

**Remote HHS and Public Safety  
Meeting Agenda**  
March 10, 2026 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: Mar 10, 2026 05:30 PM Eastern Time (US and Canada)

Topic: Remote HHS and Public Safety Meeting

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+1 301 715 8592 US (Washington DC)

+1 305 224 1968 US

+1 309 205 3325 US

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+1 646 931 3860 US

+1 386 347 5053 US

+1 507 473 4847 US

+1 564 217 2000 US

+1 669 444 9171 US

+1 669 900 6833 US (San Jose)

+1 689 278 1000 US

+1 719 359 4580 US

+1 253 205 0468 US

+1 253 215 8782 US (Tacoma)

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Webinar ID: 843 2455 3969

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1. Announcements
2. Review and Approval of Minutes from February 10, 2026
  - a. Draft Minutes
3. Winter Warming Shelter Update (Maggie McLoughlin, HHS Director)  
*This update is a standing agenda item through the end of winter warming shelter operations in April.*
4. FY27 - Winter Warming Shelter Planning (Greg Jordan, Assistant City Manager)  
*Staff will seek guidance from the Committee regarding considerations for winter warming shelter next winter.*
  - a. Staff Presentation
5. Shelter Mission Review (Maggie McLoughlin, HHS Director)  
*Review missions of shelter facilities.*
  - a. Staff Presentation
6. Public Safety Update (Chad Johnston, Fire Chief)  
*A standing public safety update that alternates each month between the Police and Fire departments.*
7. Executive Session- Pursuant to 1 MRS 405(6)(E), the Committee is expected to enter executive session to consult with its attorneys regarding the City's legal rights and duties related to the homeless shelter at 166 Riverside Industrial Ave.
8. Next Meeting: April 14, 2026

## Health & Human Services and Public Safety Committee

February 10 2026, 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: Pious Ali (At-Large)

City Staff:

Adam Harr, Executive Assistant; Greg Jordan, Assistant City Manager; Mark Dubois, Police Chief; Maggie McLoughlin, Director of HHS; Dena Libner, Assistant City Manager; Chad Johnston, Fire Chief.

### 1. Announcements

- Public comment will be taken on the committee work plan.

### 2. Review and Approval of Minutes from January 13, 2025

- Councilor Moved to approve the minutes and seconded by Councilor. The minutes were approved unanimously 3-0 with Councilor Fournier not yet at the meeting.

### 3. Winter Warming Shelter Update

- HHS Director McLoughlin gave an update:
  - It has been open for 32 nights.
  - 343 unduplicated clients at about 50 per night.
    - Low of 15.
    - High of 61.
  - 90% have done coordinated entry information releases.
  - Half have never been to the Homeless Services Center or within the last six months.
  - Self-reported substance use disorder and mental health issues.
  - People in Coordinated Entry have a collective 124 years of homelessness.
  - 2,430 OT hours from staff to date.
  - Grant for 400,000 with \$160,000 and costs about \$30,000 per week.
  - We are on track to open 64 days when we were budgeted for 50 days.

Committee questions and concerns

- Do we anticipate needing to ask for more funding?
  - Not currently.
- What data is reported to MaineHousing and at what interval?

### 4. Public Safety Update

- Overall decrease in violent crime.
- Decrease in property crime across all categories.
- 1% increase in calls for service.

- Bayside represents 18% of calls for service.
- Reactive calls increasing and proactive (officer initiated) decreasing.
  - Attributed to less staff.
- Overdoses high at 535, 18 of which were fatal.
- Narcan was admitted in almost all, but officer administered Narcan 43 times.
- Citations doubled over last year due to a focus on traffic violations.
- Hit and run crashes are up.

#### Committee questions and concerns

- Sexual assaults are up 33%
  - Many more reported.
  - Assessing the reason.
  - Will return with the total number.
- Is there a partnership opportunity with Through These Doors?
  - Yes, they have an office in the PD.
- Urban ranger program
  - On their own since the end of the last week.
  - Just getting started due to a delay in uniforms.
  - They will focus on the non-grass city parks on peninsula.
  - They will ~~have~~ tracked citations and will issue reports.
    - Routines will evolve over the next three months as the season changes.

#### 5. Committee 2026 Workplan

- Councilor Michniewicz asked how the policy initiatives will lower the 120 chronically homeless number by 50% (housing 60 people).
  - This number is a moving target and is up for debate.
  - Staff would like clarification on if staff should focus on unsheltered or chronic (120 does not make sense of outside of just unsheltered).
- Councilor Fournier said that metrics will be developed as higher level policy initiatives get developed.
  - Homelessness is a regional issue and should not just be Portland driven and that be reflected in the providers we speak to and the metrics tracked.
  - Day space is her top priority.
  - Missions of City shelter is second.
    - Use to inform a clear funding ask.
- Councilor Pelletier
  - Wants cruise ship protocol included.
  - Thinks Days space and Overdose Prevention Sites will improve outcomes in the continuum of care and will decrease chronic homelessness.
- Would like all shelters in the city to share data.
- Day space can be informed by St Vincent DePaul's work and data from this year.
- Buy-back program is reducing syringe waste.
- Ranking

1. Consider recommending funding a day space as a part of FY27 budget
  2. Review missions of shelter facilities
  3. Consider policy to allow the operation of overdose prevention centers
  4. Review current efforts to reduce syringe waste and explore additional policy solutions
  5. Cruise ships (Norovirus or other infectious disease protocol)
  6. Assess and consider regulation of charitable food distribution
- Can staff include cruise ship communicable disease info as part of their normal work?
    - Staff would present on how Public Health partners with CDC and how we may communicate to the public in different scenarios.
      - CDC did not flag norovirus so the committee would need to direct staff but a vote or policy is not needed.
      - Looking for what City comms will due when there is an outbreak.
  - Public comment
    - Joan Lochtov thanked the committee for looking at an improved protocol for cruise ships. There was a gap last October and they have a proposal for improved communication between the port, cruise ships, and the public.
    - Tess Parks, Resident of District 5 is excited to see Overdose Prevention Centers considered as a top goal. We have seen a 20% reduction in the past year, but 1 Mainer a day is still dying which is a policy failure. They encouraged people to read the legislated appointed committee to study Overdoes Prevention Center's report that show they reduce sing litter and there is not data suggesting that they increase crime. The syringe buy-back program leading to a 20% increase in safe syringe disposal is incredible. They offered themselves as Policy Director of Maine Recovery Action project for any data needed.

**Next meeting is March 10, 2026.**

Councilor Michniewicz moved to adjourn, and was seconded by Councilor Fournier. The motion passed unanimously 4-0 and the meeting adjourned at 6:24 PM.

**City of Portland | Executive Office**  
Dena Libner, *Assistant City Manager*  
Greg Jordan, *Assistant City Manager*



**City of Portland | Health & Human Services Department**  
Maggie McLoughlin, *HHS Director*

**City of Portland | Fire Department**  
Caity Hagar, *Emergency Management Coordinator*

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

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**MEETING DATE**

March 10, 2026

**AGENDA ITEM**

Agenda Item #3 -"FY27 - Winter Warming Shelter Planning"

**PURPOSE**

Provide background information regarding warming shelter operations to inform Committee consideration of operational changes for the FY27 season.

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

The Council included reducing chronic homelessness in its 2026 Council Common Goals. The HHS&PS Committee included a review of shelter missions in its 2026 workplan.

**BACKGROUND**

The City-operated emergency winter warming shelter is supplemental to the City's existing shelters, which operate daily. The warming shelter supports up to 60 individuals on nights when the threshold is activated. In FY24 and FY25, City staff assisted community partners in establishing privately-operated winter warming shelters, which operated out of First Parish Church and were funded through a Maine State Housing Authority (MSHA) grant.

At the end of the FY25 season, the shelter operator shared a memo with the HHSPS Committee concluding that First Parish is not an ideal space or location for the shelter, and noted the heavy burden on staff of operating a thresholds-based, high-acuity shelter. For FY26, no private operator with significant prior experience applied for the grant for singles shelter services<sup>1</sup> and, despite outreach to property owners, no appropriate, privately-owned space was identified for use. To ensure an option was available, the City moved forward with an application for a warming shelter at 166 Riverside Industrial Parkway and successfully secured funding for up to 50 shelter nights (\$400,000).

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<sup>1</sup> State St. Church applied and received funding for winter family shelter services.

## **Description of FY26 Model**

The FY26 model is a threshold-based, low-barrier shelter. Once funding is secured, the City's Emergency Management Coordinator (EMC) works with the City's Social Services Division to establish activation triggers and update the Winter Warming Plan. The EMC and Social Services Director coordinate with other local partners that provide services to the unhoused community to open their spaces for warmth during the day when the plan is activated. The EMC maintains a robust email distribution list of stakeholders, monitors the weather, activates the Winter Warming Plan, and notifies stakeholders when the plan is activated. The warming shelter is based at 166 Riverside Industrial Parkway, with shuttle service transferring clients to and from the peninsula. This facility is not available for the FY27 season.

## **History of Thresholds**

- FY23 and prior- No emergency nightly warming shelter, beyond overflow from Oxford St Shelter to chairs at the former general assistance office.
- FY24- Activation was based on a daily high apparent temperature of 20°F or snow accumulation of more than 10 inches. The shelter operated 17 nights.
- FY25- Activation was adjusted to have the warming shelter open more often. The temperature trigger was changed to a daily low of 15°F, in addition to snow accumulation of more than 10 inches. The shelter operated 34 nights.
- FY26- Temperature and snow thresholds remained; blizzard and ice storm warnings were added mid-season. The shelter operated 39 nights as of the time of memo publication.

## **Research and Peer Review**

The EMC provided the HHSPS Committee with a [comparative analysis](#) of warming shelter strategies across 16 peer<sup>2</sup> cities in April 2025. Of this cohort, Portland is the only municipality that operates its own homeless shelter; many communities have limited year-round shelter capacity that increases the need for sheltering in the colder months. Of the cities that do have warming shelters, the majority of the warming shelters are open nightly each winter are operated by private non-profit organizations, and operate out of churches, day spaces, or overflow areas of existing shelters.

The majority of these shelters are privately or state grant-funded. Some municipalities have provided funding for warming shelters in the past, most using pandemic-era funding that was not available after 2025.

## **Analysis of Current Model**

- **Thresholds-** The threshold-based model is designed to align with the most acute weather outputs (snow and temperature). However, exposure-based health impacts can set in at temperatures above 40°F.<sup>3</sup> Further, forecast variability makes prediction and accurate budgeting challenging.

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<sup>2</sup> Peer cities generated from League of Women Voters of Maine, based on city size, state population density, and city population ranking within the state, etc. "Identifying Cities Comparable to Portland, Maine," November, 2021, February 10, 2025. [Link](#).

<sup>3</sup> Hypothermia can set in at temperatures above 40°, particularly when there are wet conditions and wind.

- **Staffing & Operations-** This model relies entirely on overtime from existing staff. Potential challenges include:
  - **Recruitment & Retention:** The unpredictable nature of "as-needed"overnight and weekend work makes it challenging to hire dedicated part-time staff.
  - **Workforce Fatigue:** Most available personnel maintain full-time daytime responsibilities. Relying on these individuals for additional night shifts creates a "double-shift" scenario, leading to burnout and staff fatigue.
  - **Lack of Predictability:** Historical data shows activations ranging from 20 to 40+ nights per year, making it difficult to project labor capacity accurately.
  - **Staffing Model Comparison:**
    - **Full-Time (Threshold Model):** Hiring full-time staff to wait for threshold triggers would result in significant "idle time" costs during mild weather.
    - **Seasonal Model (Nightly):** Transitioning to a seasonal, nightly operation would guarantee staff availability and service consistency but requires a substantial budget increase.
- **Funding Availability-** The timing of MSHA grant cycles often misaligns with the need for pre-season recruitment, site identification/lease development, and training. Without funding allocated well in advance of the winter season, the operator faces a "funding lag" that constrains preparation. It is also unclear if MSHA will continue to have winter warming funds available on an annual basis as funding in past years has at least in part been based on ARPA funds that are no longer available.
- **Location:** Warming shelters have specific safety needs, including open sight lines for low-barrier shelters. An on-peninsula warming shelter reduces barriers to access as well as costs and complications associated with transportation. Zoning requirements also limit options to certain areas of the City where a warming shelter could operate on a nightly basis.

#### **FISCAL IMPACT**

See conclusion below.

#### **CONCLUSION(S)**

Based on a peer analysis, Portland’s delivery of year-round and seasonal shelter services appears to be unique. Challenges of the current model, including thresholds, staffing, and location, are fundamentally due to the lack of a reliable and sufficient funding source needed for a more comprehensive solution. Substantive changes to the current operating model are likely to require a new and significant funding source.

#### **PRIOR COMMITTEE REVIEW**

Commonspace Memo (January 2025)- [Link](#)

Warming/Cooling Center Memo (April 2025)- [Link](#)

Winter Warming Threshold Update (January 2026)- [Link](#)

**PREPARED BY**

Greg Jordan & Dena Libner  
Assistant City Managers  
Executive Department

Margaret McLoughlin  
Director  
Health & Human Services

Caity Hager  
Emergency Management Coordinator  
Fire Department

**RELEVANT ADDITIONAL DOCUMENTS**

2025-2026 Winter Warming Plan- [Link](#)

# An Overview of **City-Operated Shelters**

*Aaron Geyer, Social Services Director*

March 10, 2026



## INTRO TO

# Portland's Shelter System

### Facilities

Operated by the Social Services Division, Portland's shelter system includes two low-barrier, year-round sites: the **Homeless Services Center (HSC)**, **166 Riverside**, and the **Family Shelter**.

The HSC and 166 Riverside are the first and second largest single-adult shelters in Maine, respectively. The Family Shelter is the state's largest facility dedicated to families.

All three shelters have a total capacity of **583 beds**.

### Staffing

- 24/7/365 operations are maintained by a mix of full-time, part-time, and per diem staff.
- To reflect high demand and expansion of HSC and 166 Riverside, workforce has nearly tripled from **72 staff** (2022) to **205** (2026).
- Personnel receive training on de-escalation, CPR, Narcan administration, and more.

## INTRO TO

# Portland's Shelter System

### Wrap around Services

In collaboration with community partners, each shelter delivers comprehensive, site-specific services to guests based on the needs of the population.

- **Essential Needs:** All guests have access to secure storage, laundry facilities, and a dedicated day space.
- **Meals:** HSC and 166 Riverside provides all meals to guests. The Family Shelter is equipped with kitchens for guests to prepare their own meals.
- **Shuttle Service:** Staff provide transportation from shelters to high-need service locations on a predetermined route.
- **Community Resources:** Depending on the shelter and needs of its clients, partners offer onsite medical care, behavioral health support, employment services, English language classes, and more.

# Single Adult Shelters



Homeless Services Center

## Homeless Services Center

- 258-bed capacity
- 34% of guests report Portland as their last residency

## 166 Riverside

- 179-bed capacity
- 5% of guests report Portland as their last residency

# Family Shelter



Family Shelter Units on Chestnut Street

## Family Shelter

- 146-bed capacity
- Serves approximately 42 families
- < 5% of guests report Portland as their last residency

# 2025 Shelter and Housing Placements

Staff work closely with shelter clients to secure long-term, stable housing placements.

Staff support clients in obtaining essential legal documents, identify housing opportunities, navigate the application process, and retain their tenancy.

1,641

Unique shelter clients served

164,884

Bed nights provided (451 years of homelessness)

522

Shelter-to-housing placements

# Winter Warming Shelter



166 Riverside

- Operates out of 166 Riverside
- Additional 60 person capacity
- Serving single adults
- 75% of guests have been to HSC

## Activation Criteria

- The daily low temperature reaches 15 °F or below, or
- Snow accumulation of more than 10 inches occurs, or
- The National Weather Service issues a blizzard warning or ice storm warning

# Winter Warming Shelter Impact, 2025-2026



**39**

Activated nights

**389**

Unduplicated clients

**3,661**

Staff overtime hours required to maintain appropriate staffing levels

# Partner-Operated Portland Shelters



**MILESTONE**  
RECOVERY





## *Questions & Answers*

Contact [aeg@portlandmaine.gov](mailto:aeg@portlandmaine.gov)

# Partner-Operated Portland Shelters

Portland’s response to homelessness is a collective effort. In addition to city-run sites, three of our long-standing community partners operate five facilities to provide shelter and specialized support services.

Their locations support an additional **160 beds**.

Operator	Shelter Name	Demographic Served	Capacity
Milestone Recovery	Milestone Recovery	Substance use - Men	36 beds
Through These Doors	Through These Doors	Domestic Violence	16 beds
Preble Street	Joe Kreisler Teen Shelter	Youth	28 beds
	Florence House	General - Women	40 beds
	Elena’s Way	General - Adults	40 beds

*“Milestone Recovery provides low-barrier shelter to male identifying people dealing with substance use. We provide meals, laundry, access to showers and housing services. Our current capacity is 36 but will soon be adding two more beds. It is our goal to provide a safe, compassionate space where people are treated with dignity. Last year we served 430 unique individuals.”*

**-Joseph McNally, Director of Homeless Services**

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*“Through These Doors, the only domestic violence resource center in Cumberland County, operates an emergency shelter for victims and survivors who are homeless as a result of abuse or fleeing abuse in their homes. Our shelter provides safe, emergency housing for survivors and their children along with comprehensive, holistic services to support survivors in achieving safety and stability. Annually, Through These Doors serves approximately 100 survivors in our emergency shelter program.”*

**-Jenny Stasio, Co-Executive Director of Through These Doors**

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*“Preble Street's Teen Shelter Services has two branches of programming comprised of the Teen Center Drop-In and the Joe Kreisler Teen Shelter. These services combine to provide safety and meet basic needs 24/365 for youth experiencing homelessness ages 12-20, to provide comprehensive collaborative case management to connect youth with services to address the health, education, employment, mental health, substance use, family, and housing challenges they face.*

*The Joe Kreisler Teen Shelter provides emergency shelter and basic needs services from 8p-8a nightly for youth between the ages of 12-20. JKTS is a DHHS licensed shelter with 24 beds and 4 emergency overflow beds.”*

**-Kiersten Mulcahy, Director of Teen Services**

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*“Florence House Shelter offers congregate living style space for 40 women experiencing homelessness in the emergency shelter. All 40 women have access to showers, bathrooms, laundry, personal hygiene products, personal storage, and a dining room serving three daily meals. Operating 24/365, Florence House provides support, information and referrals, crisis intervention, and case management to homeless women who are exceptionally vulnerable to violence, sexual assault, and human trafficking, are often chronically homeless, have untreated mental illness and/or substance use disorders are transitioning from incarceration and for whom additional safety and support are critical. Because the population is aging and homelessness severely compromises individual health, many seeking shelters have serious medical needs.”*

**-Henry Myer, Director of Elena's Way & Street Outreach Collaborative**

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*“Elena's Way, a Preble Street Wellness Shelter, is a 24-hour, 40-bed, service-inclusive, and trauma-informed emergency shelter for individuals experiencing homelessness that is grounded in social work and medical best practices. A Wellness Shelter provides a therapeutic environment for those accessing services to heal, rest, and stabilize as they connect with trained social work staff to pursue casework goals related to housing, healthcare, employment, and community integration.*

*Elena's Way is intentionally built to serve the needs of individuals experiencing unsheltered homelessness, individuals unable to access other shelter services, and individuals who are otherwise extremely vulnerable should they be unsheltered.”*

**-Henry Myer, Director of Elena's Way & Street Outreach Collaborative**



# Health and Human Service / Public Safety Committee

*Public Safety Update  
Portland Fire Department*

March 10th, 2026



# Calls For Service



	Fire	EMS	Total
2005	3,745	9,506	13,251
2010	3,921	10,252	14,173
2015	4,156	12,415	16,571
2020	5,762	11,045	16,807
2025	5,194	14,875	20,069



# Fires



# Working Fires



# Fire Deaths

## Long-Term Trend: Decades of Progress



## Recent Annual Data & 2025 Alert

2020	0 Deaths
2021	1 Death
2022	0 Deaths
2023	1 Death
2024	0 Deaths
2025	3 Deaths

# Mainland Station Activity



# EMS TRANSPORTS



■ MC1 ■ MC3 ■ MC4 ■ MC5 ■ MC6 ■ MC9

Munjoy Hill	134 Congress Street	1 Ladder Co. 1 Medcu
Central	380 Congresss Street	1 Engine Co. 1 Medcu 1 EMS Supervisor
Bramhall Square	784 Congress Street	1 Engine Co. 1 Medcu 1 Ladder Co. 1 Rescue Co. 1 Shift Commander
Rosemont	212 Stevens Avenue	1 Ladder Co. 1 Medcu
Riverton	1600 Forest Avenue	1 Engine Co.
North Deering	386 Allen Avenue	1 Ladder Co. 1 Medcu
East Deering	580 Ocean Avenue	1 Engine Co.
Jetport	1005 Westbrook Street	3 Crash Trucks
Waterfront	56 Commerical Street	3 Fireboats

# Company Level Activity



# Overdoses

**535**   
**Overdoses  
in 2025**

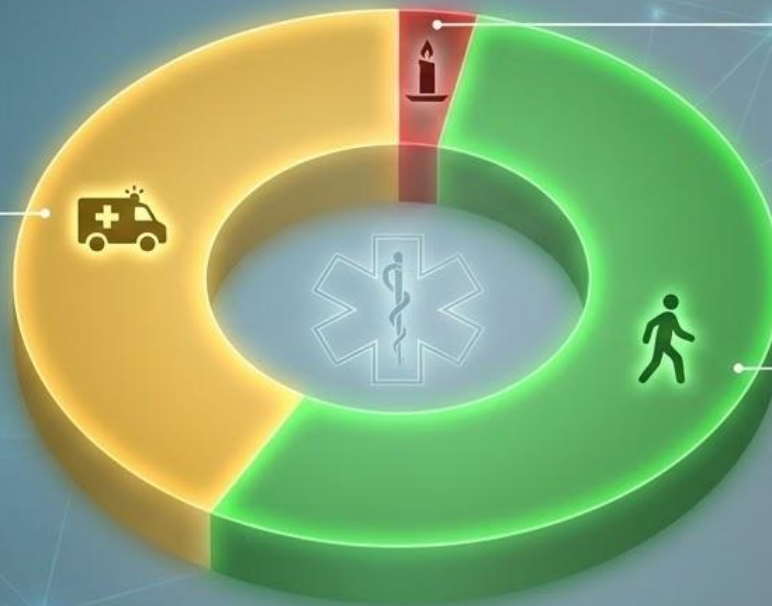
Transports: 224  
(41.9%)



Fatalities: 18  
(3.4%)



Refusals: 293  
(54.8%)



# 2025 OUT OF HOSPITAL CARDIAC ARREST



Discharged from Hospital  
Without Deficits: **12 patients**



Discharged from Hospital  
With Deficits: **2 patients**



Expired in the Hospital:  
**13 patients**

National avg for survival  
of discharge from hospital  
is **less than 10%**



**2025 CoP was 19.4%**



# Health and Human Service / Public Safety Committee

*Public Safety Update  
Portland Fire Department*

March 10th, 2026

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