15/16, 11-16-2015)

**Sec. 2-412. Violation of regulations.**

It shall be unlawful for any person to violate any provisions of this article or of the regulations or plans issued pursuant to the authority contained herein, or to obstruct, hinder or delay any member of the emergency preparedness organization as herein defined in the enforcement of the provisions of this article or any regulation or plan issued thereunder.

(Ord. No. 377-90, 6-6-90; Ord. No. 293-04/05, 6-20-05)

**Sec. 2-413. Penalty.**

Any person, firm or corporation violating any provision of this article or any rule or regulation promulgated thereunder, upon conviction thereof, shall be punished by a fine of not more than one thousand~~five hundred~~ dollars (\$1,000.00~~500.00~~) and the costs of prosecution.

(Ord. No. 377-90, 6-6-90)

**Sec. 2-414. Severability.**

Should any provision of this article be declared invalid for any reason, such declaration shall not affect the validity of other provisions, or of this article as a whole, it being the legislative intent that the provisions of this article shall be severable and remain valid notwithstanding such declaration.

(Ord. No. 377-90, 6-6-90)

**Sec. 2-415. Conflicting ordinances, orders, rules and regulations suspended.**

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

(Ord. No. 377-90, 6-6-90)

**Sec. 2-416. - 2-429. Reserved**

City of  
portland



# City of Portland, Maine EMERGENCY OPERATIONS PLAN

PWM PORTLAND INTERNATIONAL  
JETPORT

Draft

## Table of Contents

<b>SECTION 1: INTRODUCTION AND RISK ASSESSMENT</b>	<b>8</b>
<b>1.1 Introduction</b>	<b>8</b>
1.1.1 Purpose	8
1.1.2 Foundational Laws and City Code	8
1.1.2.1 Local	8
1.1.2.2 State	8
1.1.3 EOP Structure	9
1.1.4 Planning Principles	9
1.1.5 Scope and Applicability	10
<b>1.2 Community Risk</b>	<b>11</b>
1.2.1 City Overview and Makeup	11
Visual 1.1 Older Population by Age in Portland, ME	11
Visual 1.2 Population Pyramid	12
Visual 1.3 Median Household Income	12
Visual 1.4 Race / Ethnicity composition	13
Visual 1.5 City of Portland Islands	13
1.2.2 Community Risk and Hazards Summary	15
1.2.2.1 Threat and Hazard Identification and Risk Assessment	15
1.2.2.2 Capability and Risk Assessment Tool (CaRAT)	15
1.2.2.3 Integration into the EOP	15
Visual 1.6 Summary of Threat and Hazard Risk Assessment	16
<b>SECTION 2: CONCEPT OF OPERATIONS (CONOPS)</b>	<b>17</b>
<b>2.1 Emergency Management Authorities and Responsibilities</b>	<b>17</b>
2.1.1 Introduction	17
2.1.2 City Council	17
2.1.3 Mayor	18
2.1.4 City Manager	19
2.1.5 City Clerk	20
2.1.6 Emergency Management Director (Local)	21
2.1.6.1 Legal Authority:	22
2.1.7 Office of Emergency Management	22
2.1.7.1 Composition	22
2.1.7.2 Authority and Responsibilities:	22
2.1.7.3 Legal Authority:	23
2.1.8 Private Sector	23
2.1.8.1 Legal and Policy Frameworks:	24
Table 2.1 Key Private Sector Partners in the Portland Metro Area	24

2.1.9 Non-Governmental Organizations (NGOs)	25
2.1.9.1 Legal and Policy Frameworks:	26
Table 2.2 Key NGOs in the Portland Metro Area	26
2.1.10 Cumberland County EMA (CCEMA)	27
2.1.11 State of Maine EMA (MEMA)	28
2.1.12 Federal Government EMA (FEMA)	29
2.1.12.1 Legal Authority	29
<b>2.2 Emergency Organization and Operations</b>	<b>30</b>
2.2.1 Introduction	30
2.2.2 Incident Command System (ICS)	30
2.2.2.1 ICS Overview	30
2.2.2.2 ICS Command Staff	31
2.2.2.3 ICS Operations Section	31
2.2.2.4 ICS Planning Section	31
2.2.2.5 ICS Logistics Section	31
2.2.2.6 ICS Finance and Administration Section	32
2.2.2.7 ICS Intelligence and Investigation Section	32
Visual 2.1 Incident Command Sections	32
Visual 2.2 Incident Command Sections Explained	32
Visual 2.3 ICS Chart	33
2.2.2.8 Area Command	33
2.2.2.9 Incident Management Teams	34
2.2.2.10 ICS and EOC Integration	34
2.2.3 Emergency Operations Center (EOC)	34
2.2.3.1 EOC Purpose and Application	34
2.2.3.2 EOC Management Section	35
Visual 2.5: EOC Functional Chart	35
2.2.3.3 EOC Operations Section	35
2.2.3.4 EOC Planning Section	36
2.2.3.5 EOC Logistics Section	36
2.2.3.6 EOC Finance and Administration Section	36
2.2.3.7 IT Information Section	36
2.2.3.8 EOC Liaison Section	37
2.2.4 Joint Information System (JIS) & Center (JIC)	37
2.2.5 Incident Management Assistance Teams (IMATs)	37
2.2.6 Disaster Assistance Center (DAC)	37
2.2.7 Mass Casualty Management Structures	38
2.2.9.1 Victim Identification Center (VIC)	38
2.2.9.2 Family Assistance Center (FAC)	38

2.2.8 Joint Field Office (JFO)	38
2.2.9 Public Alert and Warning	39
2.2.9.1 Authority	39
Table 2.3 Key Elements of Public Alert and Warning	39
2.2.10 Public Protective Actions	41
2.2.10.1 Introduction	41
2.2.10.2 Evacuation	41
2.2.10.3 Shelter in Place	42
2.2.10.4 Curfew	42
2.2.10.5 Avoid the Area	42
2.2.10.6 Public Health Protective Actions	42
<b>SECTION 3: ROLES AND RESPONSIBILITIES</b>	<b>43</b>
<b>3.1 Organizational Emergency Functions</b>	<b>43</b>
3.1.1 Emergency Functions Overview	43
3.1.1.1 Lead Agencies / Organizations	43
3.1.1.2 Support Agencies / Organizations	43
3.1.1.3 Partner Organizations	43
3.1.2 Core Capabilities	44
3.1.2.1 Capabilities Shared Among All Mission Area	44
3.1.2.2 Prevention and Protection Mission Areas	44
3.1.2.3 Mitigation Mission Area	45
3.1.2.4 Response Mission Area	46
3.1.2.5 Recovery Mission Area	47
3.1.3 Capability Tables	47
3.1.4 Other Emergency Responsibilities	49
3.1.4.1 General Responsibilities for All City Departments and Agencies	50
3.1.4.2 Responsibilities for Partner Organizations	50
3.1.4.3 Responsibilities for All Personnel	50
<b>3.2 Responsibilities: City of Portland Departments</b>	<b>51</b>
3.2.1 Finance Department	51
3.2.2 Planning & Urban Development Department	51
3.2.3 Health and Human Services Department	52
3.2.4 Corporation Counsel / Legal Department	53
3.2.5 Permitting and Inspections Department	54
3.2.6 Police Department	55
3.2.7 Fire Department	56
3.2.8 Public Works Department	57
3.2.9 Parks, Recreation, and Facilities Department	58
3.2.10 Portland International Jetport (PWM)	59

3.2.11 Communications & Digital Services Department	61
3.2.12 Information & Technology (IT)	61
<b>3.3 Responsibilities: Internal City Support</b>	<b>62</b>
3.3.1 Human Resources	63
3.3.2 Housing and Economic Development	64
3.3.3 Assessor	64
<b>3.4 Responsibilities: Independent Agencies, State Government, Federal Government and Quasi-governmental Organizations</b>	<b>64</b>
3.4.1 Portland Public Schools (PPS)	65
3.4.2 Metropolitan Transportation (Greater Portland METRO)	65
3.4.3 Central Maine Power (CMP)	66
3.4.4 Portland Water District (PWD)	66
3.4.5 Maine Medical Center and Northern Light Mercy Hospital	66
3.4.6 Portland Housing Authority (PHA)	67
3.4.7 Colleges and Universities	67
3.4.8 Private Schools and Charter Schools	68
3.4.9 Neighborhood Districts	68
3.4.10 Amtrak and Railroad Transportation	69
3.4.11 State of Maine	69
3.4.12 Federal Government	69
<b>3.5 Responsibilities: Private Sector Partners</b>	<b>70</b>
3.5.2 Local Business Groups & Organizations	70
3.5.3 Portland Downtown District	71
3.5.4 Lodging / Hotel Providers	71
3.5.5 Tourism Industry	72
3.5.6 Cruise Ship Industry	72
3.5.7 Supermarkets and Food Suppliers	72
3.5.8 Assisted Living Facilities & Nursing Homes	73
3.5.9 Transportation Industry	73
3.5.10 Financial Institutions	74
3.5.11 Hospitals	74
3.5.12 Utility Companies	75
<b>SECTION 4: PLAN MAINTENANCE</b>	<b>75</b>
<b>4.1 Introduction</b>	<b>75</b>
<b>4.2 Maintenance Process</b>	<b>75</b>
4.2.1 Formal Approval	75
4.2.2 Record of Changes / Revisions	76
<b>4.3 Training, Exercises, and Evaluation</b>	<b>76</b>
4.3.1 Training, Exercises, and Evaluation	76

4.3.1.1 Training	76
4.3.1.2 Exercises	76
4.3.1.3 Evaluation and Improvement Planning	77
<b>SECTION 5: APPENDICES AND ANNEXES</b>	<b>77</b>
<b>5.1 Support Appendices</b>	<b>77</b>
5.1.1 Glossary of Terms and Acronyms	77
Table 5.1 Portland EOP Glossary of Terms and Acronyms	77
5.1.2 Record of Revision / Change	79
5.1.3 Record of Distribution	79
5.1.4 City of Portland Organizational Chart	81
Visual 5.1	81
5.1.5 Private Sector Partners – Quick Reference	81
<b>5.2 Hazard Specific and Functional Annexes</b>	<b>83</b>
5.2.1 Introduction	83
5.2.2 List of Hazard Specific Annexes	83
5.2.3 List of Functional Annexes	84

# SECTION 1: INTRODUCTION AND RISK ASSESSMENT

## 1.1 Introduction

### 1.1.1 Purpose

This Emergency Operations Plan (EOP) provides a framework for the coordinated management of emergencies that affect the City of Portland. This plan considers the entire community and was developed in cooperation with all City departments, agencies and offices (departments), as well as special districts; local, state and federal government agencies; private sector organizations; and citizen groups (partner organizations). The EOP creates a unified framework for emergency operations by identifying roles and responsibilities, as well as actions to be taken before, during and after an emergency or disaster. It sets forth lines of authority and organizational relationships. It identifies personnel, equipment, facilities, supplies and other resources available within the jurisdiction or by agreement with other jurisdictions.

### 1.1.2 Foundational Laws and City Code

#### 1.1.2.1 Local

- City of Portland Chapter 2 Article VIII Emergency Management Sec. 2-401
- City of Portland Chapter 2 Administration Sec. 2-17 (a)
- City of Portland Chapter 2 Administration Sec. 2-17 (b)
- City of Portland Chapter 2 Administration Sec. 2-17 (c)
- City of Portland Chapter 2 Administration Sec. 2-17 (d)
- City of Portland Chapter 2 Administration Sec. 2-17 (e)
- City of Portland Chapter 2 Administration Sec. 2-17 (f)
- City of Portland Chapter 2 Article VIII Emergency Management Sec. 2-409

#### 1.1.2.2 State

- Maine State Statute Title 37-B § 781
- Maine State Statute Title 37-B § 783

#### 1.1.2.3 Federal

- Emergency Planning and Community Right to Know Act of 1986 (42 U.S.C. § 11001 et. seq.)
- Comprehensive Planning Guide 101 (CPG) 2021 Version 3.0
- FEMA's National Incident Management System (NIMS) 3rd Edition October 2017
- FEMA's National Preparedness Goal, 2nd Edition, September 2015

- Americans with Disabilities Act of 1990 (42 U.S.C. § 12101 et seq.)

### 1.1.3 EOP Structure

This Portland Emergency Operations Plan (EOP) is comprised of three distinct components:

1. **Base Plan:** The Base Plan defines the purpose of the EOP, the plan's underpinning legal authorities, the City's emergency management organization, roles and responsibilities during an Emergency Operations Center (EOC) activation, and each department's major emergency responsibilities. It defines the roles and relationships of external stakeholders, private partners, and non-governmental organizations.
2. **Support or General Appendices:** The general appendices include a Glossary of Terms and Acronyms, Record of Change / Revision, Record of Distribution and other indexes to guide use of the EOP and exhibit compliance with all relevant standards. Any references that have been used to create this document will be located in this section.
3. **Hazard Specific Annexes:** While it is impossible to list all hazards the City may face, the Hazard Specific Annexes examine management strategies for certain consequential threats and hazards. These annexes focus on critical operational functions and who is responsible for carrying them out. They clearly describe the policies, processes, roles, and responsibilities that agencies and departments carry out before, during and after any emergency. While the base plan provides broad, overarching information relevant to the EOP as a whole, these annexes focus on specific responsibilities, tasks, and operational actions that pertain to a particular emergency.
4. **Functional Annexes:** Functional annexes are the detailed, action-oriented sections of the EOP. They provide a "how-to" guide for specific emergency management functions that are essential for an effective and coordinated response. The functional annexes break down the operational details, roles, responsibilities, and procedures for critical activities that must be performed by multiple departments or agencies during an emergency.

### 1.1.4 Planning Principles

This particular plan outlines the City's emergency response and recovery framework structured to manage any emergency that occurs. The EOP allows flexibility and discretion within a well-defined emergency management framework to enable a nimble and coordinated response. The EOP is based on the following principles:

- Emergency preparedness is everyone's responsibility. Residents, businesses and government have individual preparedness responsibilities that must be internally addressed and coordinated with each other.

- The immediate response priority to an emergency or disaster situation of any size and scope is saving lives and then protecting critical infrastructure, property and the environment.
- The EOP addresses Portland's emergency management from a whole community perspective by incorporating the needs, responsibilities and capabilities of not only government, but that of private and non-profit partners as well.
- Nothing in this plan alters or impedes the ability of local, state, and federal governments or private agencies and organizations from carrying out their specific authorities or performing their specific responsibilities under all applicable laws, executive orders and directives. In other words, the day to day duties and responsibilities are not replaced by this EOP. This plan is available when a disaster or emergency exists that warrants the use of parts of it or in its entirety.
- An emergency may impact emergency management and response personnel rendering them unable to execute their emergency responsibilities. Each department and partner organization should build personnel depth within their organizations to ensure they are able to meet their responsibilities outlined in this plan.
- It is the responsibility of Department Heads in each department and organization to ensure their staff is trained, prepared and available to meet the requirements of this plan.
- Response operations may last for several hours, days, weeks or longer. Recovery operations may last for days, weeks, months or even years.
- An emergency may require the mobilization and reallocation of available local resources. All resources maintained by the City of Portland may be called upon to assist with emergency response. Furthermore, resources not normally available to the City may be acquired through emergency procurement, donations or other means.
- If an emergency exceeds local response capabilities, outside assistance may be available through mutual aid agreements with nearby jurisdictions or through the State's Emergency Operations Center. Often a local emergency must be declared and local resources fully committed before state or federal assistance is requested. Additionally, depending on the size and scope of the emergency and/or concurrent emergencies across a wide geographic area, resources may not be available in a timely manner.

### **1.1.5 Scope and Applicability**

The EOP is the principal plan governing all emergencies and disasters occurring within the limits of the City or affecting the well-being of the residents, visitors, businesses or environment. This plan was created with input from a variety of government, nonprofit and private sector stakeholders and defines how the whole Portland community responds to and recovers from emergencies. City departments must support the EOP's Concept of Operations and carry out

their assigned functional responsibilities to ensure orderly and timely delivery of assistance during an emergency.

Furthermore, the EOP applies to all partner organizations, private businesses and NGOs operating inside the City limits. While the EOP is not binding on the operations of organizations external to City government, this plan strongly encourages all local organizations and businesses to coordinate their emergency plans and procedures with the provisions of the EOP to ensure a coordinated citywide emergency response and recovery effort. This same concept applies to critical infrastructure, facilities, vulnerable geographical areas, Casco Bay Islands, hospitals, assisted living facilities, and nursing homes.

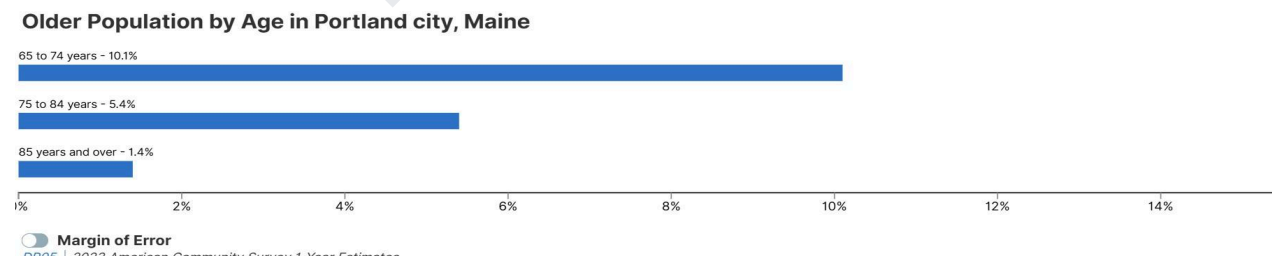
The EOP does not need to be officially activated prior to one or more of the sections herein being implemented. Furthermore, each department and organization listed in the EOP is responsible for understanding its own emergency authority and procedures when implementing the provisions of the EOP. This plan, similar to the NIMS and ICS models, is designed to be scalable to meet the needs of all City departments from small daily incidents to large scale emergencies.

## 1.2 Community Risk

### 1.2.1 City Overview and Makeup

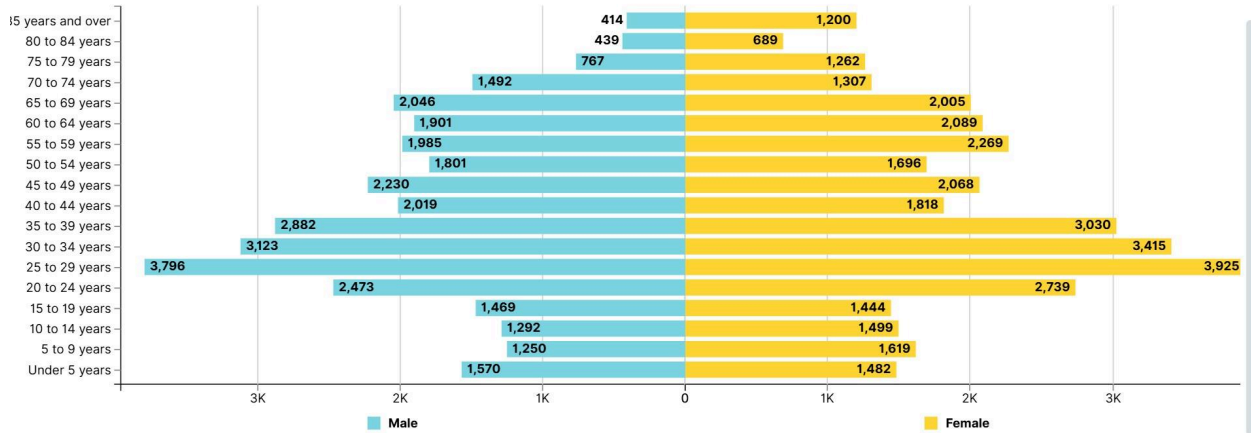
Portland is the most populous city in the state of Maine and the seat of Cumberland County. According to the 2023 American Community Survey, Portland's population estimate is 69,104 with an estimate of 32,393 households, 46.7% of which are owner-occupied. The Greater Portland metropolitan area has a population of approximately 550,000 people, making it by far Maine's most populous metropolitan area. Seventeen percent of our population is 65 years or older, and 15.4% is under 18.

#### Visual 1.1 Older Population by Age in Portland, ME



## Visual 1.2 Population Pyramid

Population Pyramid: Population by Age and Sex in Portland city, Maine

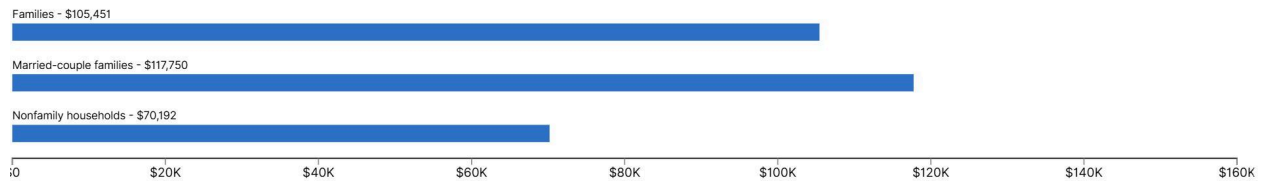


Margin of Error  
S0101 | 2023 ACS 5-Year Estimates Subject Tables

## Visual 1.3 Median Household Income

The median household income is \$76,174.

Median Income by Types of Families in Portland city, Maine



Margin of Error  
S1901 | 2023 American Community Survey 1-Year Estimates

Although English is the primary language spoken in the Portland Metro Area, there is a significant population that speaks different languages. The Portland Public Schools serves approximately 6,500 students in pre-K through grade 12, about one-third of whom come from homes where a language other than English is spoken - for a total of more than 50 languages. The top five languages spoken in Portland other than English are:

1. French
2. Spanish
3. Portuguese
4. Somali
5. Arabic

Roughly 80% of our population identifies as Caucasian with 9% identifying as Black alone, 6.2% as two or more races, 3.2% as Asian, and 3.1% as Hispanic or Latino. Eleven percent of our population identifies as being foreign-born.

**Visual 1.4 Race / Ethnicity composition**

Race/Ethnicity	2020	2010	2000	1990	1960
White	84.6%	83.6%	91.27%	96%	99.4%
African Americans	8.4%	7.1%	2.59%	1.1%	0.5%
Asian	3.5%	3.5%	3.08%	1.7%	0.1%
Two or more races	2.9%	2.7%	1.86%	0.2%	NA
Hispanic or Latino	3%	3%	1.52%	0.8%	NA
Native American	0.1%	0.5%	0.47%	0.4%	NA

There are also five islands in Casco Bay that are part of the City of Portland. The five Islands which receive City services and are part of City Council District #1 are:

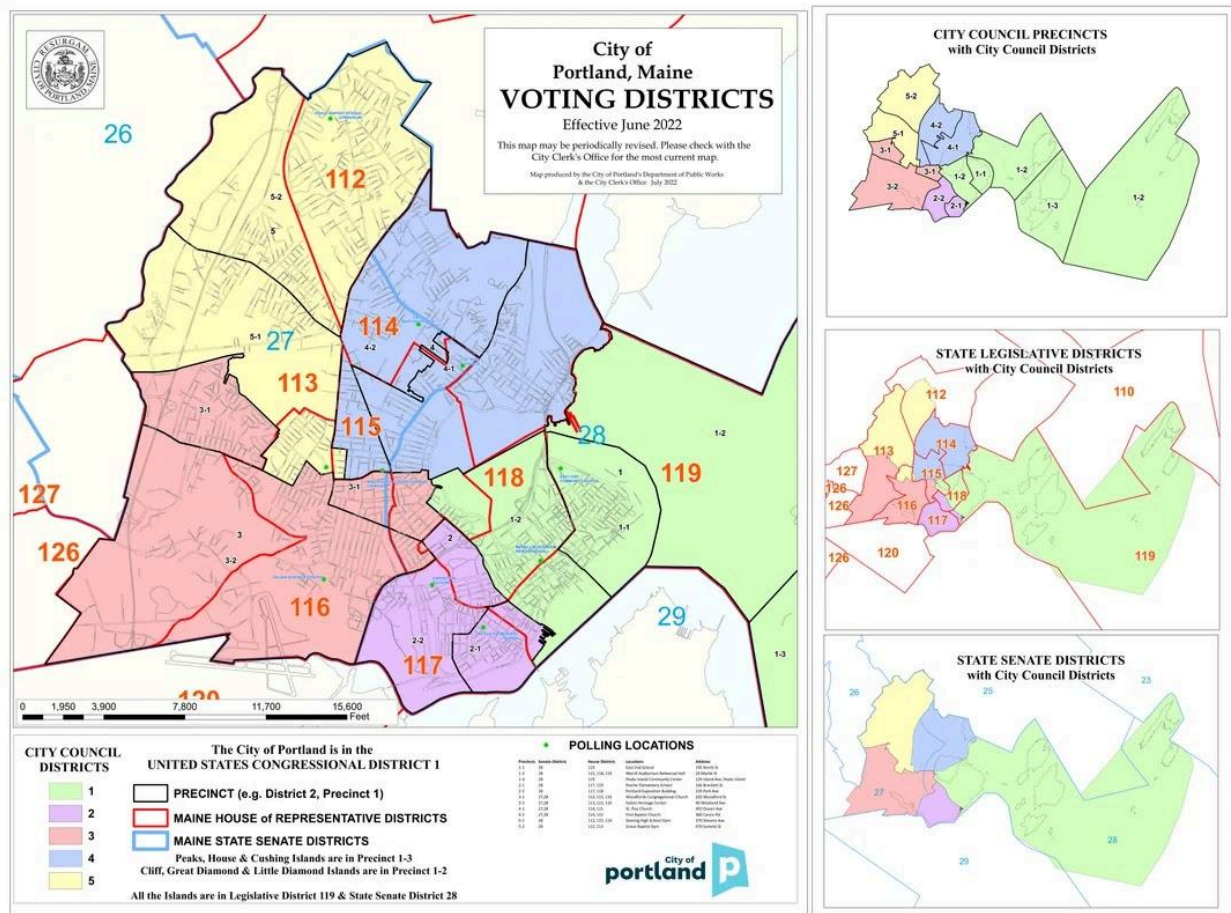
- Peaks Island
- Little Diamond Island
- Great Diamond Island
- Cliff Island
- Cushing Island

**Visual 1.5 City of Portland Islands**



The City has adopted a council-manager style of government that is detailed in the City Charter. The citizens of Portland are represented by a nine-member City Council (eight councilors and mayor), which makes policy, passes ordinances, approves appropriations, appoints the City Manager, Corporation Counsel and City Clerk, approves department head positions, and oversees the municipal government. Portland’s municipal budget for FY26 was \$365.6 million. The City Council is elected by the citizens of Portland. The City has five voting districts, with each district electing a city councilor to represent their neighborhood interests for a three-year term. There are also three members of the City Council who are elected at-large for three-year terms. The Mayor is popularly elected and serves a four-year term. Elections for council and mayoral seats are determined by ranked-choice voting when necessary.

**Visual 1.6 The Five Voting Districts of Portland**



## 1.2.2 Community Risk and Hazards Summary

### 1.2.2.1 Threat and Hazard Identification and Risk Assessment

The City of Portland utilizes the Threat and Hazard Identification and Risk Assessment (THIRA) process and the Capability and Risk Assessment Tool (CaRAT) as foundational elements of its emergency management program. These assessments ensure that preparedness efforts are risk-based and capability-driven, aligning with FEMA's National Preparedness System and the State of Maine's emergency management framework.

THIRA – Threat and Hazard Identification and Risk Assessment:

The THIRA is a structured, FEMA-recommended process used to identify and assess the threats and hazards that could affect the City of Portland. It provides a framework for understanding the potential impacts of these events and determining the capability targets necessary to manage them effectively.

The THIRA process involves:

- Identifying natural, technological, and human-caused hazards relevant to Portland.
- Describing the context and potential impacts of each hazard.
- Establishing measurable capability targets to guide response and recovery.
- Using the results to inform emergency planning, training, exercises, and resource allocation.

### 1.2.2.2 Capability and Risk Assessment Tool (CaRAT)

The CaRAT is used in conjunction with the THIRA to measure the City's current capabilities against the identified capability targets. This tool, provided by the Maine Emergency Management Agency (MEMA), allows Portland to assess its strengths and identify areas for improvement across FEMA's Core Capabilities.

The CaRAT process involves:

- Linking THIRA-identified hazards and capability targets to capability assessments.
- Evaluating the City's current capacity for each Core Capability.
- Identifying gaps between existing capabilities and required targets.
- Prioritizing investments in training, equipment, partnerships, and planning to close capability gaps

### 1.2.2.3 Integration into the EOP

The results of the THIRA and CaRAT assessments directly inform this Emergency Operations Plan (EOP), particularly the core capabilities matrix, operational concepts, and resource management strategies. While the full THIRA and CaRAT documents are maintained

separately as part of the City’s emergency management program, their findings are summarized within this plan to ensure alignment between identified risks, capability targets, and operational readiness.

In 2024, the City’s Emergency Management Coordinator conducted a series of workshops with key city departments, partner agencies, and community stakeholders to compile a comprehensive Risk and Hazards Summary. These workshops gathered local knowledge and historical data, validated hazard scenarios, and refined the City’s hazard profiles. The information collected during these sessions directly informed both the THIRA and CaRAT processes, ensuring that the City’s capability targets and gap analyses are based on current, locally relevant risk data.

**Visual 1.6 Summary of Threat and Hazard Risk Assessment**

<b>High Risk</b>	<ul style="list-style-type: none"> <li>● Cyber Incident</li> <li>● Winter Storm - Nor’Easter</li> <li>● Terrorist / Mass Violence</li> <li>● Winter Storms - Blizzard &amp; Ice Storm</li> <li>● Extreme Cold</li> <li>● Flash Flooding</li> <li>● Infectious Disease Outbreak</li> <li>● Summer Weather - Windstorm</li> </ul>
<b>Medium Risk</b>	<ul style="list-style-type: none"> <li>● Coastal Flooding</li> <li>● Transportation (Mass Casualty) Incident</li> <li>● Hazmat Release - Transportation</li> <li>● Hazmat Release - Fixed site</li> <li>● Urban Multi-Structure Fire</li> <li>● Earthquake</li> <li>● Space Weather</li> <li>● Riverine Flooding</li> <li>● Heat Wave</li> <li>● Radiological Incident</li> </ul>
<b>Low Risk</b>	<ul style="list-style-type: none"> <li>● Rural Wildfire</li> <li>● Landslide</li> <li>● Bridge / Building Collapse</li> <li>● Tornadoes</li> <li>● Drought</li> </ul>

## SECTION 2: CONCEPT OF OPERATIONS (CONOPS)

### 2.1 Emergency Management Authorities and Responsibilities

#### 2.1.1 Introduction

City, state and federal agencies are each granted unique authorities to manage emergencies. These authorities are closely coordinated between government agencies as well as with external partner organizations to ensure a whole community emergency management strategy. While successful emergency management is a collaborative effort, **Maine Revised Statutes, Title 37-B, Chapter 13** (the “Maine Emergency Management Act”) vests ultimate legal authority for coordinating emergency response and recovery activities within Portland with City government, and the **City of Portland Code of Ordinances, Chapter 2, Article VIII – Emergency Management** (the “Emergency Management Ordinance”) provides authority and limited liability protections for City employees, agents, or representatives engaged in carrying out these activities. Large emergencies and disasters may require the support and resources of state and federal entities, but overall direction and control of emergency response and recovery activities is maintained by City government until the point that Portland can no longer maintain continuity of operations.

#### 2.1.2 City Council

The Portland City Council serves as the legislative body of the City and plays a key policy-making and oversight role in emergency management. While day-to-day operational authority during an emergency resides with the City Manager and designated incident management officials, the City Council holds important statutory and governance responsibilities to ensure the community’s readiness, response, and recovery.

##### 2.1.2.1 Authorities and Responsibilities

- **Policy Oversight:** Provide policy direction and oversight for the City’s emergency management program, including review and adoption of the Emergency Operations Plan (EOP) and any substantive amendments.
- **Appropriation of Funds:** Authorize the allocation or reallocation of City resources and funds for emergency preparedness, response, and recovery activities, including supplemental appropriations during or following a declared emergency.

- Declaration of Emergency: Ratify or extend a local emergency proclamation issued by the City Manager, consistent with the Maine Emergency Management Act and the Emergency Management Ordinance.
- Legislative Support: Adopt temporary ordinances or measures necessary to protect life, property, and the environment during emergencies.
- Community Representation: Serve as representatives of their constituents by communicating public concerns to the City Manager, Public Information Officer, and other officials during an emergency.
- Post-Incident Review: Participate in post-incident briefings, After Action Reports (AARs), and improvement planning to assess the effectiveness of City response and recovery efforts.

### **2.1.2.2 Coordination**

The City Council works in coordination with the City Manager, Office of Emergency Management, and other executive staff to ensure emergency policies are aligned with community priorities and legal requirements. During emergency operations, Council Members receive situational updates and may participate in the Joint Information System (JIS) for consistent public messaging.

As elected advocates for the five City Council Districts, council members are responsible for coordinating with their respective districts during an emergency to determine the needs of the citizens of their districts. At-Large council members are responsible for assisting their colleagues in identifying the needs of the City as a whole. These needs should then be communicated back to the City's Emergency Operations Center (EOC).

### **2.1.3 Mayor**

Under the Portland City Charter, the Mayor is elected citywide and serves as the official head of the City for ceremonial purposes and as the chair of the City Council. The Mayor's role includes providing policy leadership, presiding over Council meetings, and representing the City in intergovernmental and ceremonial matters.

For Emergency Management purposes, the Mayor's authority and responsibilities include:

- Providing policy leadership to the City Council on emergency preparedness, response, and recovery priorities.
- Communicating with the public as the elected leader of the City to provide reassurance, situational updates, and policy direction during emergencies.

- Representing the City in intergovernmental coordination, including meetings with county, state, federal, and tribal officials on disaster response and recovery matters.
- Coordinating with the City Manager and Emergency Management Director to ensure that emergency declarations, ordinances, and resource requests are consistent with the City's needs and legal requirements.
- Support coordinated public messaging in partnership with the Public Information Officer (PIO) and Joint Information System (JIS).
- Participating in official actions of the City Council, such as adopting emergency measures, approving resource allocations, and ratifying emergency declarations when required.
- Supporting continuity of government operations by ensuring that the Council remains functional and engaged during and after an emergency.

While the City Manager retains administrative control over emergency operations, the Mayor plays a vital role in setting policy priorities, maintaining public confidence, and fostering intergovernmental relationships during all phases of Emergency Management.

#### 2.1.4 City Manager

Under the Portland City Charter (Article VI, Section 5), the City Manager serves as the chief administrative officer of the City of Portland. Appointed by the City Council, the City Manager is selected solely on the basis of executive and administrative qualifications.

For Emergency Management purposes, the City Manager's authority includes:

- Enforcing all laws, ordinances, and Council policies applicable to emergency management operations.
- Exercising administrative control over all City departments and directing the implementation of emergency policies established by the Council.
- Ensuring compliance with the City's Emergency Operations Plan (EOP) and delegating authority to department heads and the Emergency Management Director as appropriate.
- Preparing and submitting emergency-related budget proposals and resource requests.
- Presenting reports to the Council on emergency preparedness, response, and recovery status.
- Keeping the Council informed on the condition of the City, including hazard vulnerabilities and emergency response capabilities.
- Coordinating with the Mayor, Emergency Management Director, and other stakeholders to prepare and maintain the City's emergency planning and response framework.

- Issue local emergency proclamations when necessary, consistent with the Maine Emergency Management Act and the Emergency Management Ordinance.
- Serve as the City's Chief Executive Officer with overall responsibility for managing emergency operations.
- Direct and coordinate all City departments and agencies during emergency operations.
- Authorize the activation of the Emergency Operations Center (EOC) and designating an EOC Manager.
- Approve emergency policies, resource allocations, and mutual aid requests.
- Serve as the primary link between the City Council and the Office of Emergency Management during emergency situations.
- Represent the City in intergovernmental coordination efforts at the county, state, and federal levels.
- Ensure that critical information is communicated promptly to elected officials, department heads, and the public.

In all emergency situations, the City Manager retains ultimate administrative responsibility for ensuring that emergency operations are carried out effectively, in accordance with the City Charter, applicable ordinances, and the EOP.

### 2.1.5 City Clerk

Under the Portland City Charter, the City Clerk is appointed by the City Council and serves as the official records custodian for the City of Portland. The Clerk's duties include maintaining the official record of Council proceedings, preserving all ordinances and resolutions, managing public notices, and ensuring compliance with applicable open government laws.

For Emergency Management purposes, the City Clerk's authority and responsibilities include:

- Maintaining official emergency records, including Council resolutions declaring a state of emergency and related legislative actions.
- Attesting and certifying emergency declarations, ordinances, and orders issued by the City Council or City Manager under emergency powers.
- Coordinating public notification of emergency measures, including publishing official notices as required by law.
- Preserving historical documentation related to the emergency for legal, financial, and after-action reporting purposes.
- Supporting continuity of government operations by safeguarding critical records and ensuring access to essential documents during emergency situations.
- Working in coordination with the Emergency Management Director and City Manager to ensure that official communications are timely, accurate, and compliant with statutory requirements.

In all emergency situations, the City Clerk plays a critical role in ensuring legal compliance, accurate recordkeeping, and transparency in official City actions, in accordance with the City Charter, applicable ordinances, and state public records laws.

### **2.1.6 Emergency Management Director (Local)**

Under the City of Portland’s municipal code and in accordance with the Maine Revised Statutes, Title 37-B, the City’s Emergency Management Agency (EMA) Director is responsible for the coordination and administration of the City’s emergency management program. In Portland, this position is held by the Fire Chief, who serves in a dual role providing both operational leadership for the Fire Department and overall direction for Emergency Management activities within the City.

For Emergency Management purposes, the EMA Director / Fire Chief’s authority and responsibilities include:

- Coordinating all-hazards emergency preparedness, response, recovery, and mitigation activities within the City of Portland.
- Activating and directing the City’s Emergency Operations Center (EOC) during incidents requiring multi-agency coordination.
- Serving as the primary point of contact between the City Manager, Mayor, Department Heads, Cumberland County EMA, and the Maine Emergency Management Agency (MEMA) during emergencies.
- Developing, maintaining, and exercising the City’s Emergency Operations Plan (EOP) and related annexes.
- Overseeing emergency training and exercise programs to ensure readiness of City personnel and partner agencies.
- Coordinating resource requests from City departments and integrating mutual aid, county, state, and federal resources into City operations.
- Advising the City Manager and Mayor on emergency declarations, public protective actions, and policy decisions.
- Ensuring compliance with NIMS and the National Response Framework (NRF) for all City emergency management activities.
- Maintaining situational awareness and ensuring timely dissemination of critical information to stakeholders and the public.

### **2.1.6.1 Legal Authority:**

The position and authorities of the EMA Director are established by the Emergency Management Ordinance in alignment with section 782 of the Maine Emergency Management Act, which mandates each municipality to designate an EMA Director with responsibility for local emergency management. The Fire Chief also operates under Chapter 2 Sec. 2-17 (b) and Chapter 10 Fire Prevention & Protection.

## **2.1.7 Office of Emergency Management**

The City of Portland Office of Emergency Management (OEM) serves as the central coordination body for all emergency management activities within the City. The OEM functions under the authority of the City's Emergency Management Ordinance and the Maine Emergency Management Act, and in alignment with the National Incident Management System (NIMS) and the National Response Framework (NRF).

The OEM is responsible for ensuring that the City is prepared to prevent, protect against, respond to, recover from, and mitigate the impacts of all hazards, whether natural, technological, or human-caused. The City Manager is responsible for the Office's organization, administration and operation.

### **2.1.7.1 Composition**

The OEM will be composed of:

- Fire Chief / Local EMA Director – serving as the lead official for emergency management coordination.
- City Emergency Management Coordinator – managing day-to-day emergency management program activities and planning efforts.
- Assistant City Manager for Public Safety – providing executive-level oversight and policy direction.
- Key Department Heads or Designees – including representatives from Fire, Police, Communications & Digital Services, Public Works, Parks, Recreation & Facilities, Health & Human Services, and other departments as necessary based on incident type.

### **2.1.7.2 Authority and Responsibilities:**

The OEM's authority and responsibilities will include:

- Maintaining, updating, and exercising the City's Emergency Operations Plan (EOP) and associated annexes.
- Oversee hazard and risk assessments, including the Threat and Hazard Identification and Risk Assessment (THIRA) and Capability Assessment for Readiness (CaRAT).

- Coordinating the activation and management of the City’s Emergency Operations Center (EOC) during emergencies and planned events.
- Facilitating interdepartmental coordination to ensure a unified, efficient, and timely emergency response.
- Serving as the primary liaison to Cumberland County EMA, Maine Emergency Management Agency (MEMA), and the Federal Emergency Management Agency (FEMA) and supporting voluntary organizations..
- Overseeing citywide training and exercise programs to ensure operational readiness across departments.
- Coordinate emergency preparedness outreach and public education.
- Coordinating public warning and information systems to provide timely and accurate information to the public.
- Managing resource requests, logistics, and mutual aid integration during emergencies.
- Leading hazard mitigation planning efforts in collaboration with city departments and external partners.
- Engaging the private sector, non-governmental organizations, and community-based groups in preparedness and resilience initiatives.
- Maintaining situational awareness by monitoring potential hazards, threats, and incidents in coordination with relevant partners.
- Coordinating City-wide recovery efforts for federally declared disasters.

### **2.1.7.3 Legal Authority:**

The OEM derives its authority from the Emergency Management Ordinance and Maine Emergency Management Act, which require municipalities to establish and maintain a local emergency management agency. The OEM’s operational structure and activities will be consistent with the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Title 44 of the Code of Federal Regulations, and other applicable state and federal guidance.

### **2.1.8 Private Sector**

Private sector partners include for-profit businesses, trade organizations, and infrastructure owners/operators that provide critical goods, services, and capabilities to the City of Portland before, during, and after emergencies. While they operate under private ownership and governance, many are recognized as part of the community’s essential infrastructure and lifeline sectors under the National Infrastructure Protection Plan (NIPP) and the National Response Framework (NRF).

For Emergency Management purposes, the private sector’s authority and responsibilities include:

- Maintaining continuity of operations to provide essential goods and services during disruptions.
- Coordinating with the City of Portland and Cumberland County EMA to share situational information and resource availability.
- Protecting critical infrastructure and key resources such as utilities, transportation hubs, and communication systems.
- Participating in preparedness activities, including planning, training, and exercises with public agencies.
- Supporting response operations by providing equipment, facilities, personnel, and technical expertise.
- Collaborating on recovery efforts, including debris management, restoration of utilities, and resumption of commercial operations.
- Complying with emergency orders and regulations issued under Municipal, County, State, and Federal authority.

**2.1.8.1 Legal and Policy Frameworks:**

- Private sector emergency management engagement is recognized in the Robert T. Stafford Disaster Relief and Emergency Assistance Act and implemented through the National Response Framework.
- Critical infrastructure protection responsibilities are defined in the National Infrastructure Protection Plan and relevant Presidential Policy Directives (PPDs).
- Sector-specific entities may also be subject to federal and state regulations, such as 49 CFR for transportation, 47 CFR for communications, and 42 CFR for healthcare facilities.

**Table 2.1 Key Private Sector Partners in the Portland Metro Area**

Organization	Role in Emergency Management
<b>Central Maine Power (CMP)</b>	Electric utility responsible for restoring power and supporting critical infrastructure during outages.
<b>Unitil / Summit Natural Gas</b>	Natural gas provider ensuring safe restoration of service and supporting heating needs during emergencies.
<b>Portland Water District</b>	Ensures potable water supply, water quality, and wastewater management during incidents.

<b>Casco Bay Lines</b>	Provides ferry transportation to Casco Bay Islands, critical for evacuation and supply delivery.
<b>Eimskip / International Marine Terminal</b>	Maritime shipping and cargo handling for supply chain continuity.
<b>Maine Medical Center / Northern Light Mercy Hospital</b>	Healthcare facilities providing emergency medical services and surge capacity.
<b>WGME / WMTW / WCSH / Maine Public</b>	Local broadcast media partners for public information and emergency alerts.
<b>Hannaford / Shaw's / WholeFoods / Trader Joe's Supermarkets</b>	Retail food supply chains ensure community access to groceries and essential goods.
<b>Home Depot &amp; Lowes</b>	Support response and recovery efforts by providing construction and mitigation supplies during emergencies.
<b>HospitalityMaine / Major Hotels</b>	Supports sheltering, feeding, and housing of displaced individuals during emergencies.
<b>Verizon / AT&amp;T / Spectrum</b>	Telecommunications providers ensure restoration of communications infrastructure.

### 2.1.9 Non-Governmental Organizations (NGOs)

Non-Governmental Organizations (NGOs) are private, nonprofit, and faith-based entities that provide essential services and support before, during, and after emergencies. While NGOs are not government agencies and therefore are not governed by the same statutory authorities, their emergency management roles are recognized within the National Response Framework (NRF) and the National Incident Management System (NIMS) as critical partners in preparedness, response, recovery, and mitigation.

For Emergency Management purposes, NGOs' authority and responsibilities include:

- Providing disaster relief services, such as sheltering, feeding, mass care, health services, and case management.

- Supporting community resilience through preparedness training, public education, and outreach programs.
- Offering volunteer and donations management capabilities during disasters.
- Providing specialized technical services such as disaster mental health support, animal sheltering, debris removal, or transportation assistance.
- Partnering with local, county, state, and federal agencies to coordinate resources and services in alignment with the Emergency Operations Plan (EOP).
- Operating under agreements such as Memoranda of Understanding (MOUs) or mutual aid compacts with the City of Portland or other jurisdictions.

**2.1.9.1 Legal and Policy Frameworks:**

While NGOs operate under their own organizational bylaws and governance structures, their emergency functions are recognized and supported through the National Response Framework, NIMS, and state and local emergency management plans.

Specific NGOs may operate under additional legal authority based on their charter or enabling legislation (e.g., American Red Cross Charter Act, 36 U.S.C. §§ 300101–300111).

The following Non-Governmental Organizations (NGOs) operate in the Portland, Maine metropolitan area and play important roles in emergency preparedness, response, recovery, and community resilience. While not government agencies, these organizations are recognized within the National Response Framework (NRF) and National Incident Management System (NIMS) as key partners in disaster operations.

**Table 2.2 Key NGOs in the Portland Metro Area**

Organization	Key Functions
<b>American Red Cross – Northern New England</b>	Provides sheltering, mass care, emergency preparedness education, and assistance coordination during disasters.
<b>Salvation Army – Northern New England Division</b>	Offers emergency feeding services, mobile canteen response, spiritual and emotional care, and long-term recovery support.
<b>Maine VOAD (Volunteer Organizations Active in Disaster)</b>	Coordinates disaster-related nonprofits to ensure effective community support during crises.

<b>Maine Island Trail Association (MITA)</b>	Conserves coastal islands, supports Maine Island Trail, assists in environmental disaster debris cleanup.
<b>Maine Wing, Civil Air Patrol (CAP)</b>	Provides aerial search-and-rescue, aerial damage imagery, and supports emergency services.
<b>Maine Ready / Volunteer Maine</b>	Connects trained volunteers to emergency needs such as sheltering, supply distribution, and donation coordination.

**2.1.10 Cumberland County EMA (CCEMA)**

The Cumberland County Emergency Management Agency (CCEMA) operates under the authority of the Maine Revised Statutes, Title 37-B, which establishes the framework for emergency management within the State of Maine. CCEMA serves as the designated county-level emergency management organization responsible for coordinating preparedness, response, recovery, and mitigation activities across all municipalities in Cumberland County, including the City of Portland.

For Emergency Management purposes, CCEMA’s authority and responsibilities include:

- Providing regional coordination and support to municipalities during incidents and disasters.
- Serving as the liaison between municipal emergency management officials and the Maine Emergency Management Agency (MEMA). In this case they are the direct conduit to the State for the local EMA Director, Portland’s Fire Chief and EMA Coordinator.
- Facilitating the sharing of resources, personnel, and equipment among jurisdictions during emergencies.
- Assisting in the development, maintenance, and exercise of municipal emergency operations plans, including the City of Portland’s EOP.
- Coordinating county-level training and exercises to enhance readiness and interoperability among municipalities.
- Activating and managing the Cumberland County Emergency Operations Center (EOC) to provide situational awareness, resource management, and operational support to affected communities.
- Assisting with damage assessment, disaster recovery coordination, and the administration of state and federal disaster assistance programs.

In all emergency situations, CCEMA functions as a critical partner to the City of Portland, ensuring that countywide resources and capabilities are integrated into the City's preparedness, response, and recovery efforts.

### **2.1.11 State of Maine EMA (MEMA)**

The Maine Emergency Management Agency (MEMA) operates under the authority of the Maine Revised Statutes, Title 37-B, which establishes the state's emergency management system. MEMA is the primary state agency responsible for coordinating emergency preparedness, response, recovery, and mitigation activities across Maine.

For Emergency Management purposes, MEMA's authority and responsibilities include:

- Serving as the statewide coordinating agency for disaster preparedness, response, and recovery operations.
  - Supporting county and municipal emergency management agencies, including the Cumberland County EMA and the City of Portland.
  - Coordinating state resources, personnel, and equipment to support local jurisdictions during incidents and disasters.
  - Administering the State of Maine Emergency Operations Plan and integrating it with local and federal emergency plans.
  - Managing the State Emergency Operations Center (SEOC) to provide situational awareness, resource coordination, and operational oversight.
  - Serving as the primary liaison to the Federal Emergency Management Agency (FEMA) and other federal partners.
  - Administering state and federal disaster assistance programs, including the Public Assistance and Individual Assistance programs.
  - Coordinating statewide training, exercises, and public education programs to strengthen readiness.
- Supporting long-term hazard mitigation planning and project implementation to reduce disaster impacts.

In all emergency situations, MEMA works in close coordination with the Cumberland County EMA and the City of Portland to ensure that local needs are met and that state and federal resources are effectively integrated into emergency operations.

## 2.1.12 Federal Government EMA (FEMA)

The Federal Emergency Management Agency (FEMA) operates under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, and is part of the U.S. Department of Homeland Security (DHS). FEMA is the primary federal agency responsible for coordinating national efforts to prepare for, respond to, recover from, and mitigate the impacts of disasters and emergencies.

For Emergency Management purposes, FEMA's authority and responsibilities include:

- Coordinating the federal government's role in preparing for, preventing, mitigating, responding to, and recovering from disasters.
- Supporting state, tribal, territorial, and local governments when their capabilities are overwhelmed.
- Administering federal disaster assistance programs, including Public Assistance, Individual Assistance, and Hazard Mitigation Grant Programs.
- Managing the National Response Framework (NRF) and National Incident Management System (NIMS) to ensure nationwide interoperability and coordinated response.
- Providing technical assistance, training, and exercise support to enhance state and local readiness.
- Pre-positioning resources and deploying federal assets such as Urban Search and Rescue teams, Disaster Medical Assistance Teams, and incident management teams.
- Coordinating with the Maine Emergency Management Agency (MEMA) and Cumberland County EMA to integrate federal resources into state and local operations.
- Supporting long-term disaster recovery, including community resilience initiatives and infrastructure rebuilding projects.

In all emergency situations, FEMA works in partnership with state and local governments to ensure that federal capabilities and resources are rapidly mobilized to meet the needs of affected communities, including the City of Portland.

### 2.1.12.1 Legal Authority

FEMA's emergency management authorities are derived from the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121–5207) and implemented through Title 44 of the Code of Federal Regulations, including but not limited to Parts 201 (Mitigation Planning), 204 (Fire Management Assistance Grant Program), and 206 (Federal Disaster Assistance for Disasters Declared After November 23, 1988).

## 2.2 Emergency Organization and Operations

### 2.2.1 Introduction

The management of large emergencies or declared disasters within the City of Portland requires coordination between on-scene resources, support and coordination organizations, public information entities and policy makers. The concerted effort of the multiple organizations needed to accomplish these key emergency management tasks is known as a Multi-Agency Coordination System (MACS). Portland adheres to the principles of the National Response Framework, National Disaster Recovery Framework and NIMS in organizing a MACS. On-scene incident response is conducted using the Incident Command System (ICS). Citywide emergency response and short-term recovery coordination is conducted through the EOC. Long-term recovery operations are conducted through the Long-Term Recovery Committee (LTRC) or in Portland's case the Office of Emergency Management (OEM). The Joint Information Center (JIC) coordinates all citywide emergency public information. City departments may also establish Departmental Operations Centers (DOCs) or Communication Centers to coordinate their internal response. Portland and Cumberland County generally use the term Command Post in lieu of DOC's. The Portland International Jetport has established an Airport Emergency Operations Center (AEOC) which can be stood up during an emergency and is supported by a 24-7 Operations Center. Disaster Assistance Centers (DACs) may open to provide access to key emergency information, services and programs. When critical commodities become scarce or inaccessible, the City may establish logistics staging areas (LSAs) and commodity points of distribution (C-PODs). Medical Counter Measure Points of Dispensing (PODs) may be needed to deliver essential supplies and medicine to citizens. Partner organizations may also establish their own EOCs to manage emergency needs and coordinate with Portland's EOC. Each of these organizations is a critical component of the MACS and must be integrated into a unified emergency management effort.

### 2.2.2 Incident Command System (ICS)

#### 2.2.2.1 ICS Overview

The ICS as defined in the NIMS establishes a structure for how all incidents throughout the City are managed. The ICS is based on the principle of unity of command, meaning that teams of three to seven responders on an incident site each report to one supervisor, and the supervisors in turn report to one supervisor, on up the chain to the Incident Commander (IC). The IC is responsible for leading multi-agency operations on an incident scene and approving an Incident Action Plan (IAP) to guide incident objectives. An IC should be from the agency with the appropriate incident management responsibility listed in Section 3 of this plan. All agencies involved in incident response report up through the ICS structure regardless of their

usual chain of command. The ICS structure is scalable, modular and flexible to meet changing incident demands. This means that only the components needed to meet incident demands are activated.

Some complex incidents fall within the jurisdiction of multiple agencies and require increased inter-agency coordination to manage. For these incidents, the IC may choose to establish a Unified Command. Unified Command consists of two or more representatives from different agencies working together to lead an ICS structure. Establishing Unified Command means that there is no longer a single IC, and all command decisions must be agreed upon among the Unified Commanders (UCs) and communicated down the ICS structure with a singular voice. Whether led by an IC or UC, a fully implemented ICS structure consists of the command staff and four or five general staff sections.

#### **2.2.2.2 ICS Command Staff**

The Command Staff is composed of the IC and several support positions needed to ensure incident safety, liaise with the EOC or other MACS structures, and coordinate with the media or JIC.

#### **2.2.2.3 ICS Operations Section**

The Operations Section is responsible for all tactical operations at the incident level. This includes carrying out the objectives of the incident action plan and providing information on ongoing operations to the ICS Planning Section. The Operations Section Chief manages the section and reports to the IC.

#### **2.2.2.4 ICS Planning Section**

The Planning Section is responsible for the collection, evaluation and dissemination of information related to the incident, and for the preparation and documentation of Incident Action Plans and situation reports. The Planning Section maintains information on the current and forecasted situation and tracks the status of resources assigned to the incident. The Planning Section Chief manages the section and reports to the IC.

#### **2.2.2.5 ICS Logistics Section**

The Logistics Section is responsible for providing facilities, services and materials for the incident. The Logistics Section Chief manages the section and reports to the IC.

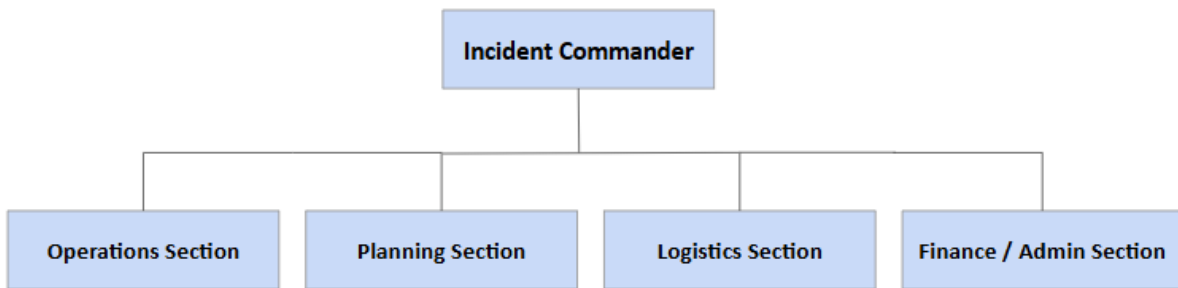
**2.2.2.6 ICS Finance and Administration Section**

The Finance and Administration Section is responsible for reviewing expenditures, allocating funds, and managing all other financial considerations. The Finance and Administration Section Chief manages the section and reports to the IC.

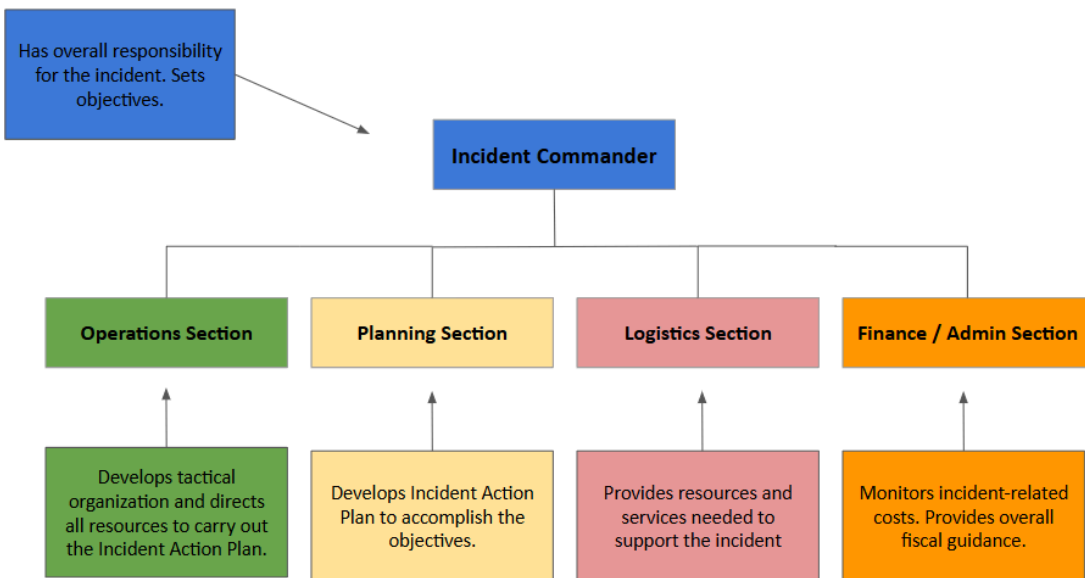
**2.2.2.7 ICS Intelligence and Investigation Section**

During certain incidents, the IC may choose to add an ICS Intelligence and Investigation Section. This section is responsible for investigating possible crimes and gathering information to prevent future threats.

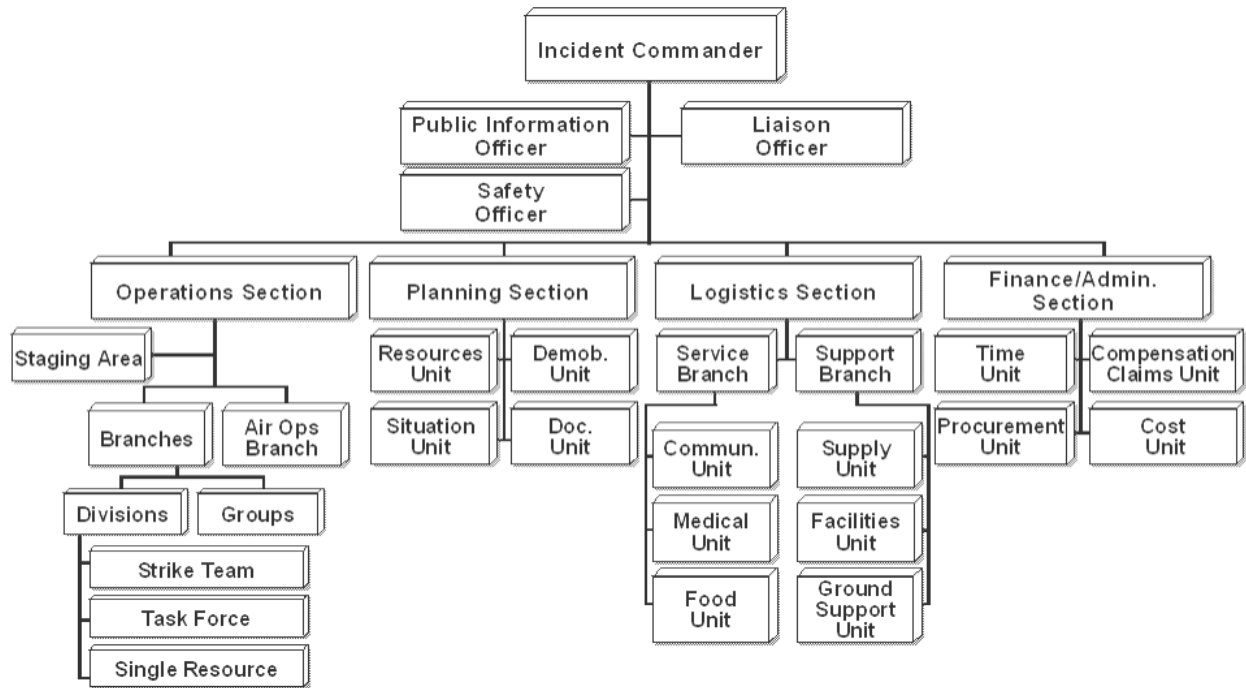
**Visual 2.1 Incident Command Sections**



**Visual 2.2 Incident Command Sections Explained**



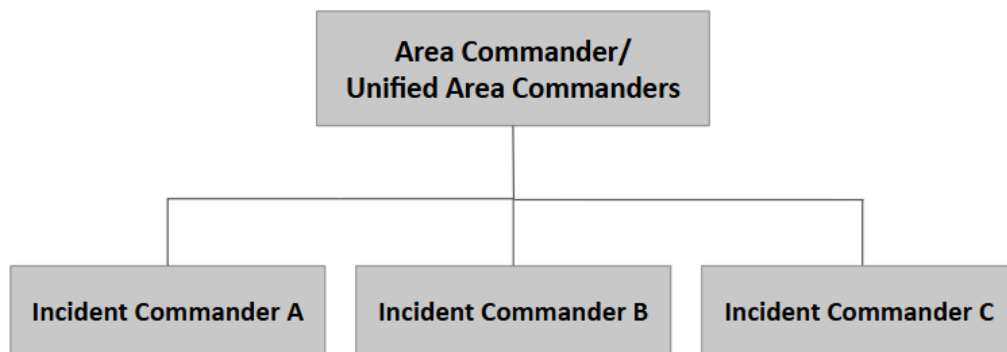
**Visual 2.3 ICS Chart**



**2.2.2.8 Area Command**

For emergency incidents spanning multiple geographic locations, an Area Command may be established. An Area Command structure consists of an individual or unified command structure that oversees multiple incident locations which are in turn managed by their own IC and ICS structure. An Area Commander (AC) is responsible for the operational response components of the incident area and the effective deployment of resources to each of the area’s ICs and UCs.

**Visual 2.4 Area Command**



### **2.2.2.9 Incident Management Teams**

An Incident Management Team (IMT) provides on-scene incident management support immediately prior to and during incidents or events that exceed a jurisdiction's or agency's capability or capacity. Teams could include members of local, county, state, federal, entities; NGOs; and private sector organizations. Portland may request an IMT to assist in running operations for large incidents; however, Portland does not typically transfer incident command authority to an IMT. Instead, IMTs are used to support incident management under the authority of the IC.

### **2.2.2.10 ICS and EOC Integration**

The ICS structure defines how agencies organize to manage incident operations within their respective areas of responsibility. Agencies and their respective incident management responsibilities are detailed in Section 2.1 of this plan. Once an incident progresses to a degree that normal incident management capabilities are strained, the IC, UC or AC should request that the EOC be activated.

## **2.2.3 Emergency Operations Center (EOC)**

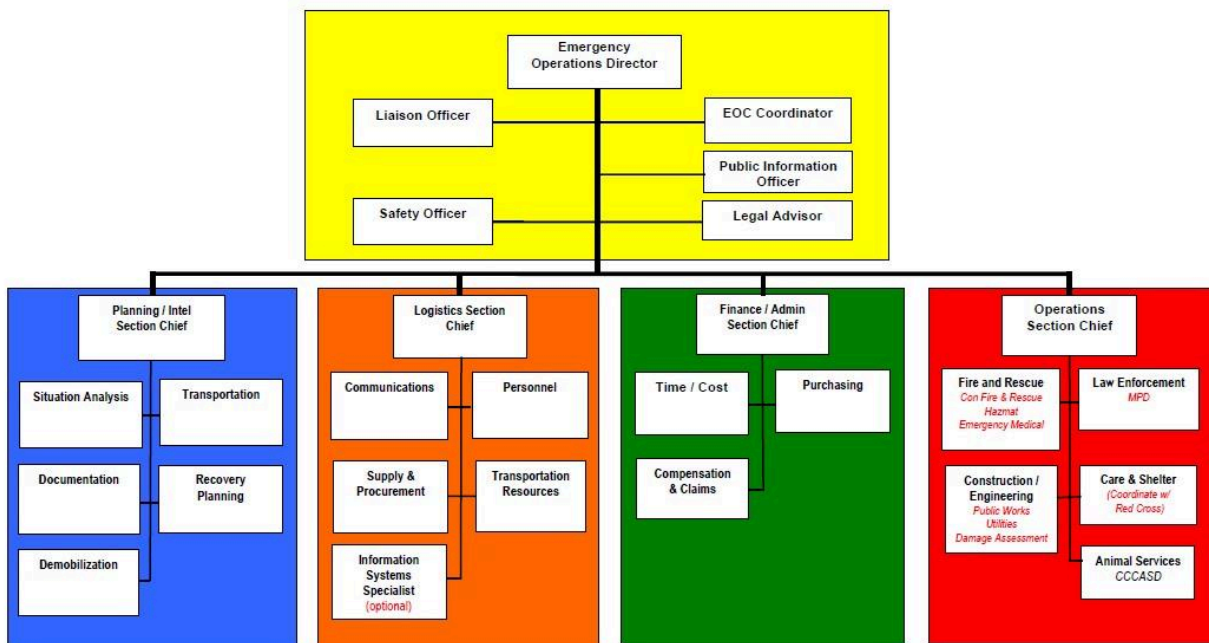
### **2.2.3.1 EOC Purpose and Application**

Typically the EOC activates at the discretion of the City's Emergency Management Director in consultation with the City Manager and EMA Coordinator, all who are part of the Office of Emergency Management (OEM). Currently, the City's Local Emergency Management Director is the Fire Chief, who oversees the EMA Coordinator which is a civilian position. An EOC activation is established to coordinate the efforts of the whole community to manage an emergency or disaster that is beyond the normal capabilities of one or two departments. The EOC does not usurp the responsibilities of an IC but instead supports ICs while managing citywide emergency needs by mobilizing resources, tracking costs, planning for future needs and addressing systemic issues that are beyond the focus of any individual incident. EOC operations are guided by an EOC Action Plan that outlines strategic objectives for each operational period. The OEM maintains primary and alternate EOC facilities for Portland. The Primary EOC is located in the Munjoy Hill / Cummings Center building at 134 Congress Street. Similar to the ICS structure, the EOC is scalable, modular and flexible to meet the demands of each emergency. If the EOC is going to be activated for an extended period of time, generally the operational periods will be either 12 or 24 hours at a time.

### 2.2.3.2 EOC Management Section

The EOC Management Section is responsible for setting the EOC strategic objectives, making key citywide emergency management decisions and supporting each of the other sections as they work to achieve these objectives. The EOC Director serves as the Section Chief of the EOC Management Section and is responsible for coordinating Portland’s citywide emergency response efforts. The City Manager serves as the EOC Director or delegates this role to another senior City official. Portland does not establish a separate policy group or multi-agency coordination group (MAC Group) to issue emergency policy directives.

Visual 2.5: EOC Functional Chart



### 2.2.3.3 EOC Operations Section

The EOC Operations Section is the coordination conduit between the EOC and the response organizations in the field. The EOC Operations Section provides updates from the public and private organizations involved in emergency response activities to track progress towards achieving the EOC’s strategic objectives. Additionally, the EOC Operations Section identifies unmet response needs and works with the logistics sections to meet them. The EOC Operations Section Chief leads the EOC Operations Section.

#### **2.2.3.4 EOC Planning Section**

The EOC Planning Section is responsible for gathering status updates from the other EOC sections, forecasting future incident demands and creating plans to accomplish the EOC's strategic objectives for each upcoming operational period. The Planning Section prepares EOC Action Plans and situation reports. In addition, the Planning Section begins planning recovery actions during the initial response phase of an emergency. The EOC Planning Section Chief leads the EOC Planning Section.

#### **2.2.3.5 EOC Logistics Section**

The EOC Logistics Section is responsible for ordering, tracking and overseeing delivery of all resources requested through the EOC. Departments may deploy their internal resources or other resources for which there are pre-existing agreements without processing the request through the EOC Logistics Section. Similarly, communication centers and DOCs may order resources without going through the EOC. However, departments, communication centers and DOCs must report all resource orders and deployments to the EOC Logistics Section for citywide resource tracking and accounting. The EOC Logistics Section coordinates with the EOC Finance and Administration Section to track expenditures and adhere to spending limits. The EOC Logistics Section Chief leads the EOC Logistics Section.

#### **2.2.3.6 EOC Finance and Administration Section**

The EOC Finance and Administration Section is responsible for managing all emergency expenditures by setting purchase limits, tracking costs and managing claims. The EOC Finance and Administration Section is also responsible for coordinating with the Plans Section to quantify damage estimates to determine possible eligibility for state and federal disaster assistance programs. The EOC Finance and Administration Section Chief leads the EOC Finance and Administration Section.

#### **2.2.3.7 IT Information Section**

The IT Information Section is part of the Logistics Section and is responsible for managing all technology, including camera systems, dashboards, computers, networks, communications, information sharing tools and Geographic Information Systems (GIS). The EOC Information Section also houses the Amateur Radio Emergency Service (ARES), which provides auxiliary communication capability to the EOC. The IT Information Section Chief leads the IT Information Section.

### **2.2.3.8 EOC Liaison Section**

The EOC Liaison Section is responsible for managing relationships and communications with a wide array of organizations including City Council, other EOCs, Portland Public Schools, the State of Maine Emergency Management Agency and the private sector. The EOC Liaison Section consists of standing positions as well as numerous ad hoc positions that can be filled by representatives from various companies and organizations affected by the emergency. The EOC Liaison Section Chief leads the EOC Liaison Section.

### **2.2.4 Joint Information System (JIS) & Center (JIC)**

During an emergency, the City must gather information from a myriad of departments, partner organizations, media outlets and open source platforms; synthesize it into clear messaging; and communicate the message with one voice to the public. For small incidents, this is accomplished using a Joint Information System (JIS) in which an agency's Public Information Officer (PIO) coordinates messaging with relevant organizations and then communicates directly with the public. During a significant emergency, however, public information demands quickly outpace the ability of one PIO, and the JIC must be activated. The JIC brings together public information professionals from across the City in one location to manage citywide media relations, public relations, public warnings and advisories, and media monitoring. The JIC is led by the JIC Manager, who reports directly to the EOC Director when the EOC is active and to the City Manager, or his or her designee, when the EOC is inactive.

### **2.2.5 Incident Management Assistance Teams (IMATs)**

Incident Management Assistance Teams (IMATs) are small groups of County or State personnel (typically about 5 members) that deploy to an EOC during a large emergency that may require assistance. An IMAT's primary responsibility is to coordinate with the local EOCs to support the deployment of state or federal resources to assist in response and recovery efforts. IMATs do not possess direction and control authority. Instead, an IMAT supports the City and state as they exercise their respective emergency management responsibilities and authorities. Portland coordinates with IMAT teams through Cumberland County first and a State IMAT team if the emergency should warrant additional support.

### **2.2.6 Disaster Assistance Center (DAC)**

Portland's EOC may establish Disaster Assistance Centers (DACs) to serve as a clearinghouse for recovery assistance during an emergency or declared disaster. Each DAC provides disaster assistance to residents, visitors and businesses. These services include financial, insurance, employment and housing assistance, among others. DACs are staffed by representatives from

public, private and non-profit recovery service providers. DACs coordinate with the EOC through the EOC Liaison Section's DAC Branch.

If the City and or Cumberland County is included in a Presidential Disaster Declaration, a DAC may transition to a Disaster Recovery Center (DRC) by integrating state and federal staff into the existing DAC. The DRC structure makes resources available that may not be regularly offered or are depleted at the local level. DRC supervision is provided jointly by the Federal Emergency Management Agency (FEMA), state and local managers through the Joint Field Office (JFO). The process of establishing a DRC is initiated through a recommendation by the State Coordinating Officer (SCO) to the Federal Coordinating Officer (FCO) overseeing federal operations for the disaster.

## **2.2.7 Mass Casualty Management Structures**

### **2.2.9.1 Victim Identification Center (VIC)**

The rapid identification of human remains during a mass fatality incident is critical to supporting victims' families and informing any ongoing investigation. If the normal resources of the Medical Examiner's Office are overwhelmed, the City may establish a Victim Identification Center (VIC) to augment and expedite the City's existing victim identification capabilities. The VIC is responsible for collecting records, data, DNA and other resources to identify victims and assist the Family Assistance Center (FAC) in managing the missing persons list. The VIC coordinates its operations with overall City emergency management efforts through regular communication with Portland's Public Health Division and the Maine Center for Disease Control and Prevention (CDC).

### **2.2.9.2 Family Assistance Center (FAC)**

A Family Assistance Center (FAC) may be established following a mass casualty incident to assist the families of the missing, injured or deceased. FACs are responsible for managing the missing persons list and informing family members of the status of their loved ones. This often includes answering questions from family members who arrive at the FAC or who call in for information. The FAC may also provide initial psychological, spiritual and emotional support services to the family members of those affected. The FAC Coordinates its operations with City emergency management efforts through the Mass Care DOC.

## **2.2.8 Joint Field Office (JFO)**

During presidentially declared disasters, FEMA may establish a Joint Field Office (JFO) to coordinate recovery operations among federal, state and local entities. There is typically only one JFO for a disaster area, and the JFO may not be located within Portland. The JFO does not

manage on-scene recovery operations or provide services directly to citizens. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site. The JFO also coordinates the resources and information being distributed throughout the disaster region including at DRCs. Portland’s EOC Recovery Branch is responsible for coordination with the JFO.

## 2.2.9 Public Alert and Warning

The purpose of the Public Alert and Warning function is to ensure that timely, accurate, and actionable emergency information is disseminated to the public before, during, and after an incident. Effective alerts help protect life and property, guide protective actions, and maintain public confidence.

### 2.2.9.1 Authority

The City of Portland’s public alert and warning activities are conducted under the authority of:

- Maine Revised Statutes Title 37-B, Chapter 13 (Emergency Management)
- Federal Emergency Management Agency (FEMA) Integrated Public Alert and Warning System (IPAWS) guidelines
- Local emergency management ordinance and operational policies

This section summarizes the key elements of the City of Portland's Public Alert and Warning program in a matrix format, grouping related elements under their respective categories for clarity and ease of reference.

**Table 2.3 Key Elements of Public Alert and Warning**

Category	Element	Description
Primary Agencies and Roles	Office of Emergency Management (OEM)	Coordinates citywide alert and warning efforts and ensures alignment with Cumberland County EMA and Maine EMA protocols
	Public Information Officer (PIO) Communications & Digital Services Department	Develops and approves public messaging in coordination with the Joint Information System (JIS) and Joint Information Center (JIC) when activated. Operates and maintains City communication channels, including website, social media, and mass notification systems.

	Police and Fire Departments	Provide incident-specific information to the OEM/PIO for rapid dissemination
	City Manager	Authorizes major alerts when required by policy or in sensitive situations
<b>Methods of Notification</b>	Wireless Emergency Alerts (WEA) via IPAWS	Life-safety threats requiring immediate public action
	Emergency Alert System (EAS)	Widespread or multi-jurisdictional emergencies
	City Mass Notification System	Localized incidents or public information needs
	Social Media Platforms	General updates, advisories, and situational awareness
	City Website Alerts	Supplementary to other alerts; ongoing incident updates
	Press Releases / Media Briefings	Provide details, context, and updates to media outlets and the public
	Outdoor Warning Systems	Localized audible alerts for immediate protective actions
	Door-to-Door Notifications	Used in high-priority or inaccessible areas
<b>Message Development and Approval</b>	Common Alerting Protocol (CAP) Format	Standardized format for interoperability and compliance
	PIO & Incident Command Coordination	Ensures timeliness, accuracy, and actionable guidance
	Sensitive Alert Protocols	Allows expedited release without full administrative approval when time-critical

<b>Accessibility</b>	Plain Language Messaging	Easily understood by the general public
	Language Translation	Where feasible, translated into commonly spoken languages in the community
	ADA-Compliant Formats	Accessible to individuals with visual, hearing, or cognitive impairments
<b>Coordination</b>	Regional & State Alignment	Coordination with Cumberland County EMA, Maine EMA, and neighboring municipalities
	Joint Information System (JIS)	Integrated messaging during regional or statewide incidents
<b>Testing and Training</b>	Annual System Testing	Testing of public alerting systems at least annually or as required
	Staff Training	Annual training for staff authorized to issue or approve alerts

**2.2.10 Public Protective Actions**

**2.2.10.1 Introduction**

Public protective actions consist of orders to the public to take measures to protect their lives, property and wellbeing. These orders may be issued by an IC for an incident scene or by the City Manager for large portions of the City. While there are many potential public protective action orders that may be issued, the most common are detailed below.

**2.2.10.2 Evacuation**

Evacuation orders are notices to the public to leave a geographic area. Evacuation areas can be a single city block or a large portion of the City. Evacuations must consider the transportation needs and accessibility challenges of people in the area being evacuated. Affected populations must also be given information regarding safe evacuation routes. Additionally, an evacuation center should be set up nearby to receive evacuees and provide information related to returning to the evacuated area or support evacuees through an extended displacement. Evacuations also require significant coordination to ensure safe and organized re-entry and reoccupation of evacuated areas. The Portland Police Department & Portland Fire Department are responsible for enforcing and carrying out evacuation orders.

### **2.2.10.3 Shelter in Place**

Certain threats require the public to immediately go indoors and stay there until told it is safe to leave. This type of protective action is typically implemented to address immediate security threats, police operations in an area or a hazardous materials release. The order to shelter in place is normally short-lived and targets a specific neighborhood or at-risk geographic area. For hazardous materials releases, the public may also receive instructions to close all doors, windows, flumes and other exterior openings of a structure. Portland Police and or Fire are responsible for enacting and enforcing shelter in place orders. When relevant, the Fire Department and Police Department are charged with providing subject matter expertise involving the chemical or environmental hazard and what areas should be sheltered in place.

### **2.2.10.4 Curfew**

Curfew orders assist in preventing damages, injuries or unrest by restricting who may be outside of their home in a certain geographic area at a given time. Curfew orders should include the times of the curfew, the area of the curfew and who is exempt from the curfew. Only the City Manager has the authority to issue curfews, which are then enforced by the Police Department and publicized by the JIC.

### **2.2.10.5 Avoid the Area**

Avoid the area orders deny access to a geographic area and instruct the public to avoid that area. Avoid the area orders are often issued in tandem with orders to those living, working or otherwise doing business in the restricted area to shelter in place or evacuate. The Police Department is responsible for enacting and enforcing avoid-the-area orders.

### **2.2.10.6 Public Health Protective Actions**

Public health protective actions are as varied as the public health threats that may face the City. For example, contamination of the City's drinking water may result in instructions to boil or not use tap water. Portland Water District is responsible for issuing Boil Water, Do Not Drink, or Do Not Use Order. For communicable diseases, certain quarantine, isolation, or social distancing orders may be issued. Subsequent to a state of emergency and upon the recommendation of subject matter expertise or any lead agency, the City Manager may issue a public health protective action. Portland Public Health is responsible for implementing public health protective actions and coordinating with all relevant lead, support and partner organizations.

## SECTION 3: ROLES AND RESPONSIBILITIES

### 3.1 Organizational Emergency Functions

#### 3.1.1 Emergency Functions Overview

City departments and outside partner organizations have critical emergency management roles, categorized by core capability. Core capabilities are the key functions necessary to comprehensively address Portland's five emergency management mission areas: **Prevention, Protection, Mitigation, Response** and **Recovery**. Each City department and external organization supports Portland's core capabilities as either the lead agency, support agency or a partner organization.

##### 3.1.1.1 Lead Agencies / Organizations

Lead agencies are Portland departments that are assigned primary responsibility for coordinating the community's effort to address a capability. Lead agencies are not expected to address their core capabilities alone but are instead charged with organizing support from other City departments and external organizations. Lead agencies are ultimately accountable to the City Manager for the development of their core capability.

##### 3.1.1.2 Support Agencies / Organizations

Support agencies are Portland departments that assist the lead agency in accomplishing an assigned core capability. Core capabilities are assigned only one lead agency, but they may have numerous support agencies that bring an array of useful assets and skill sets. Support agencies work in coordination with the lead agency but are ultimately accountable to the City Manager for assisting the lead agency in developing an assigned core capability.

##### 3.1.1.3 Partner Organizations

Partner organizations are organizations external to the City of Portland that are critical in addressing a core capability. Core capabilities may require the resources and aptitudes of numerous partner organizations to successfully build resiliency. Like support agencies, partner organizations should coordinate their efforts with the lead agency; however, partner organizations do not ultimately report to the City Manager and therefore possess more autonomy than support agencies. This concept falls in line with Unified Command under the NIMS and ICS models which are further defined in section 2.2 of this document.

### 3.1.2 Core Capabilities

Core capabilities must be continuously developed and evaluated to ensure the City is adequately prepared for an emergency. Portland's core capabilities are listed by mission area in this section. Some capabilities are shared among all mission areas and are listed first. The five mission areas in emergency management are as follows:

1. **Prevention:** Activities focused on avoiding, preventing, or stopping an imminent threat, such as terrorism or a mass casualty incident.
2. **Protection:** Capabilities aimed at securing the homeland against threats and hazards, protecting citizens, residents, visitors, and assets.
3. **Mitigation:** Actions taken to reduce the loss of life and property damage by lessening the impact of future disasters.
4. **Response:** Actions taken immediately before, during, or after an incident to save lives, protect property and the environment, and meet basic human needs.
5. **Recovery:** Activities that focus on restoring the affected area to its pre-incident condition.

The Prevention and Protection Mission Areas share a number of common capabilities and are grouped together in this core capability section.

#### 3.1.2.1 Capabilities Shared Among All Mission Area

- **Operational Coordination:** Establish and maintain a unified and coordinated operational structure and process that integrates all critical stakeholders and supports the execution of core capabilities.
- **Planning:** Create an ongoing and systematic process engaging the whole community in the development and execution of strategic, operational and/or tactical-level approaches to meet defined objectives.
- **Public Information and Warning:** Deliver coordinated, prompt, reliable and actionable information to the whole community through the use of clear, consistent, and culturally and linguistically appropriate communications regarding any threat or hazard, including the actions taken and the assistance available.

#### 3.1.2.2 Prevention and Protection Mission Areas

- **Access Control and Identity Verification:** Apply and support necessary physical, technological and cyber measures to control access to critical locations and systems.
- **Cyber Security:** Protect (and if needed, restore) electronic communications systems, data and services from damage, unauthorized use, and exploitation.

- **Forensics and Attribution**: Conduct forensic analysis (including means, methods and attribution) of terrorist acts and/or preparation for an attack in an effort to prevent initial or follow-on acts and/or swiftly develop counter-options.
- **Intelligence and Information Sharing**: Gather and provide timely, accurate and actionable information concerning physical and cyber threats; the development, proliferation, or use of weapons of mass destruction; or any other matter threatening Portland's security. Information sharing is the ability to exchange intelligence, information, data or knowledge among government or private sector entities.
- **Interdiction and Disruption**: Delay, divert, intercept, halt, apprehend or secure threats and/or hazards.
- **Physical Protective Measures**: Implement and maintain risk-informed countermeasures and policies protecting people, structures, materials, products and systems associated with key operational activities and critical infrastructure.
- **Risk Management for Protection Programs**: Identify, assess and prioritize risks to inform protection activities, countermeasures and investments.
- **Screening, Search and Detection**: Identify, discover and locate threats and/or hazards through active and passive surveillance and search procedures. This may include the use of systematic examinations and assessments, bio surveillance, sensor technologies or physical investigation and intelligence.
- **Supply Chain Integrity and Security**: Strengthen the security and resilience of the supply chain.

### **3.1.2.3 Mitigation Mission Area**

- **Community Resilience**: Enable the recognition and understanding of potential risks, encourage adequate planning for those risks and empower individuals and communities to make informed decisions necessary to adapt to, withstand and quickly recover from future incidents.
- **Long-Term Vulnerability Reduction**: Build and sustain resilient systems, communities, critical infrastructure and key resource lifelines to reduce vulnerability to natural, technological and human-caused threats and hazards by lessening the likelihood, severity and duration of the adverse consequences.
- **Risk and Disaster Resilience Assessment**: Assess risk and disaster resilience so that decision makers, responders and community members can take informed action to reduce risk and increase resilience.
- **Threat and Hazard Identification**: Identify the threats and hazards that could occur, determine the potential frequency and magnitude and incorporate this into planning processes to clearly understand the needs of a community or entity.

#### 3.1.2.4 Response Mission Area

- **Critical Transportation**: Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals, and the delivery of vital response personnel, equipment and services into the affected areas.
- **Environmental Response/Health and Safety**: Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all-hazards in support of responder operations and the affected communities.
- **Fatality Management Services**: Provide fatality management services, including decedent remains recovery and victim identification; provide mortuary processes, temporary storage or permanent internment solutions; share information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains; and provide counseling to the bereaved.
- **Fire Management & Suppression**: Provide structural, wild-land and specialized firefighting capabilities to manage and suppress fires of all kinds and complexities while protecting the lives, property and the environment in the affected area.
- **Infrastructure Systems (Shared with the Recovery Mission Area)**: Stabilize critical infrastructure functions to minimize health and safety threats, and efficiently restore and revitalize infrastructure systems and services to support a viable, resilient community.
- **Logistics and Supply Chain Management**: Deliver essential commodities, equipment and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples.
- **Mass Care Services**: Provide life-sustaining and basic services to the affected population, including hydration, feeding, sheltering, temporary housing, evacuee support, reunification and emergency supplies.
- **Mass Search & Rescue Operations**: Deliver traditional and atypical search-and-rescue capabilities, including personnel, services, animals and other assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible.
- **On-Scene Security, Protection and Law Enforcement**: Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities in affected areas and also for response personnel engaged in lifesaving and life-sustaining operations.
- **Operational Communications**: Ensure the capacity for timely communications in support of security, situational awareness and other emergency operations by any and all means

available, among and between affected communities in the impact area and all response forces.

- **Public Health, Healthcare and EMS:** Provide life-saving medical treatment via emergency medical services and related operations, and avoid additional disease and injury by providing targeted public health, medical treatment and behavioral health support, and bringing medications and other medical supplies to all affected populations.
- **Situational Assessment:** Provide all decision makers with relevant information regarding the nature and extent of the hazard or emergency, the status of the response and any cascading effects.

### 3.1.2.5 Recovery Mission Area

- **Economic Recovery:** Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.
- **Health and Social Services:** Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health) and well-being of the whole community.
- **Housing:** Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.
- **Natural and Cultural Resources:** Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response and recovery actions to preserve, conserve, rehabilitate and restore them consistent with community priorities and best practices and in compliance with applicable environmental and historic preservation laws and executive orders.

### 3.1.3 Capability Tables

According to FEMA, core capabilities are the essential elements needed to achieve the National Preparedness Goal. FEMA identifies 32 core capabilities in total. Examples include **Planning, Public Information and Warning, Operational Coordination, Community Resilience, Critical Transportation, and Public Health, Healthcare, and Emergency Medical Services**. Each capability has defined target outcomes and performance objectives that ensure a coordinated, whole-community approach to preparedness. By assessing these core capabilities, jurisdictions can identify gaps, prioritize investments, and develop training, exercises, and plans that enhance their ability to withstand and rapidly recover from disasters.

The following tables list core capabilities and identify the role that each Portland Department, agency, or outside partners play during an emergency or disaster.

**Figure 3.1.3 Portland’s Capability Roles by Department**

<b>Core Capability / Function</b>	<b>Finance</b>	<b>Planning &amp; Urban Dev.</b>	<b>Health &amp; Human Svcs.</b>	<b>Corporation Counsel</b>	<b>Permitting &amp; Insp.</b>	<b>Police</b>	<b>Fire</b>	<b>Public Works</b>
Operational Coordination	S	S	S	S	S	S	S	S
Planning	S	P	S	S	S	S	S	S
Public Information & Warning	S	S	S	S	S	S	S	S
Access Control & Identity Verification				S	P	S	S	
Cyber Security								
Forensics & Attribution						P	S	
Intelligence & Information Sharing						P	S	
Interdiction & Disruption						P	S	
Physical Protective Measures		S			S	S	P	S
Risk Management for Protection Programs	S			S	S	P	S	S
Screening, Search & Detection						P	S	S
Supply Chain Integrity & Security					S	S	S	P
Community Resilience	S	S	P	S	S	S	S	S
Long-Term Vulnerability Reduction		P	S		S	S	S	S
Risk & Disaster Resilience	S	S	P	S	S	S	S	S
Threat & Hazard Identification	S	S	S	S	S	S	S	S
Critical Transportation								S
Environmental Response / Health Safety			P			S	S	S
Fatality Management Services			S			S	P	
Fire Management & Suppression						S	P	
Infrastructure Systems	S	S			S	S	S	P
Logistics & Supply Chain Management	P				S	S	S	S
Mass Care Services	S		P			S	S	
Mass Search & Rescue Operations						S	P	
Scene Security, Protection & Law Enforc.						P	S	S
Operational Communications								
Public Health, Healthcare & EMS				P			S	S
Situational Assessment	S	S	S	S	S	S	S	S
Economic Recovery	P	S	S		S			
Health & Social Services			P			S	S	
Housing		P	S		S			
Natural & Cultural Resources								

**P = Primary**   **S = Support**   **O = Outside Organization**

Figure 3.3.1 Cont. Portland’s Capability Roles by Department

Core Capability / Function	Parks, Rec. & Facilities	Portland Int. Jetport	City Clerk	Assessor	IT	Communication & Digital Svc.
Operational Coordination	S	S	S	S	S	S
Planning	S	S	S	S	S	S
Public Information & Warning	S	S	S	S	S	P
Access Control & Identity Verification		S	S		S	
Cyber Security					P	S
Forensics & Attribution						
Intelligence & Information Sharing						
Interdiction & Disruption						
Physical Protective Measures	S	S				
Risk Management for Protection Programs						
Screening, Search & Detection			S			
Supply Chain Integrity & Security		S				
Community Resilience	S	S	S		S	S
Long-Term Vulnerability Reduction	S	S				
Risk & Disaster Resilience	S	S				
Threat & Hazard Identification	S	S				
Critical Transportation		P				
Environmental Response / Health Safety	S	S				
Fatality Management Services						
Fire Management & Suppression						
Infrastructure Systems	S	S				
Logistics & Supply Chain Management		S				
Mass Care Services	S					
Mass Search & Rescue Operations						
On-Scene Security, Protection & Law Enf.						
Operational Communications					S	P
Public Health, Healthcare & EMS						
Situational Assessment	S	S				
Economic Recovery	S	S				
Health & Social Services						
Housing						
Natural & Cultural Resources	P					

**P = Primary**   **S = Support**   **O = Outside Organization**

### 3.1.4 Other Emergency Responsibilities

In addition to the specific authorities and responsibilities assigned to City leadership, departments, and agencies, all City personnel and partner organizations share common emergency responsibilities that support the overall readiness and resilience of the City of

Portland. These responsibilities ensure a coordinated, efficient, and effective response to all hazards.

#### **3.1.4.1 General Responsibilities for All City Departments and Agencies**

- **Plan Familiarity and Compliance:** Maintain familiarity with the Emergency Operations Plan (EOP), Hazard-Specific Annexes, and relevant departmental procedures, and execute assigned roles in accordance with these documents.
- **Continuity of Operations:** Maintain a departmental Continuity of Operations Plan (COOP) to ensure the ability to perform essential functions during and after an incident
- **Resource Management:** Identify, maintain, and make available resources, equipment, and personnel that may be required to support emergency operations.
- **Situational Reporting:** Provide timely and accurate information on departmental status, capabilities, and needs to the Emergency Operations Center (EOC) or Incident Command.
- **Staff Training:** Ensure that personnel are trained in their emergency roles and participate in City-led exercises and drills as required.
- **Workforce Accountability:** Maintain rosters and contact information to account for all employees during emergencies and ensure personnel safety.
- **Damage Assessment:** Assist in the collection and reporting of preliminary damage and impact assessments within the department's areas of responsibility.
- **Public Information Support:** Provide subject matter expertise to the Public Information Officer (PIO) for the development of coordinated public messaging.

#### **3.1.4.2 Responsibilities for Partner Organizations**

- **Coordination:** Maintain liaison with the City's Office of Emergency Management and participate in EOC operations when requested.
- **Mutual Aid Support:** Provide personnel, equipment, and services in accordance with existing mutual aid agreements or memoranda of understanding (MOUs).
- **Information Sharing:** Exchange timely and relevant information to support a common operating picture across all responding organizations.

#### **3.1.4.3 Responsibilities for All Personnel**

- **Personal Preparedness:** Maintain personal and family emergency plans to ensure availability during a City emergency.
- **Compliance with Direction:** Follow lawful orders and directions issued by the Incident Commander, EOC Manager, or department leadership during emergency operations.
- **Safety Practices:** Adhere to safety guidelines and report hazards or unsafe conditions to supervisors immediately.

## 3.2 Responsibilities: City of Portland Departments

### 3.2.1 Finance Department

**Legal Authority:** Portland City Code Chapter 2 Sec. 2-17 (f)

**Capabilities Led:** Risk Management for Protection Programs

**EOC Positions Staffed:** EOC Finance & Admin Section Chief, EOC Documentation Branch, EOC Cost/Time Branch, EOC Claims & Compensation Branch, EOC Risk Manager Branch, EOC Safety Officer, EOC Scribe

**JIC Positions Staffed:** None

**DOC Managed:** None

**Incident Management Responsibilities:** None

#### **Major Emergency Management Responsibilities:**

- Coordinate with the EOC's Finance and Administration Section to set citywide spending limits for emergency response activities.
- Ensure employees, contractors and vendors continue to be paid during an emergency.
- Coordinate with all City departments and agencies to track, collect and catalog all emergency expenditures.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- As the City's lead agency for disaster finance and administration, account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

### 3.2.2 Planning & Urban Development Department

**Legal Authority:** Portland City Code Chapter 2 Sec. 2-17 (h)

**Capabilities Led:** None

**EOC Positions Staffed:** EOC Plans Section Chief, EOC Situation Branch, EOC Advance Planning Branch, EOC Recovery Branch, EOC Resources Branch

**JIC Positions Staffed:** None

**DOC Managed:** None

**Incident Management Responsibilities:** Incidents related to the structural habitability of buildings and or recovery efforts

#### **Major Emergency Management Responsibilities:**

- Assist with the demolition of any unsafe structures.

- Assist with GIS mapping as needed to identify environmental hazards.
- Assist Permitting and Inspections Department in evaluating structural stability of public infrastructure.
- Oversee the long-term recovery operations of the City.
- Advise recovery and rebuilding efforts to ensure compliance with the Portland Comprehensive Plan, otherwise known as [Portland's Plan 2030](#).
- Vet and credential vendors and residents for re-entry operations.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

### 3.2.3 Health and Human Services Department

**Legal Authority:** Portland City Code Chapter 2 Sec. 2-17 (g)

**Capabilities Led:** Health and Safety; Mass Care Services; Public Health, Healthcare

**EOC Positions Staffed:** EOC Public Health and Environment Branch,

**JIC Positions Staffed:** JIC Status Board Administrator

**DOC Managed:** Public Health and Environment DOC

**Incident Management Responsibilities:** Public health emergencies, environmental emergencies, animal health emergencies.

#### **Major Emergency Management Responsibilities:**

- Public Health: Lead citywide public health preparedness, response, and recovery efforts.
- Public Health: Support the JIS or JIC with public information messaging for incidents involving public health.
- Public Health: In coordination with Maine CDC, support the implementation of emergency behavioral health provider support to incident scenes, the EOC, shelters, DACs or other locations.
- Public Health: In coordination with the Maine CDC, provide vector control by assessing the threat of vector-borne diseases following a major emergency or disaster, providing technical assistance and offering protective actions regarding vector-borne threats.
- Public Health: Assist in fatality management efforts, including management of the Victim Identification Center (VIC).
- Public Health: Assist the Maine CDC in public health surveillance and disease investigations

- Public Health: Support the activation and enforcement of pharmaceutical and non-pharmaceutical public health interventions deemed necessary
- Public Health: Complete any necessary community health assessments associated with the emergency, as relevant.
- Public Health and Social Services: Establish, staff, and equip emergency shelters and other temporary housing options (including accessible housing) for the affected population.
- Social Services: Administer emergency financial assistance and housing support programs.
- Social Services and Office of Elder Affairs: Coordinate with social service agencies and volunteer organizations to ensure continuity of care.
- Office of Elder Affairs: Identify and maintain contact with vulnerable older adult populations.
- Office of Elder Affairs: Support public messaging targeted to older adults, including accessibility considerations.
- Office of Elder Affairs: Assist with sheltering and resource distribution tailored to seniors' needs.
- All: Ensure equitable access to services for all residents, especially vulnerable populations.

### 3.2.4 Corporation Counsel / Legal Department

**Legal Authority:** Portland City Code Chapter 2 Sec. 2-17 (e)

**Capabilities Led:** None

**EOC Positions Staffed:** EOC City Attorney, EOC Contracting Branch

**JIC Positions Staffed:** None

**DOC Managed:** None

**Incident Management Responsibilities:** None

#### **Major Emergency Management Responsibilities:**

- Advise the City Manager and Mayor concerning the legal implications of emergency management decisions and declaring an emergency declaration.
- Vet all emergency contracts to ensure compliance with laws, regulations, and state and FEMA guidelines.
- Risk Management: Manage emergency volunteer wavers, insurance and liability issues.
- Risk Management: Determine what losses to the City during an emergency are covered by insurance and calculate the total uninsured loss.
- Ensure all emergency intergovernmental agreements and mutual aid contracts comply with applicable laws and regulations.
- Review all emergency plans for legality.

- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

### 3.2.5 Permitting and Inspections Department

**Legal Authority:** Portland City Code Chapter 2 Sec. 2-17 (h) (*The Directors of both Planning & Urban Development and Permitting & Inspections fall under same section of Portland city code for authority*)

**Capabilities Led:** None

**EOC Positions Staffed:** EOC Plans Section Chief, EOC Situation Branch, EOC Advance Planning Branch, EOC Recovery Branch, EOC Resources Branch

**JIC Positions Staffed:** None

**DOC Managed:** None

**Incident Management Responsibilities:** Incidents related to the structural habitability of buildings and or recovery efforts

**Major Emergency Management Responsibilities:**

- Assist with initial damage assessments of all private businesses and homes within the City of Portland.
- Assist in the restoration of operations at licensed facilities following an emergency through expedited permitting and communicating the needs of licensed facilities to the EOC
- Evaluate structural stability and safety of homes and businesses.
- Oversee the demolition of any unsafe structures.
- Assist with initial damage assessments of all private businesses and homes within the City of Portland.
- Evaluate structural stability and safety of homes and businesses.
- Respond and assist Fire Department, Police Department and other departments during emergencies involving structures for; licensing, stability, and damage assessment.
- Evaluate structural stability of public infrastructure.
- Oversee the long-term recovery operations of the City.
- Vet and credential vendors and residents for re-entry operations.
- Conduct initial damage assessments of all private businesses and homes within the City of Portland.
- Evaluate structural stability and safety of homes and businesses.

- Respond to emergencies involving public restaurants and Portland licensed vendors.
- Assist Technology Services as needed with mapping environmental hazards.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

### 3.2.6 Police Department

**Legal Authority:** Portland City Code Chapter 2-17 (c); Chapter 20; Maine Statutes 30-A M.R.S. §2671

**Capabilities Led:** Forensics and Attribution; Intelligence and Information Sharing; Screening, Search, and Detection; Access Control and Identity Verification; Physical Protective Measures; Supply Chain Integrity and Security; Response to Mass Casualty incidents; Bomb Threats; On-Scene Security; Protection and Law Enforcement

**EOC Positions Staffed:** EOC Operations Section Chief, EOC Police Branch, EOC 911 Branch, EOC Evacuation Branch, EOC Security Branch, EOC Scribe

**JIC Positions Staffed:** JIC Warning Coordinator, JIC Media Relations Branch, JIC Social Media Branch, JIC Dissemination Branch

**Communication Center/DOC Managed:** 911 Communications

Incident Management Responsibilities: Law enforcement incidents, criminal investigation incidents, fire suppression incidents, search and rescue incidents, hazardous materials incidents (initial response only), search-and-rescue incidents, technical rescue incidents, evacuations and shelter-in-place orders.

#### Major Emergency Management Responsibilities:

- 911 Communications: Issue initial warning to the public through the 911 system, the Emergency Alert System (EAS) and Wireless Emergency Alerts (WEA). Alerts are issued in geographically targeted means and with attention to various access and functional needs. Use of Integrated Public Alert & Warning System (IPAWS) in collaboration with County & State EMA.
- 911 Communications: Take calls for assistance through 911 and dispatch the appropriate resources to incidents throughout the City.
- 911 Communications: Serve as the City's primary entity for routine emergency information gathering, detection and monitoring.
- 911 Communications: Manage Police and Fire response resources and triage calls by priority when resources are limited.

- 911 Communications: Request mutual aid or other routine first-response resources to assist in incident response.
- Police: Provide law enforcement, incident investigation, forensic analysis and crime prevention services.
- Police: Establish and enforce perimeters around incident scenes or critical infrastructure.
- Police: Partner with Health and Human Services and other providers to provide behavioral health services to emergency victims.
- Police: Coordinate victim identification and family reunification operations.
- Police: Make initial evacuation decisions and coordinate with 911 communications to issue public warnings.
- Police: Provide continuous on-scene protection at shelter sites.
- Police: Issue and enforce evacuation and shelter-in-place orders.
- All: Provide subject matter experts and public information officers to help manage incidents.
- All: Support and control traffic flow around critical emergency facilities.
- All: In coordination with the OEM, maintain mutual aid agreements for emergency response resources with entities external to the City.
- All: Maintain tactical level incident plans related to crowd control, response deployment, facility pre-plans, triage or other relevant incident response tasks.
- All: Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- All: Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

### 3.2.7 Fire Department

**Legal Authority:** Portland City Code Chapter 2 Sec. 2-17 (c); Chapter 10 Fire Prevention

**Capabilities Led:** Intelligence and Information Sharing; Fire Management and Suppression; Emergency Medical Response; Fire Prevention and Fire Investigation; Access Supply Chain Integrity and Security; Mass Search and Rescue Operations; Technical Rescue and Water Rescue; Emergency response to all five Islands; and Public Education.

**EOC Positions Staffed:** EOC Operations Section Chief, EOC Planning Section Chief, EOC Fire Rescue Branch, EOC 911 Branch, EOC Evacuation Branch, EOC Scribe,

**JIC Positions Staffed:** JIC Warning Coordinator, JIC Media Relations Branch, JIC Social Media Branch, JIC Dissemination Branch

**Communication Center/DOC Managed:** 911 Communications

**Incident Management Responsibilities:** Law enforcement incidents, criminal investigation incidents, fire suppression incidents, search and rescue incidents, hazardous materials incidents (initial response only), search-and-rescue incidents, technical rescue incidents, evacuations and shelter-in-place orders.

**Major Emergency Management Responsibilities:**

- Provide fire suppression, fire prevention, search-and-rescue services and hazardous materials response.
- Provide emergency medical services at the Advanced Life Support (ALS) level.
- Provide fire code regulation/enforcement.
- Provide technical rescue response (swift water, open water, ice, confined space, structural collapse/instability, rope rescue and high/low angle rescue).
- Conduct evacuations of residents from unsafe structures.
- Coordinate victim identification and family reunification operations.
- Make initial evacuation decisions and coordinate with 911 communications to issue public warnings.
- Issue and enforce evacuation and shelter-in-place orders.
- Provide buses and trucks for the movement of responders, evacuees or supplies.
- Provide subject matter experts and public information officers to help manage incidents.
- Support and control traffic flow around critical emergency facilities.
- In coordination with the OEM, maintain mutual aid agreements for emergency response resources with entities external to the City.
- Maintain tactical level incident plans related to crowd control, response deployment, facility pre-plans, triage or other relevant incident response tasks.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

### 3.2.8 Public Works Department

**Legal Authority:** Portland City Code Chapter 2 Sec. 2-17 (d) (*The Directors of both Public Works and Parks, Recreation, and Facilities fall under the same section of Portland City Code for authority*)

**Capabilities Led:** Critical Transportation, Infrastructure Systems

**EOC Positions Staffed:** EOC Fleet and Fuels Branch, EOC Infrastructure Branch, EOC Transportation Branch, EOC Utilities Branch, EOC Damage Assessment Branch, EOC Debris Management Branch, EOC WebEOC Resource Ordering Branch

**JIC Positions Staffed:** JIC Field Information Branch

**DOC Managed:** Traffic Management Center (TMC)

Incident Management Responsibilities: Utility interruptions, water shortages, transportation incidents

**Major Emergency Management Responsibilities:**

- Fleet Management: Assist in maintaining fuel needs and mechanical readiness for vehicles involved in emergency operations.
- Street Maintenance: Manage debris collection, staging, sorting and disposal operations.
- Street Maintenance: Maintain primary and contingency debris management and monitor contracts to augment the City’s debris management capabilities.
- Street Maintenance: Maintain Portland’s transportation infrastructure and provide rapid repair of key transportation pathways.
- Traffic Operations: Oversee transportation and traffic management operations from the State of Maine DOT.
- Traffic Operations: Assist in routing and traffic control during evacuations.
- Water Resources: Maintain Portland’s wastewater/stormwater and flood mitigation infrastructure.
- All: Coordinate with public and private sector partners to ensure the maintenance or rapid restoration of energy and utility services.
- All: Conduct initial damage assessments of Portland’s wastewater, fiber optic and transportation networks in coordination with the Portland Water District (PWD).
- All: Assist in providing heavy equipment as needed for certain recovery and response efforts.
- All: Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- All: Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

### 3.2.9 Parks, Recreation, and Facilities Department

**Legal Authority:** Portland City Code Chapter 2 Sec. 2-17 (d) (*The Directors of both Public Works and Parks, Recreation, and Facilities fall under the same section of Portland City Code for authority*)

**Capabilities Led:** Natural and Cultural Resources

**EOC Positions Staffed:** EOC Parks and Recreation Branch

**JIC Positions Staffed:** JIC Gathering, Writing, Production and Analysis (GWPA) Branch – Info Gathering

**DOC Managed:** None

**Incident Management Responsibilities:** Incidents occurring on/in Parks and Recreation property and facilities (often conducted in unified command with other departments).

**Major Emergency Management Responsibilities:**

- Provide land for debris management sites and response staging areas.
- Conduct initial Damage Assessments of all Parks and Recreation facilities within the City.
- Conduct initial Damage Assessments of all Public Buildings and Waterfront Facilities within the City.
- Create and maintain mitigation strategies for hazards affecting parks, trails, public buildings, and City owned waterfront facilities.
- Coordinate and conduct debris removal in conjunction with Public Works.
- Provide public buildings and/or recreation facilities and staff to establish DACs and shelters.
- Coordinate facilities and support personnel to manage LSAs, C-PODs and P-PODs.
- Provide personnel, vehicles, and resources for DACs, shelters and emergency logistics operations.
- Coordinate with public safety agencies to ensure event safety and security.
- Integrate emergency planning into large-scale event operations.
- Serve as liaison to event organizers during emergencies that impact public gatherings.
- Support public information dissemination during planned events and unplanned incidents affecting event activities.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

### 3.2.10 Portland International Jetport (PWM)

**Legal Authority:** Portland City Code Chapter 18 Article IV Airport Facilities § 18.81 14 C.F.R. Part 139; 49 C.F.R. § 1542; 14 C.F.R. 91.137; 29 C.F.R. 1910.120; 29 C.F.R. 1910.1200

**Capabilities Led:** None

**EOC Positions Staffed:** EOC Airport Branch

**JIC Positions Staffed:** None

**Communication Center/DOC Managed:** Airport Emergency Operations Center (AEOC)

**Incident Management Responsibilities:** Incidents, aviation-related or otherwise, on airport property

**Major Emergency Management Responsibilities:**

- Maintain or restore Portland's air transportation infrastructure to meet the needed capacity following an emergency.
- Maintain an Airport Emergency Plan (AEP) for the Portland International Jetport that provides both authority and responsibility for organizations to perform tasks during emergency situations.
- Assist with the coordination of the orderly movement of evacuees out of Portland by aircraft.
- Receive emergency supplies, equipment, response personnel and repatriates arriving in Portland by aircraft.
- Support ground transportation operations at the airport by providing vehicles, drivers and equipment for evacuation and movement of supplies and responders.
- Ensure adequate passenger and cargo air transportation capabilities exist to support the Portland Metro Area economy and recovery operations following an emergency.
- Warn travelers and implement protective actions when hazards threaten airport property, including activation of Wireless Emergency Alerts (WEA).
- Coordinate and assist in sheltering, feeding and supporting all airport passengers stranded at the airport during an emergency.
- Conduct damage assessment of airport property when necessary and report findings to the EOC Damage Assessment Branch.
- Rapidly remove debris from airport property that impedes airport operations or emergency services and coordinate with the EOC Debris Management Branch to collect and dispose of debris on airport property.
- Ensure security protections for all airport facilities and flight operations.
- Coordinate with Portland's Public Health Division and Maine CDC to implement infectious disease control measures at the airport during times of public health concern.
- Identify mission essential functions that must be maintained or rapidly restored during an emergency and maintain a department specific continuity of operations plan to address these functions.
- Account for all internal emergency/disaster related expenditures and report these expenditures to the EOC Finance and Administration Section with the appropriate supporting documentation.

### 3.2.11 Communications & Digital Services Department

**Legal Authority:** N/A

**Capabilities Led:** Public Information & Warning

**EOC Positions Staffed:** EOC Public Information Officer (PIO), EOC Joint Information Center (JIC) Manager, EOC Social Media Branch, EOC Media Relations Branch, EOC Rumor Control Branch

**JIC Positions Staffed:** JIC Manager, Media Liaison, Social Media Coordinator, Public Outreach Specialist

**DOC Managed:** None

**Incident Management Responsibilities:** Lead agency for citywide public information and warning during emergencies.

**Major Emergency Management Responsibilities:**

- PIO: Coordinate all official City communications during emergencies through the Joint Information System (JIS).
- PIO: Ensure timely and accurate dissemination of information to the public through multiple channels, including news media, social media, City website, and emergency alert systems.
- PIO: Monitor media and public information sources for accuracy, misinformation, and public sentiment.
- Public Outreach: Ensure communications are accessible, culturally appropriate, and available in multiple languages as needed.
- All: Maintain public information templates and pre-scripted messages for likely hazards.
- All: Support rumor control and ensure consistent messaging across all departments and partner agencies.
- All: Identify mission essential functions related to public communication and maintain a department-specific Continuity of Operations Plan (COOP).

### 3.2.12 Information & Technology (IT)

**Legal Authority:** N/A

**Capabilities Led:** Cybersecurity, Infrastructure Systems

**EOC Positions Staffed:** EOC IT Branch Director, EOC Network Support Unit, EOC Communications Systems Support, EOC Data Management Unit

**JIC Positions Staffed:** None

**DOC Managed:** IT Operations Center (if activated)

**Incident Management Responsibilities:** The Information Technology Department is responsible for maintaining critical City technology systems, ensuring continuity of data and communications infrastructure, and supporting the EOC with technical resources during emergency incidents.

During activations, IT will coordinate with OEM and departmental stakeholders to ensure technology services remain operational and responsive to the needs of first responders, leadership, and field operations.

### **Major Emergency Management Responsibilities:**

- Maintain critical City technology infrastructure, including on-premise servers, core network systems, and emergency communications platforms during incidents.
- Coordinate with OEM and vendors to maintain redundant network connectivity and ensure availability of remote access solutions for continuity operations.
- Maintain City VoIP systems and coordinate with PRCC and OEM to support continuity of radio and dispatch communications infrastructure.
- Support EOC activities by providing staffing, hardware, networking, and access to productivity tools for EOC personnel
- Ensure continuity of essential applications and services, including CAD/RMS (in coordination with PRCC), Finance ERP, Permitting systems, and GIS (in coordination with Public Works)
- Provide access to GIS servers and mapping platforms hosted by IT in support of situational awareness and emergency planning, in coordination with Public Works GIS staff.
- Ensure reliable data protection and recovery through backup and continuous data protection; Execute system restoration based on predefined RTO/RPO objectives.
- Support departmental COOP by assisting in the identification of mission-essential applications and infrastructure and enabling alternate service delivery methods.
- Maintain and regularly test department-specific COOPs to identify and prioritize mission-essential IT functions and services that must be maintained or rapidly restored during emergencies.

### **Cybersecurity Response**

Cybersecurity responsibilities, including threat monitoring, incident response, and protection of City systems against malicious activity during emergencies, are covered in the separate Cyber Incident Annex (in development). IT will maintain heightened vigilance during incidents, especially during known periods of disruption or exposure.

## **3.3 Responsibilities: Internal City Support**

Some City Departments may not have a role in the City's Emergency Operations Center (EOC) but provide support to emergency operations.

### 3.3.1 Human Resources

The Human Resources (HR) Department plays a critical role in supporting the City's workforce during emergency operations. HR ensures that personnel resources are effectively managed, policies are followed, and employee needs are addressed to maintain continuity of government operations and essential services.

#### Primary Responsibilities

- Ensure workplace safety and train employees on the Employee Emergency Action Plan and safety policies.
- Maintain an up-to-date roster of all City employees, including emergency contact information.
- Coordinate with department heads to identify essential personnel and ensure adequate staffing levels during incidents.
- Facilitate reassignments or cross-department deployments when necessary to support emergency operations.
- Assist in communicating personnel reporting instructions, alternate work locations, and telework expectations during emergencies.
- Track employee availability and maintain a current status of on-duty, off-duty, and displaced personnel.
- Advise leadership on HR-related policies, procedures, and labor agreements during emergency response and recovery operations.
- Support implementation of emergency-related leave policies, timekeeping procedures, and overtime approvals.

#### Support Responsibilities

- Coordinate employee wellness checks, counseling, and access to Employee Assistance Programs (EAP) during and after emergencies.
- Support demobilization and recovery by addressing workforce fatigue and stress management needs.
- Maintain processes to recruit and onboard temporary personnel or contractors to fill staffing gaps.
- Support volunteer and mutual aid integration when required.

#### Coordination

The HR Department works closely with:

- City Manager's Office for continuity of government functions
- Department Heads for staffing coordination
- Finance Department for payroll, benefits, and compensation during emergencies

- Emergency Management & Public Safety for integration with the Emergency Operations Center (EOC) and situational awareness

### 3.3.2 Housing and Economic Development

#### Primary Responsibilities

- Assist in identifying locations for PODs, LSAs, shelters and other emergency facilities.
- Administer emergency programs that assist with repairing, rebuilding, or purchasing permanent housing when available.
- Coordinate with local businesses on continuity planning and recovery resources.
- Facilitate public-private partnerships for disaster response and recovery.
- Assist affected businesses in accessing state and federal economic recovery programs.
- Provide economic impact assessments to the EOC during recovery operations.

### 3.3.3 Assessor

#### Primary Responsibilities

- Assist with surveys to physically inspect and document damaged or destroyed properties.
- Reassessing the value of properties affected by a disaster to reflect their post-disaster condition.
- Assist with GIS mapping to track damaged properties.
- Provide information on property damage to help decision makers understand the economic impact of a disaster to assist in long-term recovery planning.

## 3.4 Responsibilities: Independent Agencies, State Government, Federal Government and Quasi-governmental Organizations

The City of Portland works closely with a range of independent agencies, state and federal government entities, and quasi-governmental organizations to ensure a coordinated and effective emergency management program. These partners provide critical expertise, resources, and operational capabilities that enhance the City’s preparedness, response, recovery, and mitigation efforts. The following outlines the primary roles and responsibilities of these organizations in relation to the City’s Emergency Operations Plan (EOP).

### 3.4.1 Portland Public Schools (PPS)

Portland Public Schools operates under the authority of the Maine Revised Statutes, Title 20-A, and is governed by the Portland Board of Public Education. PPS is responsible for ensuring the safety, security, and continuity of education for all students, staff, and visitors across its facilities. The district maintains an all-hazards District Emergency Operations Plan (EOP) that aligns with the City of Portland's EOP and coordinates closely with the City's emergency management, police, and fire departments to prepare for, respond to, and recover from emergencies that may impact school operations.

For emergency management purposes, their authority and responsibilities include:

- Implementing protective actions such as lockdown, shelter-in-place, evacuation, or relocation to safeguard students and staff.
- Activating and managing the District Operations Center (DOC) to coordinate school-based emergency response efforts.
- Maintaining accountability systems to track the status and location of students and staff during incidents.
- Communicating timely and accurate information to parents, guardians, staff, and students during emergencies.
- Providing facilities, when requested by the City, for use as temporary shelters, reunification centers, or points of distribution (PODs).
- Supporting the continuity of educational services, including remote learning capabilities, following significant disruptions.
- Participating in joint training, exercises, and after-action reviews with City departments and partner agencies.

### 3.4.2 Metropolitan Transportation (Greater Portland METRO)

The Greater Portland Transit District (METRO) operates under Maine Revised Statutes, Title 30-A, Chapter 163, providing public bus transportation services to the Portland metropolitan area and surrounding communities. METRO is a vital partner in the City's emergency transportation network, supporting evacuation, relocation, and the movement of essential personnel and resources.

For emergency management purposes, their authority and responsibilities include:

- Providing buses and drivers to support evacuation and relocation operations when requested by the City.
- Assisting in the transportation of individuals with access and functional needs to shelters or safe locations.
- Maintaining communications with the City's EOC during emergencies to coordinate transportation resources.

- Adjusting routes and services to support emergency operations and avoid hazardous areas.
- Participating in preparedness planning, training, and exercises with City and regional partners.

### 3.4.3 Central Maine Power (CMP)

Central Maine Power, regulated by the Maine Public Utilities Commission, is the primary electric utility serving the City of Portland. CMP plays a critical role in restoring electrical service during emergencies and prioritizes power restoration for critical facilities.

For emergency management purposes, their authority and responsibilities include:

- Assessing damage to electrical infrastructure and deploying repair crews during emergencies.
- Prioritizing restoration for critical facilities, including hospitals, emergency shelters, and public safety facilities.
- Coordinating with the City’s EOC for resource requests, situational updates, and public information dissemination.
- Supporting public safety operations by isolating damaged electrical infrastructure.
- Participating in joint training and exercises to improve response and coordination capabilities.

### 3.4.4 Portland Water District (PWD)

The Portland Water District, established under Maine Private and Special Laws of 1907 and governed by an elected Board of Trustees, provides water and wastewater services to the City of Portland. PWD is a key partner in maintaining public health and safety during emergencies.

For emergency management purposes, their authority and responsibilities include:

- Ensuring the safety and quality of drinking water during emergencies. Including issuing any Boil Water Orders for customers in any affected areas of the City.
- Maintaining and restoring water and wastewater services disrupted by incidents.
- Providing technical expertise and equipment to support emergency response operations.
- Coordinating with the City’s EOC for situational awareness and resource requests.
- Participating in hazard mitigation and infrastructure resilience planning.

### 3.4.5 Maine Medical Center and Northern Light Mercy Hospital

Maine Medical Center and Northern Light Mercy Hospital operate under applicable federal and state healthcare regulations, including licensure through the Maine Department of Health and

Human Services. These hospitals are critical healthcare providers in the City of Portland, delivering emergency medical care, inpatient services, and specialized treatments. They maintain hospital-specific emergency operations plans that coordinate with the City's EOP.

For emergency management purposes, their authority and responsibilities include:

- Providing emergency and inpatient medical care during disasters or mass casualty incidents.
- Coordinating with emergency medical services (EMS) and the City's EOC for patient surge and resource needs.
- Maintaining hospital incident command systems to manage internal response operations.
- Supporting public health surveillance and reporting during outbreaks or public health emergencies.
- Participating in regional healthcare coalitions, training, and exercises.

### **3.4.6 Portland Housing Authority (PHA)**

The Portland Housing Authority operates under the authority of the U.S. Housing Act of 1937 and relevant HUD regulations. PHA provides affordable housing options for low-income residents and plays an important role in ensuring the safety and well-being of tenants during emergencies.

For emergency management purposes, their authority and responsibilities include:

- Implementing emergency procedures to protect residents during incidents affecting PHA properties.
- Coordinating with the City's EOC and social services agencies to meet residents' needs during and after emergencies.
- Providing information to tenants regarding protective actions and recovery resources.
- Identifying available housing units for relocation of displaced residents.
- Participating in community preparedness and outreach initiatives.

### **3.4.7 Colleges and Universities**

Portland is home to several institutions of higher education, including the University of Southern Maine, University of New England, The Roux Institute - Northeastern University and the Maine College of Art and Design. These institutions operate under state higher education statutes and maintain their own campus safety and emergency management programs that coordinate with the City's EOP.

For emergency management purposes, their authority and responsibilities include:

- Maintaining campus emergency operations plans aligned with the City's EOP.

- Implementing protective measures such as lockdown, evacuation, or shelter-in-place when necessary.
- Coordinating with local law enforcement, fire, and EMS during emergencies affecting campus operations.
- Providing facilities and resources, when available, to support City response operations.
- Participating in training, exercises, and public information campaigns.

### 3.4.8 Private Schools and Charter Schools

Private and charter schools in Portland operate under applicable state education laws and maintain independent governance structures. These schools are responsible for the safety of their students and staff and work in coordination with City emergency services to prepare for and respond to incidents.

For emergency management purposes, their authority and responsibilities include:

- Developing and maintaining school emergency operations plans consistent with best practices.
- Implementing protective actions during emergencies to safeguard students and staff.
- Maintaining communications with parents, guardians, and City emergency management during incidents.
- Participating in joint training and exercises with City and regional partners.
- Providing facilities, when feasible, for community response needs such as sheltering.

### 3.4.9 Neighborhood Districts

Neighborhood districts, including organized neighborhood associations, play an important role in supporting community resilience and emergency preparedness. These groups operate under their own governance structures but often collaborate with the City to enhance communication, mutual aid, and disaster response efforts.

For emergency management purposes, their authority and responsibilities include:

- Providing local situational awareness and damage reports to the City's EOC during emergencies.
- Coordinating volunteer efforts and community resources for preparedness and recovery activities.
- Assisting in disseminating emergency information to residents.
- Supporting vulnerable populations within their neighborhoods during incidents.
- Participating in community-based training and exercises.

### 3.4.10 Amtrak and Railroad Transportation

Passenger rail services in Portland are provided by Amtrak's Downeaster line, while freight rail operations are conducted by regional carriers. Rail operators are subject to federal safety regulations and work in coordination with the City for emergency planning and incident response.

For emergency management purposes, their authority and responsibilities include:

- Implementing rail-specific emergency response plans and coordinating with City public safety agencies.
- Providing transportation resources during evacuations or large-scale incidents when feasible.
- Ensuring rapid communication with the City's EOC during rail incidents affecting public safety.
- Supporting hazardous materials response efforts when incidents involve rail cargo. Following FRA guidelines by reporting any collision, derailment, or incident resulting in a fatality or serious injury to a passenger or crew member, and events involving hazardous materials or property damage exceeding a certain reporting threshold.
- Participating in joint training and emergency drills with City and regional partners.

### 3.4.11 State of Maine

The State of Maine, through its various departments and the Maine Emergency Management Agency (MEMA), provides statewide coordination, resources, and support to municipalities during emergencies. State agencies operate under Maine Revised Statutes and collaborate closely with the City to enhance preparedness, response, recovery, and mitigation capabilities.

For emergency management purposes, their authority and responsibilities include:

- Providing specialized resources, technical expertise, and personnel to support local emergency operations.
- Coordinating with the City's EOC through MEMA's regional liaisons.
- Administering state-level disaster assistance programs and facilitating federal aid requests.
- Supporting public health, public safety, and critical infrastructure protection.
- Participating in statewide training and exercises that include City agencies.

### 3.4.12 Federal Government

The Federal Government, through agencies such as the Federal Emergency Management Agency (FEMA), provides nationwide coordination, funding, and operational support to state and local governments during emergencies. Federal agencies operate under applicable U.S. laws

and regulations and coordinate with the State of Maine and the City of Portland during major disasters.

For emergency management purposes, their authority and responsibilities include:

- Providing disaster assistance through FEMA programs and other federal agencies.
- Deploying federal resources, teams, and equipment when requested and approved.
- Coordinating with state and local governments to ensure an integrated response.
- Offering technical guidance, training programs, and planning support.
- Supporting long-term recovery and hazard mitigation initiatives.

### 3.5 Responsibilities: Private Sector Partners

The City of Portland relies on private sector organizations across multiple industries to support preparedness, response, and recovery operations. Each subsection below details sector-specific partners, their roles, and their capabilities.

#### 3.5.2 Local Business Groups & Organizations

Local business associations help coordinate resources, maintain economic continuity, and provide situational awareness during emergencies.

Business Group/ Association	Organization(s)	Emergency Role & Capabilities
Chamber of Commerce	Portland Regional Chamber of Commerce	Coordinates communication with businesses, assists in mobilizing private sector resources.
Downtown District	Portland Downtown	Supports storefront resilience, event coordination, and outreach to small businesses.
Regional Planning	Greater Portland Council of Governments (GPCOG)	Provides regional planning, transportation coordination, and business continuity resources.
Hospitality Advocacy	HospitalityMaine	Liaison for hotels and restaurants; assists in feeding and sheltering during incidents.

### 3.5.3 Portland Downtown District

The downtown district is vital for commerce, tourism, and events, requiring coordination to sustain operations during disruptions.

Entity	Organization(s)	Emergency Role & Capabilities
Merchant Associations	Portland Downtown	Coordinates communication with local businesses and supports continuity planning.
Event Venues	Cross Insurance Arena; State Theatre	Facilitates emergency use of venues for sheltering or staging operations.
Storefront Businesses	Local retailers and restaurants	Support economic recovery, provide food and supplies during emergencies.

### 3.5.4 Lodging / Hotel Providers

Hotels and lodging providers play a key role in sheltering evacuees, housing emergency responders, and supporting displaced populations.

Lodging Type	Organization(s)	Emergency Role & Capabilities
Hotels	Marriott, Hilton, Holiday Inn, Westin, Harbor Hotel	Provide shelter for displaced residents, first responders, and recovery workers.
Boutique Hotels	Local independent inns and hotels	Offer supplemental sheltering capacity and short-term housing.
Short-Term Rentals	Airbnb, VRBO, local rental properties	Expand sheltering options for visitors and evacuees.

### 3.5.5 Tourism Industry

Tourism partners support continuity of visitor services and large-event coordination.

Tourism Sector	Organization(s)	Emergency Role & Capabilities
Destination Marketing	Visit Portland	Provides visitor information, supports coordination of tourists during emergencies.
Tour Operators	Local tour companies, bus lines	Assist in evacuation transport and continuity of services.
Event Services	Convention and visitor bureaus	Support relocation of large gatherings and conferences.

### 3.5.6 Cruise Ship Industry

The cruise industry brings thousands of passengers and requires coordination for safety and evacuation during emergencies.

Cruise Entity	Organization(s)	Emergency Role & Capabilities
Cruise Coordination	CruiseMaine, Port of Portland	Coordinate arrival/departure, manage large-scale passenger handling in emergencies.
Passenger Services	Shore excursion companies	Support evacuation logistics and visitor safety.
Hospitality Support	Local tourism providers	Assist in housing stranded passengers or crew.

### 3.5.7 Supermarkets and Food Suppliers

Food suppliers and retailers ensure access to essential goods and emergency food support.

Food Entity	Organization(s)	Emergency Role & Capabilities
Supermarkets	Hannaford, Shaw's	Maintain food supply chains and support emergency food distribution.

Wholesalers	Sysco, UNFI	Provide large-scale food distribution to shelters and hospitals.
Food Banks	Good Shepherd Food Bank, Preble Street, Wayside Food	Offer emergency food support for vulnerable populations.

### 3.5.8 Assisted Living Facilities & Nursing Homes

Facilities caring for seniors and vulnerable populations must coordinate closely in emergencies.

Care Type	Organization(s)	Emergency Role & Capabilities
Assisted Living	Local assisted living facilities	Ensure safety of residents, coordinate evacuation when necessary.
Nursing Homes	Long-term care centers in Portland	Provide medical support and coordinate with hospitals for patient transfer.
Memory Care	Specialized dementia care facilities	Safeguard highly vulnerable populations and support medical evacuation.

### 3.5.9 Transportation Industry

Transportation partners provide continuity of mobility and support evacuation efforts.

Transport Mode	Organization(s)	Emergency Role & Capabilities
Ferry Service	Casco Bay Lines	Maintain lifeline access to islands, support evacuation operations.
Rail Service	Amtrak Downeaster	Support evacuation of passengers and transport of supplies.
Bus / Coach Service	Concord Trailways	Support evacuation of passengers and or support for transportation vehicles for mass evacuation.

Public Transit	Greater Portland METRO	Assist in evacuation, transport responders, and maintain commuter mobility.
Trucking/Logistics	Private trucking companies	Maintain supply chain distribution and deliver emergency resources.

### 3.5.10 Financial Institutions

Banks and credit unions maintain financial stability and ensure continuity of access to funds.

Financial Entity	Organization(s)	Emergency Role & Capabilities
Banks	Local and regional banks	Ensure continuity of services, facilitate emergency loans, protect assets.
Credit Unions	Regional credit unions	Support members with emergency relief funding and continuity of services.
ATM Networks	Banking networks	Maintain access to cash and digital banking services during power outages.

### 3.5.11 Hospitals

Hospitals provide surge medical support, coordinate with EMS, and support mass care operations.

Healthcare Facility	Organization(s)	Emergency Role & Capabilities
Primary Hospital	Maine Medical Center	Provide trauma and specialty care, maintain regional surge capacity.
Community Hospital	Northern Light Mercy Hospital	Support inpatient and outpatient care, coordinate with regional EMS.

Clinics	Local urgent care centers and clinics	Offer supplemental medical capacity and urgent care support.
Pharmacies	CVS, Walgreens, Hannaford, Walmart, independent pharmacies	Ensure access to medications, support mass dispensing.

### 3.5.12 Utility Companies

Utilities sustain community lifelines by restoring power, water, and communications systems.

Utility Type	Organization(s)	Emergency Role & Capabilities
Electricity	Central Maine Power (CMP)	Restore power, prioritize critical facilities, and manage outages.
Natural Gas	Summit Natural Gas, Unitil	Maintain gas distribution and ensure safe restoration after outages.
Water & Wastewater	Portland Water District	Maintain drinking water supply and wastewater systems.
Telecommunications	Verizon, AT&T, Spectrum, T-Mobile	Ensure continuity of phone, internet, and emergency communications.

## SECTION 4: PLAN MAINTENANCE

### 4.1 Introduction

The City of Portland Emergency Operations Plan (EOP) is a living document that will be maintained to ensure its continued relevance, accuracy, and compliance with local, state, and federal requirements.

## 4.2 Maintenance Process

### 4.2.1 Formal Approval

- Substantive Changes – Any substantive changes that alter the intent, scope, authorities, or responsibilities outlined in the EOP shall require formal review and approval by the Portland City Council.
- Administrative Changes – Administrative changes, such as updates to contact information, resource inventories, department names, or minor procedural adjustments, may be approved and implemented by the City Manager without City Council action.
- Council Review Cycle – The EOP shall be formally reviewed and reapproved by the Portland City Council at least once every three (3) years, or more frequently if required by changes in law, organizational structure, or hazard risk.

### 4.2.2 Record of Changes / Revisions

All updates to the EOP, whether administrative or substantive, will be documented in the Record of Changes log, including the date, nature of the change, and the approving authority.

## 4.3 Training, Exercises, and Evaluation

### 4.3.1 Training, Exercises, and Evaluation

The City of Portland recognizes that the effectiveness of the Emergency Operations Plan (EOP) depends on the ability of City staff, partner agencies, and stakeholders to understand their roles and responsibilities and to perform assigned tasks under real-world conditions. To that end, the City's Office of Emergency Management (OEM) will maintain a comprehensive training, exercise, and evaluation program in alignment with the Homeland Security Exercise and Evaluation Program (HSEEP).

#### 4.3.1.1 Training

The OEM will coordinate annual training opportunities for City staff and partner agencies to ensure familiarity with the EOP, Hazard-Specific Annexes, Standard Operating Guidelines (SOGs), and related plans.

- Training will include both classroom-based instruction and practical, scenario-driven activities, tailored to the hazards and operational priorities identified in the City’s Threat and Hazard Identification and Risk Assessment (THIRA).
- New employees in designated emergency response or support roles will receive orientation on EOP roles and responsibilities within their first year of service.

#### 4.3.1.2 Exercises

- The OEM will plan and conduct exercises in accordance with HSEEP guidelines to test and validate the EOP and supporting procedures.
- Exercises will vary in type and complexity, including seminars, workshops, tabletop exercises, functional exercises, and full-scale exercises.
- At least one City-wide exercise will be conducted every year, with additional hazard-specific or department-level exercises scheduled as needed.

#### 4.3.1.3 Evaluation and Improvement Planning

- All exercises and actual incidents will be evaluated to identify strengths, areas for improvement, and recommended corrective actions.
- The OEM will develop an After Action Report (AAR) and Improvement Plan (IP) following each exercise or incident, documenting lessons learned and assigning responsibility for corrective actions.
- Identified improvements will be incorporated into the EOP, Hazard-Specific Annexes, and departmental procedures during the next plan review cycle, or sooner if urgent.

## SECTION 5: APPENDICES AND ANNEXES

### 5.1 Support Appendices

#### 5.1.1 Glossary of Terms and Acronyms

Table 5.1 Portland EOP Glossary of Terms and Acronyms

Acronym	Term	Definition
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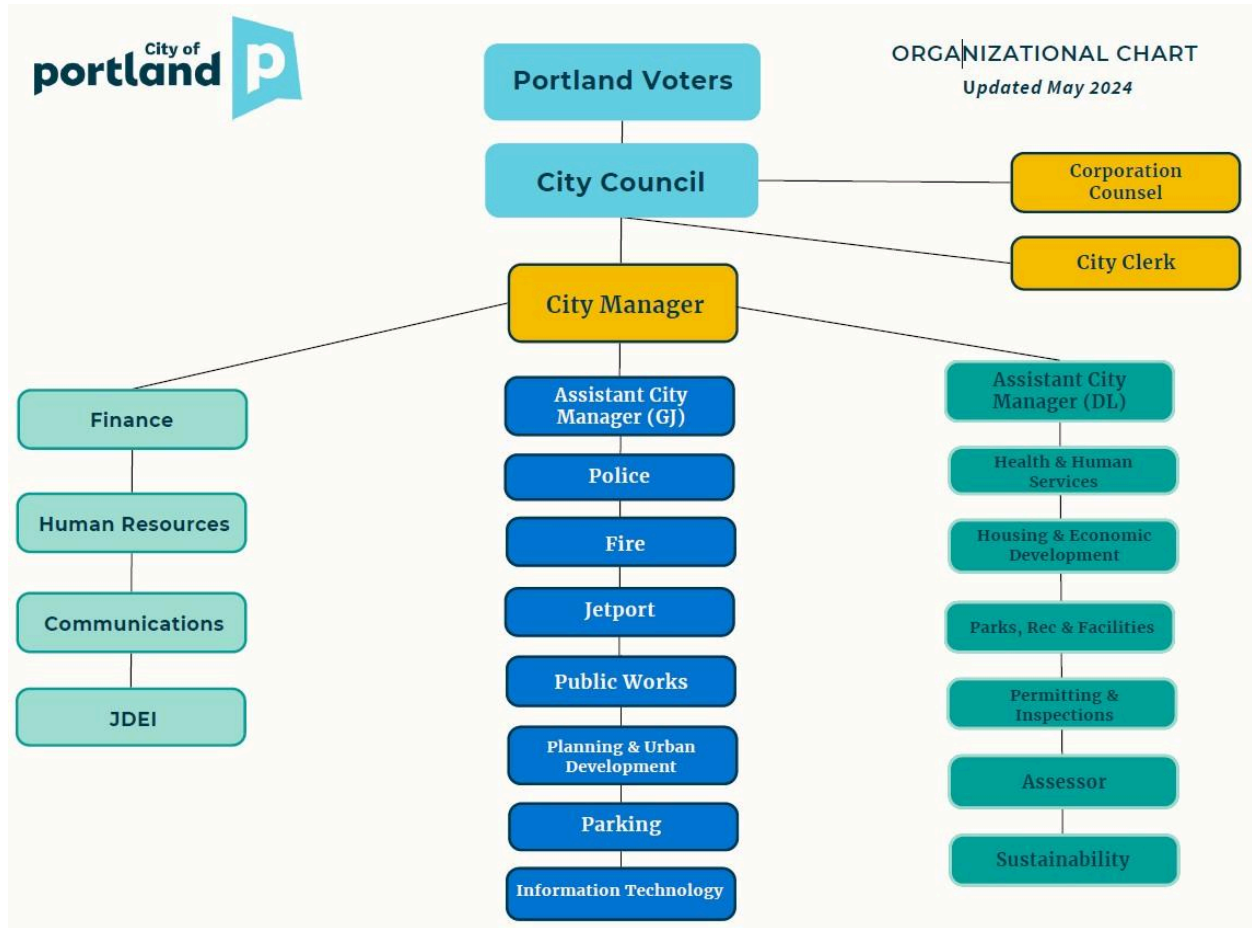
<b>AAR</b>	<b>After Action Report</b>	A formal report analyzing response actions, lessons learned, and recommendations following an incident or exercise.
<b>ARC</b>	<b>American Red Cross</b>	Nonprofit organization providing disaster relief, shelter, and humanitarian services.
<b>COOP</b>	<b>Continuity of Operations Plan</b>	A plan to ensure essential government functions continue during and after a disruption.
<b>DAC</b>	<b>Disaster Assistance Center</b>	Facility where individuals and businesses can access post-disaster services and information.
<b>DEM</b>	<b>Department of Emergency Management</b>	City/County office coordinating preparedness, response, recovery, and mitigation activities.
<b>DOC</b>	<b>Department Operations Center</b>	Facility where a department coordinates its own emergency response activities.
<b>EAS</b>	<b>Emergency Alert System</b>	National system for public warning via broadcast, cable, and satellite media.
<b>EOC</b>	<b>Emergency Operations Center</b>	Central location for coordinating emergency management activities and resources.
<b>EOP</b>	<b>Emergency Operations Plan</b>	Document describing the framework for how the City responds to emergencies and disasters.
<b>FEMA</b>	<b>Federal Emergency Management Agency</b>	U.S. agency providing federal disaster response and recovery support.
<b>ICS</b>	<b>Incident Command System</b>	Standardized, on-scene, all-hazards incident management approach.
<b>IMAT</b>	<b>Incident Management Assistance Team</b>	Team providing operational support to incident management activities.
<b>JIC</b>	<b>Joint Information Center</b>	Facility for coordinating public information and media relations during an incident.
<b>JIS</b>	<b>Joint Information System</b>	Framework for integrating public information across agencies during incidents.
<b>LEOP</b>	<b>Local Emergency Operations Plan</b>	The jurisdiction-specific plan for managing emergencies.
<b>LTRC</b>	<b>Long-Term Recovery Committee</b>	Group coordinating resources and services for long-term disaster recovery.
<b>MACS</b>	<b>Multiagency Coordination System</b>	Framework for coordinating resources and decision-making among multiple agencies.





### 5.1.4 City of Portland Organizational Chart

Visual 5.1



### 5.1.5 Private Sector Partners – Quick Reference

The City of Portland relies on a broad range of private sector partners to support emergency preparedness, response, recovery, and continuity of community lifelines. The table below summarizes key partners, their roles, and the capabilities they provide.

Sector / Partner	Organization(s)	Emergency Role & Capabilities
Utilities	Central Maine Power (CMP); Unutil; Summit Natural Gas	Restore electrical and natural gas service, protect utility infrastructure, support critical facilities during outages.

<b>Water &amp; Wastewater</b>	Portland Water District (PWD)	Maintain potable water supply, water quality, and wastewater management during incidents.
<b>Transportation</b>	Casco Bay Lines; Amtrak; Greater Portland METRO; private trucking & logistics companies	Provide continuity of ferry service to Casco Bay Islands; maintain commuter and freight mobility; support evacuation and supply distribution.
<b>Healthcare</b>	Maine Medical Center; Northern Light Mercy Hospital; private clinics & pharmacies	Deliver emergency medical care, surge capacity, pharmaceutical distribution, and coordination of healthcare response.
<b>Telecommunications</b>	Verizon; AT&T; Spectrum	Ensure continuity and restoration of phone, internet, and data systems critical for response operations.
<b>Media &amp; Communications</b>	WGME, WMTW, WCSH (local TV); Portland Press Herald, Maine Public Radio	Provide accurate, timely emergency messaging to the public; support Joint Information System/Center.
<b>Food Supply &amp; Retail</b>	Hannaford; Shaw's; local supermarkets, wholesalers, food distributors	Maintain food distribution chains; coordinate with the City for emergency food supply and shelter feeding.
<b>Hospitality &amp; Lodging</b>	HospitalityMaine; major hotel providers; local inns and short-term rentals	Provide shelter and housing for displaced populations, emergency responders, and recovery personnel.
<b>Tourism &amp; Cruise Industry</b>	CruiseMaine; Portland cruise ship operators; Visit Portland	Support large-scale passenger management, assist in coordinating visitors during emergencies.
<b>Financial Institutions</b>	Local and regional banks & credit unions	Ensure continuity of financial services, expedite disaster assistance disbursement, protect customer assets.

<b>Assisted Living &amp; Nursing Homes</b>	Local long-term care facilities	Safeguard vulnerable populations, coordinate evacuation and medical support when required.
<b>Business &amp; Industry</b>	Portland Regional Chamber of Commerce; Portland Downtown; local business associations	Coordinate private sector resources, share situational awareness, and support continuity of economic activity.

## 5.2 Hazard Specific and Functional Annexes

### 5.2.1 Introduction

The EOP is supported by Hazard Specific Annexes (HSAs), Functional Annexes, Standard Operating Guidelines (SOGs), department-specific policies, and other operational documents that provide detailed procedures for the management of specific incident types. These documents are primarily intended for use by City staff and partner agencies during operations and may contain sensitive or security-related information. Due to the confidential and operational nature of these materials, HSAs, SOGs, and certain policies will not be made readily available to the public. Publicly releasable summaries of hazard-specific strategies may be developed for community awareness and engagement purposes.

### 5.2.2 List of Hazard Specific Annexes

The following Hazard-Specific Annexes provide targeted response guidance for identified threats and hazards. Detailed operational procedures, sensitive information, and Standard Operating Guidelines (SOGs) are maintained separately as noted in Section 5.2.1 to protect security and confidentiality.

Hazard / Incident	Annex Title	Scope & Key Considerations
<b>Pandemic / Public Health Emergency</b>	<b>Annex A</b> – Pandemic / Public Health Response	Mass prophylaxis, vaccination, quarantine, continuity of operations, coordination with CDC/State DHHS.

<b>Cyberattack / Infrastructure Failure</b>	<b>Annex B</b> – Cybersecurity & IT Resilience	Ransomware, denial-of-service, IT/SCADA recovery, coordination with Maine IT & federal agencies.
<b>Aircraft Incident (Plane Crash / Aircraft Down)</b>	<b>Annex C</b> – Aviation Incident Response	FAA/NTSB coordination, Jetport emergency plan integration, mutual aid fire/rescue, mass casualty management.
<b>Extreme Weather (Snow, Ice, Nor'easter)</b>	<b>Annex D</b> – Extreme Weather Response	Snow emergencies, road clearance, utility outages, warming centers, vulnerable populations.
<b>Hurricane / Tropical Storm</b>	<b>Annex E</b> – Hurricane & Coastal Storm Response	Evacuation zones, storm surge, coastal flooding, sheltering, debris management.
<b>Hazardous Materials Release</b>	<b>Annex F</b> – Hazardous Materials Response	HazMat team deployment, decontamination, evacuation, public safety messaging.
<b>Flooding (Riverine / Urban)</b>	<b>Annex G</b> – Flood Response	Sandbagging, pumping operations, evacuation, coordination with Army Corps & PWD.
<b>Terrorism / Active Threat</b>	<b>Annex H</b> – Terrorism / Active Shooter Response	Law enforcement coordination, unified command, triage, casualty management, FBI/State Police support.
<b>Mass Casualty Incident (General)</b>	<b>Annex I</b> – Mass Casualty & Fatality Management	Medical surge, hospital coordination, fatality management, MEOC integration.
<b>Emerging Hazard (Reserved)</b>	<b>Annex J</b> – [To be Determined]	Placeholder for new or emerging risks (e.g., PFAS contamination, energy grid failure).

### 5.2.3 List of Functional Annexes

Functional Annexes are the detailed, action-oriented sections of the EOP. This structure allows for easy updates to specific functions without a complete overhaul of the entire plan and ensures that responders can efficiently and effectively perform their assigned duties during an

emergency. The following Functional Annexes provide targeted response guidance for essential emergency management functions. Detailed operational procedures, sensitive information, and Standard Operating Guidelines (SOGs) are maintained separately as noted in Section 5.2.1 to protect security and confidentiality.

Functional Area	Annex Title	Scope & Key Considerations
<b>Continuity of Government</b>	<b>Annex 1</b> – Continuity of Government	Succession of leadership, preservation of records, essential functions, relocation of government operations.
<b>Communications</b>	<b>Annex 2</b> – Communications	Redundant systems, interoperability, backup infrastructure, coordination with MaineIT, FCC compliance.
<b>Emergency Public Information &amp; Warning</b>	<b>Annex 3</b> – Public Information & Warning	Alert & warning systems, Joint Information Center (JIC), social media coordination, rumor control.
<b>Mass Care, Emergency Assistance, Housing &amp; Human Services</b>	<b>Annex 4</b> – Mass Care & Human Services	Sheltering, feeding, reunification, functional needs support, coordination with Red Cross & DHHS.
<b>Resource Management</b>	<b>Annex 5</b> – Resource Management	Procurement, staging, mutual aid, asset tracking, emergency contracts.
<b>Critical Infrastructure &amp; Key Resources (CIKR) Restoration</b>	<b>Annex 6</b> – CIKR Restoration	Protection & restoration of utilities, transportation, energy, water, and essential services.
<b>Damage Assessment</b>	<b>Annex 7</b> – Damage Assessment	Field surveys, structural inspections, coordination with MEMA & FEMA for disaster declarations.
<b>Firefighting</b>	<b>Annex 8</b> – Firefighting Operations	Urban & wildland fire suppression, mutual aid, resource staging, firefighter safety protocols.

<b>Logistics Management &amp; Resource Support</b>	<b>Annex 9</b> – Logistics & Resource Support	Supply chain continuity, staging sites, PODs (Points of Distribution), private sector integration.
<b>Search &amp; Rescue</b>	<b>Annex 10</b> – Search & Rescue	Urban search & rescue (USAR), water rescue, K9 deployment, Coast Guard coordination.
<b>Hazardous Material Response</b>	<b>Annex 11</b> – Hazardous Materials Response	HazMat team deployment, decontamination, evacuation, coordination with Maine DEP & EPA.
<b>Public Safety &amp; Security</b>	<b>Annex 12</b> – Public Safety & Security	Law enforcement, crowd control, site security, unified command with State Police & FBI.
<b>Long-Term Community Recovery</b>	<b>Annex 13</b> – Long-Term Recovery	Housing recovery, infrastructure restoration, small business support, FEMA Recovery Support Functions.
<b>Financial Management</b>	<b>Annex 14</b> – Financial Management	Disaster finance tracking, FEMA Public Assistance (PA), cost recovery, audits, reimbursement processes.
<b>Mutual Aid / Multi-Jurisdictional Coordination</b>	<b>Annex 15</b> – Mutual Aid Coordination	EMAC agreements, regional coordination, interstate mutual aid, integrated response operations.
<b>Volunteer &amp; Donations Management</b>	<b>Annex 16</b> – Volunteer & Donations Management	VOAD coordination, donations warehousing, volunteer credentialing, convergence management.



## Executive Summary:

# Community Engagement for Preparedness

## City of Portland • Emergency Operations Plan (EOP)

### Overview

The City of Portland is developing an updated Emergency Operations Plan (EOP) guided by FEMA's Community Preparedness Guide (CPG) 101 framework. Community engagement is central to this process, ensuring that the plan reflects the unique needs, priorities, and resources of our community. This is an ongoing effort designed to build trust, improve preparedness, and strengthen resilience across all sectors.

### Our Approach

**Inclusive Planning:** Engage residents, businesses, nonprofits, and agencies to ensure diverse voices are represented.

**Transparent Process:** Share updates and invite input at every stage of plan development.

**Accessible Outreach:** Host in-person forums, online surveys, and neighborhood workshops to reach all demographics.

**Continuous Improvement:** Maintain community involvement after plan adoption through annual reviews, exercises, and feedback loops.

### Why This Matters

Ensures the EOP meets the needs of all Portland residents.

Builds trust and confidence between residents and city leadership.

Strengthens community resilience by fostering shared responsibility.

Aligns local planning with national best practices and FEMA standards.



## Next Steps

This collaborative process marks a long-term commitment towards a partnership between city government and the community. Residents, local organizations, and businesses are encouraged to participate as we work together to ensure Portland is prepared for emergencies and resilient in the face of future challenges.

The City will begin engaging the community with an engagement website: [Emergency Planning Engagement](#) and at public meetings and events. We will reach out to the community to ask for input about emergency preparedness and feedback on the City's EOP. We will ask community leaders to share the website and let us know if there are other ways to engage with their community about this project.

### **September 2025 - November 2025: Initial Community Outreach and Stakeholder Engagement**

- September 10, 2025: Email message to leaders of community and faith based organizations
- September 12, 2025: Coffee & Climate: Emergency Preparedness - share project and website link
- September 12, 2025: Project and website information in City News Roundup
- September 18, 2025: Age Friendly Summit: Emergency Preparedness for Older Adults - share project and website link
- October 14, 2025: Health & Human Services & Public Safety Committee public comment on the Emergency Operations Plan

### **November 2025 - June 30 2026 and Ongoing: Public Awareness Campaign and Community Education**

- Create a plan for further community engagement and education based on results of survey and outreach events
- Develop and share informational materials based on community input on the project Idea Board website and feedback from outreach events and communication with community and faith based leaders.



# Emergency Operations Plan (EOP)

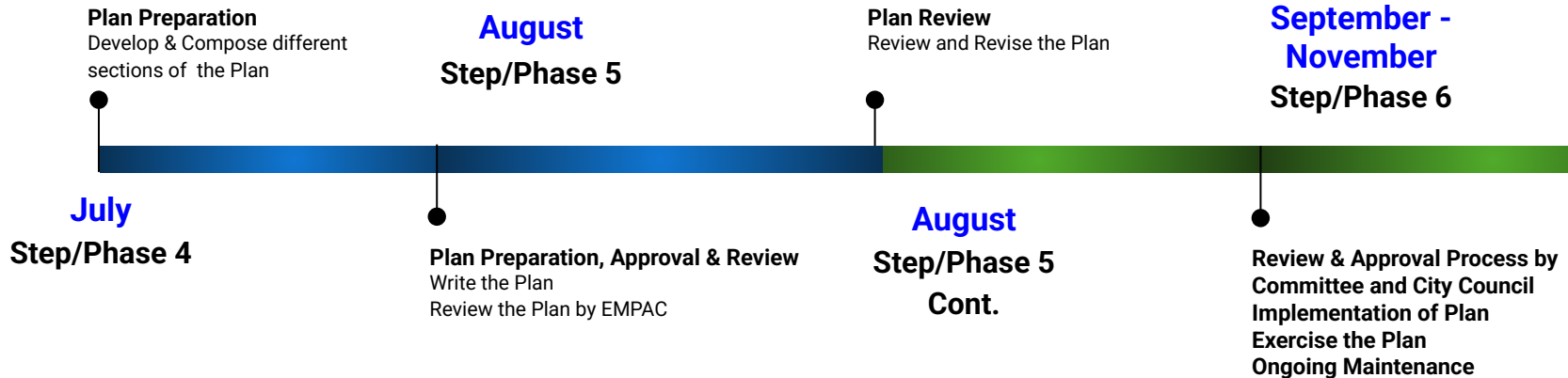
*2025 Draft*

Health & Human Services & Public Safety Committee •

September 9, 2025

# Project Timeline

Revised August 29 , 2025



# Purpose & Structure of the EOP

## Purpose:

- Unified framework to prepare for, respond to, and recover from disasters & emergencies.



2023 December Storm

## Structure: 3 Components

- **Base Plan** — authorities, roles, responsibilities, and EOC/ICS integration.
- **Support Appendices** — glossary, record of changes, distribution.
- **Hazard-Specific / Functional Annexes** — operational playbooks for priority threats.

# Sections of the Plan

- **Table of Contents**
- **Section 1:** Introduction & Risk Assessment
- **Section 2:** Concept of Operations
- **Section 3:** Roles & Responsibilities
- **Section 4:** Plan Maintenance
- **Section 5:** Appendices & Annexes



# Risk Landscape: Top Threats & Hazards

- **High Risk:** Cyber incidents, Nor’easters, mass violence, infectious diseases
- **Medium Risk:** Coastal flooding, hazmat, urban multi-structure fires
- **Low Risk:** Tornadoes, drought, rural wildfires

<b>High Risk</b>	<ul style="list-style-type: none"> <li>• Cyber Incident</li> <li>• Winter Storm - Nor’Easter</li> <li>• Terrorist / Mass Violence</li> <li>• Winter Storms - Blizzard &amp; Ice Storm</li> <li>• Extreme Cold</li> <li>• Flash Flooding</li> <li>• Infectious Disease Outbreak</li> <li>• Summer Weather - Windstorm</li> </ul>
<b>Medium Risk</b>	<ul style="list-style-type: none"> <li>• Coastal Flooding</li> <li>• Transportation (Mass Casualty) Incident</li> <li>• Hazmat Release - Transportation</li> <li>• Hazmat Release - Fixed site</li> <li>• Urban Multi-Structure Fire</li> <li>• Earthquake</li> <li>• Space Weather</li> <li>• Riverine Flooding</li> <li>• Heat Wave</li> <li>• Radiological Incident</li> </ul>
<b>Low Risk</b>	<ul style="list-style-type: none"> <li>• Rural Wildfire</li> <li>• Landslide</li> <li>• Bridge / Building Collapse</li> <li>• Tornadoes</li> <li>• Drought</li> </ul>

# Who Does What: Governance & Coordination

- **City Leadership** — Council, Mayor, City Manager: policy, declarations, resource allocation.
- **Office of Emergency Management** — EOP maintenance & stewardship, EOC activation/coordination, training & exercises.
- **Departments** — Police, Fire, Public Works, Health & Human Services, Parks, IT, Finance, etc. utilize the plan.
- **Outside Agencies & Partners** — Cumberland County EMA, MEMA/FEMA, utilities, healthcare, schools, NGOs, private sector.



# EOP Components Requiring Additional Work & Attention

- A. Shelters / Facilities List
- B. Functional & Hazard Specific Annexes
- C. Streamlining / Combining Sub-sections
- D. Formatting & Appearance
- E. Community Engagement
- F. External Agencies, NGO's, & Private Partners Engagement

# Preparedness Priorities & Next Steps

## Priorities

- **Resource Readiness** — Evaluate current capabilities, facilities, operational plans.
- **Communications** — Community engagement, improve workflows & collaboration.
- **Partnerships** — Deepen coordination with utilities, hospitals, schools, private sector.

## Next Steps

- **Committee Feedback** — Integrate input into final EOP; schedule annex workshops.
- **City Council** — Approve current draft, G402 training, approving future changes to EOP.
- **Training & Exercises** — EOC activation, expand multi-agency drills and integration.



# Questions & Discussion

Thank you for your time and attention.  
We welcome your questions, feedback, and recommendations.



City of Portland, Maine • Office of Emergency Management  
Email: [chager@portlandmaine.gov](mailto:chager@portlandmaine.gov) | Phone: (207) 756-8053



**To: Health & Human Services & Public Safety Committee**  
*Councilor Anna Bullett, Chair*

**MEETING DATE**  
September 9, 2025

**AGENDA ITEM**  
Emergency Operations Plan Draft and Chapter 2 Ordinance Changes related to Emergency Management.

**PURPOSE**  
City staff are seeking feedback on the Emergency Operations Plan (EOP) Draft & Proposed Changes to Chapter 2 Article VIII Emergency Preparedness from the Committee for guidance on next steps.

**COMMITTEE WORK PLAN/CITY COUNCIL GOAL ALIGNMENT**  
Per State Statute Title 37-B Sec. 783 and City Ordinance Chapter 2 Article VIII Emergency Preparedness, Municipal Disaster / Emergency Plans must be in place and approved by the governing body.

**BACKGROUND/ANALYSIS**  
A Municipal Emergency Operations Plan (EOP) is vital because it helps the city prepare for and respond to emergencies in a coordinated and comprehensive way. Given recent national events including flooding, wildfires, global pandemic, weather events, shootings, etc. updating the EOP is a top priority for city leadership and the city's Emergency Management Director.

A jurisdiction's EOP is a document that:

- Assigns responsibility to organizations and individuals for carrying out specific actions that exceed routine responsibility at projected times and places during an emergency
- Sets forth lines of authority and organizational relationships and shows how all actions will be coordinated

- Describes how people (including unaccompanied minors, individuals with disabilities, others with access and functional needs, and individuals with limited English proficiency) and property are protected
- Identifies personnel, equipment, facilities, supplies, and other resources available within the jurisdiction or by agreement with other jurisdictions
- Reconciles requirements with other jurisdictions.

An EOP is flexible enough for use in all emergencies. A complete EOP describes: the purpose of the plan along with the situation, assumptions, organization and assignment of responsibilities, administration and logistics, plan development and maintenance, and authorities and references.

To assist with the EOP's update, an internal Emergency Management Project Advisory Committee (EMPAC) was formed with representation from most City departments. The EMPAC has reviewed the attached draft during several feedback and suggestion sessions in the last two months.

As part of this EOP rewrite process, City Ordinance around emergency preparedness needed to be reviewed for potential updates and or language changes to meet the unique needs, priorities, and current resources that currently exist.

Proposed changes to the Ordinance Chapter 2 Article VIII include;

- Updating the title
- Changes in sec. 2-402 Definitions (Change Bureau to Office of Emergency Management)
- Minor changes and additions to sec. 2-403 Organization, 2-404 Director
- Minor changes to the sec. 2-406 Emergency Proclamation
- Added language under sec. 2-409 Emergency Operations Plans
- Changes in sec. 2-411 Compensation for injuries

Significant progress has been made on the rewriting of this EOP and its first initial draft for review. However, there are several components of the plan that still need some additional work and attention in the next two months and ongoing into next calendar year. Those areas include;

- Shelters / Facilities List
- Functional and Hazard Specific Annexes
- Streamling / Combining Sub-sections
- Community Engagement
- External Agencies / Partnerships Engagement

**FISCAL IMPACT**

There is no anticipated material fiscal impact associated with updating the EOP and Chapter 2, Article VIII of the City Code. Some funding or budget capacity might be required to train and exercise the final approved plan in the current and future fiscal years.

**CONCLUSION(S)**

This item is for information and discussion. Staff anticipate this item will be placed on the committee’s October agenda for action and public comment, followed by City Council consideration.

**PRIOR COMMITTEE REVIEW**

Health & Human Services and Public Safety Committee (July 8, 2025) - Introduction

**PREPARED BY**

Chad Johnston  
Fire Chief  
Fire Department

Greg Jordan  
Assistant City Manager  
Executive Office

Keith Gautreau  
EMA Contract Employee  
Fire Department

Caity Hager  
EMA Coordinator  
Fire Department

**ATTACHMENTS**

- Attachment A - Draft changes to Chapter 2 Article VIII Emergency Preparedness
- Attachment B - First Draft of Emergency Operations Plan (EOP)
- Attachment C - Executive Summary Memo for Community Engagement
- Attachment D - PowerPoint Summary of EOP Slide Deck