



City of Portland, Maine EMERGENCY OPERATIONS PLAN



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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 a 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 Emergency Operations Plan (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 legal underpinning and 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:** This section examines management strategies for certain consequential threats and hazards particularly relevant to the City. These annexes focus on critical operational functions and who is responsible for carrying them out. They 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 for all disasters, these annexes focus on specific responsibilities, tasks, and operational actions that pertain to a particular emergency.
4. **Functional Annexes:** Functional annexes are the "how-to" guide for specific emergency management functions that are essential for an effective and coordinated response. They 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 Relationship to Other Plans

This EOP is designed to be used with other City and County plans including:

- **Portland Public Health Division All-Hazard Base Plan** - establishes the framework for activating and managing Public Health Division activities and details the public health capabilities and resources available for incident response.
- **Cumberland County Hazard Mitigation Plan** - describes the strategies taken to reduce the impact of hazards in the City of Portland and county before a disaster occurs.
- **One Climate Future Plan** - Portland and South Portland’s joint Climate Action Plan that focuses on four areas to reduce our contributions to climate change and strengthen the communities’ ability to respond to climate hazards.

- **Portland's Plan 2030** - Portland's Comprehensive Plan, a long-range policy for growth, land use, development.

1.1.5 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:

- 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.
- 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 any emergency or disaster situation is saving lives and then protecting critical infrastructure, property and the environment.
- 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, day to day duties and responsibilities are not replaced by this EOP. This plan is used 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 are trained, prepared and available to meet the requirements of this plan.
- Response operations may last several hours, days, weeks or longer. Recovery operations may last 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.

1.1.6 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. City departments will 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.

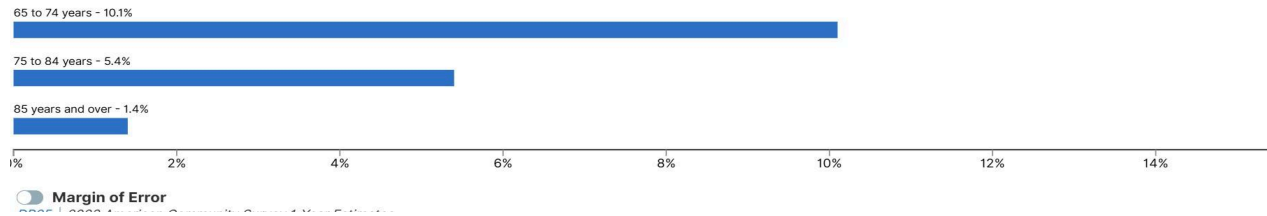
1.2 Community Risk

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.

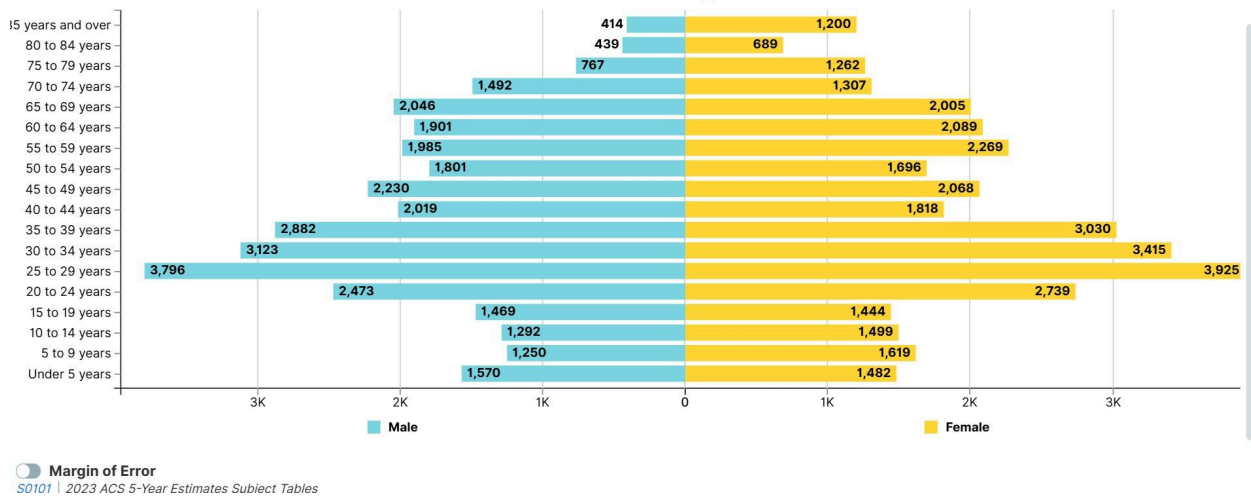
Visual 1.1 Older Population by Age in Portland, ME

Older Population by Age in Portland city, Maine



Visual 1.2 Population Pyramid

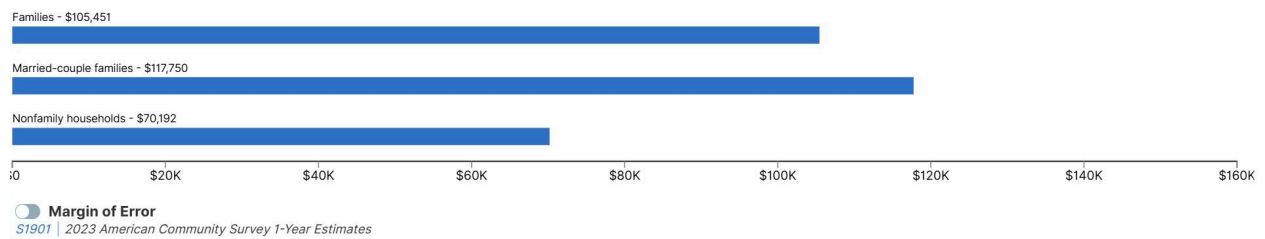
Population Pyramid: Population by Age and Sex in Portland city, Maine



Visual 1.3 Median Household Income

The median household income is \$76,174.

Median Income by Types of Families in Portland city, Maine



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:

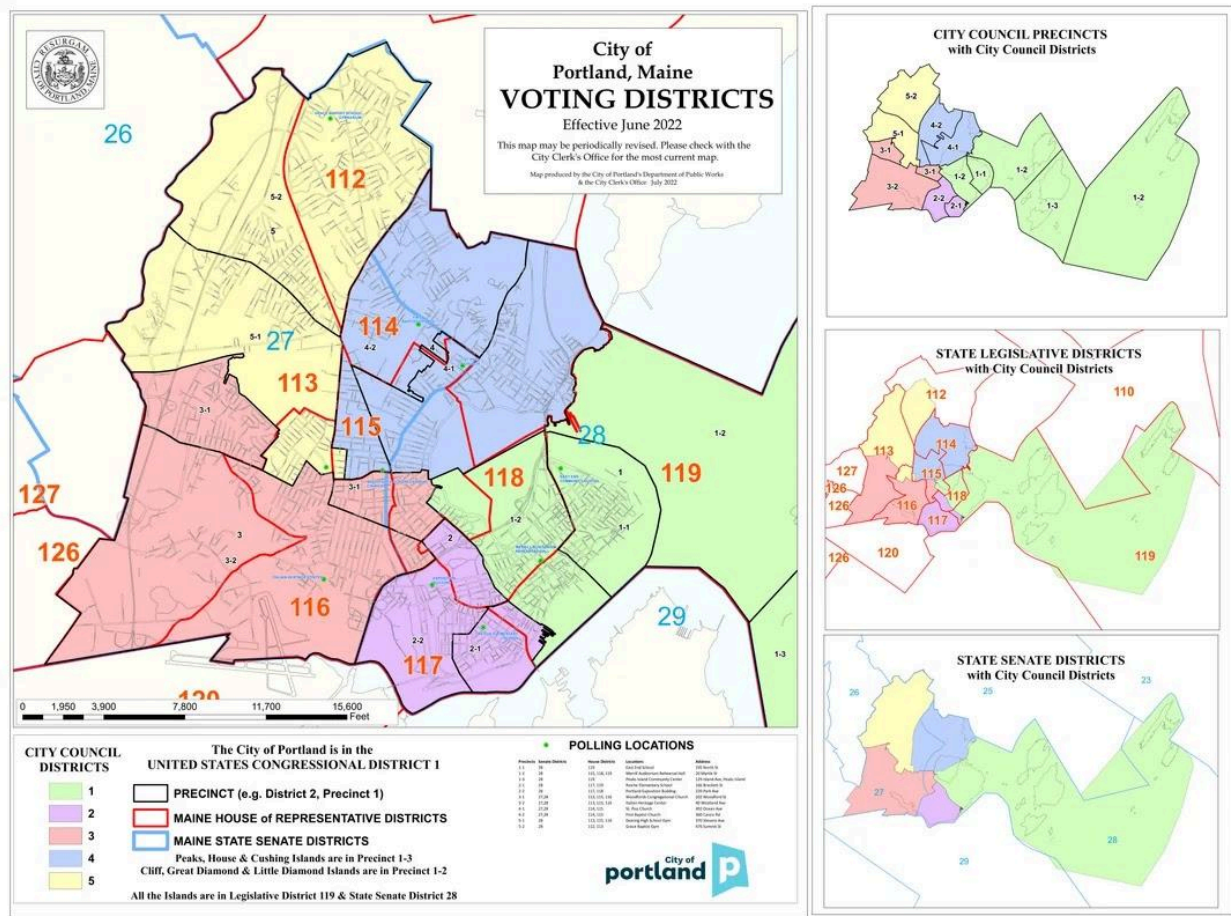
- Peaks Island
- Little Diamond Island
- Great Diamond Island
- Cliff Island
- Cushing Island

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.

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

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

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 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 is 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
Central Maine Power (CMP)	Electric utility responsible for restoring power and supporting critical infrastructure during outages.
Unitil / Summit Natural Gas	Natural gas provider ensuring safe restoration of service and supporting heating needs during emergencies.
Portland Water District	Ensures potable water supply, water quality, and wastewater management during incidents.
Casco Bay Lines	Provides ferry transportation to Casco Bay Islands, critical for evacuation and supply delivery.
Eimskip / International Marine Terminal	Maritime shipping and cargo handling for supply chain continuity. MaineHealth Maine Medical Center – Portland.
MaineHealth Maine Medical Center – Portland / Northern Light Mercy Hospital	Healthcare facilities providing emergency medical services and surge capacity.
WGME / WMTW / WCSH / Maine Public	Local broadcast media partners for public information and emergency alerts.
Hannaford / Shaw’s / WholeFoods / Trader Joe’s Supermarkets	Retail food supply chains ensure community access to groceries and essential goods.

Home Depot & Lowes	Support response and recovery efforts by providing construction and mitigation supplies during emergencies.
HospitalityMaine / Major Hotels	Supports sheltering, feeding, and housing of displaced individuals during emergencies.
Verizon / AT&T / Spectrum	Telecommunications providers ensure restoration of communications infrastructure.

2.1.9 Non-Governmental Organizations (NGOs)

Non-Governmental Organizations (NGOs) are private, nonprofit, and/or 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, 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
American Red Cross – Northern New England	Provides sheltering, mass care, emergency preparedness education, and assistance coordination during disasters.
Salvation Army – Northern New England Division	Offers emergency feeding services, mobile canteen response, spiritual and emotional care, and long-term recovery support.
Maine VOAD (Volunteer Organizations Active in Disaster)	Coordinates disaster-related nonprofits to ensure effective community support during crises.
Maine Island Trail Association (MITA)	Conserves coastal islands, supports Maine Island Trail, assists in environmental disaster debris cleanup.
Maine Ready / Volunteer Maine	Connects trained volunteers to emergency needs such as sheltering, supply distribution, and donation coordination.
Maine Wing, Civil Air Patrol (CAP)	Provides aerial search-and-rescue, aerial damage imagery, and supports emergency services.

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. Cumberland County's primary EOC is located in Portland.
- 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 Emergency Management Agency (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. The components that the City may use during an emergency response are outlined in the table below.

Table 2.3 NIMS Components and Key Functions

NIMS Component	Key Function
Incident Command System (ICS)	Organization for on-scene incident response
Incident Command Post (ICP)	Central hub for tactical-level, on-scene command and control of the emergency response
Emergency Operations Center (EOC)	Support and coordination for Citywide emergency response and short-term recovery

Department Operations Center (DOC)	Established by a specific department to coordinate its internal emergency response activities and resources
Airport Emergency Operations Center (AEOC)	DOC for the Portland International Jetport, supported by a 24-7 Operations Center
Long-Term Recovery Committee (LTRC)	Coordination of unmet needs for months or years after a disaster
Joint Information Center (JIC)	Coordinates all citywide emergency public information
Disaster Assistance Centers (DACs)	Center that opens for the public to provide access to key emergency information, services and programs
Commodity Points of Dispensing (C-PODs)	Centralized, temporary location(s) where life-sustaining commodities are directly distributed to the public when normal commercial supply chains have been severely disrupted or destroyed by a disaster
Medical Countermeasure Points of Dispensing (PODs)	Temporary location(s) for mass dispensing of medical countermeasures (e.g. antibiotics, vaccines) to the public to prevent or mitigate the spread of disease

2.2.2 Incident Command System (ICS)

2.2.2.1 ICS Overview

The Incident Command System (ICS) establishes a structure for how all incidents throughout the City are managed. The ICS uses the principle of span of control, 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, establishing objectives, and approving an Incident Action Plan (IAP). 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 Safety Officer, Liaison Officer, and Public Information Officer are the ICS Command staff. They report to the IC and 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.

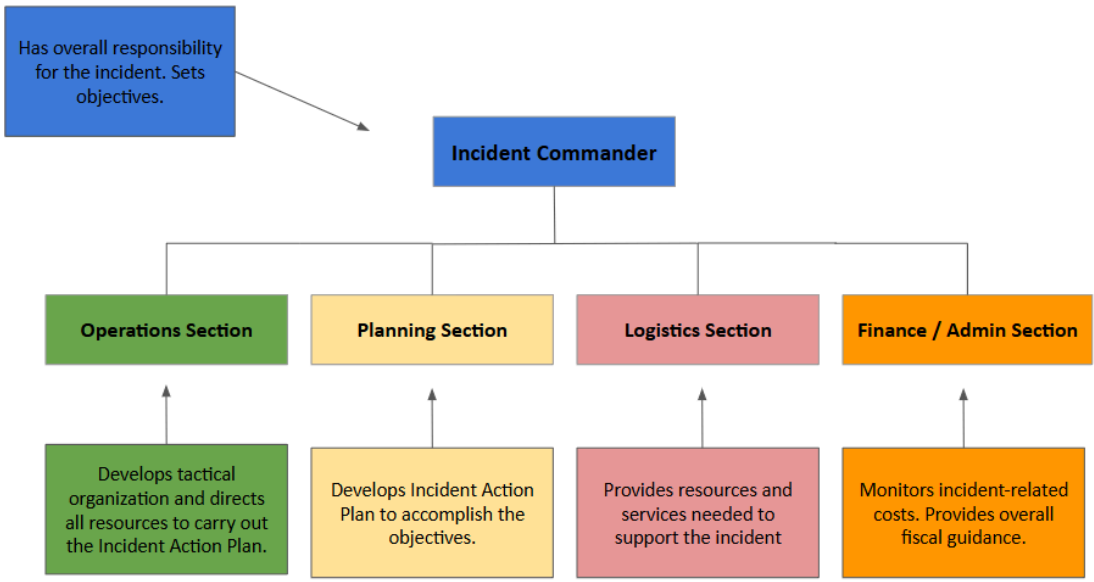
2.2.2.6 ICS Finance and Administration Section

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.

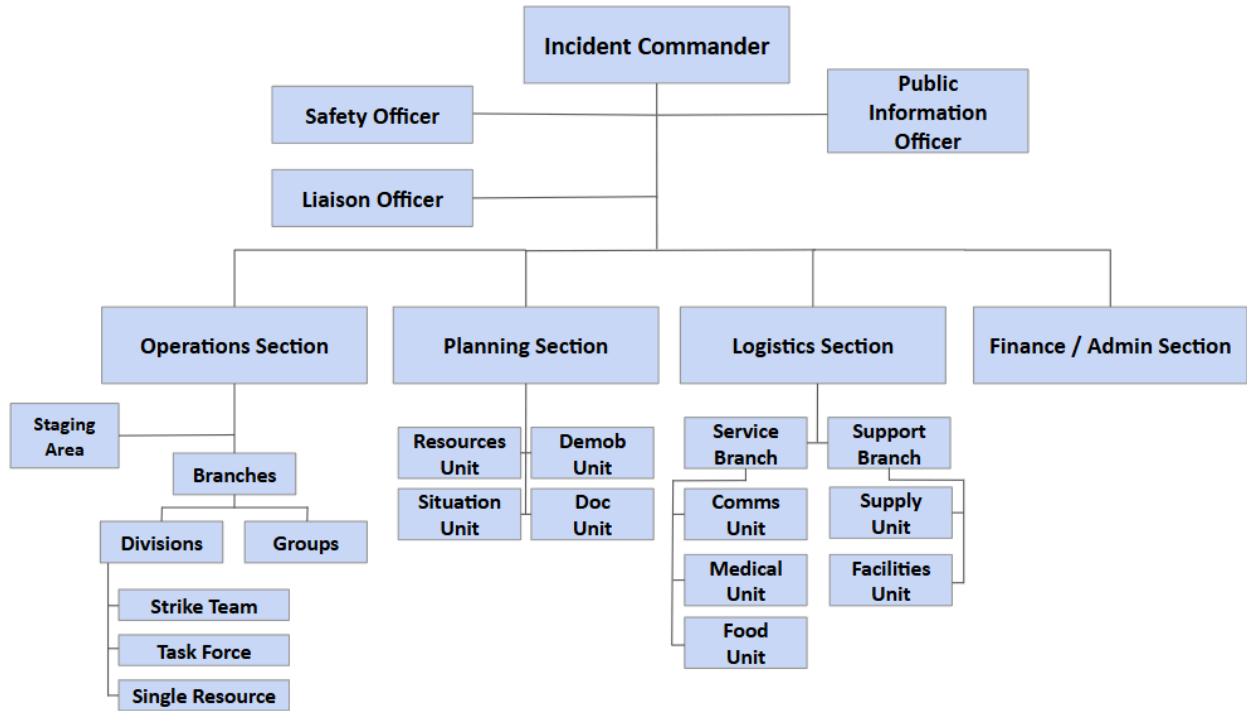
2.2.2.7 ICS Intelligence and Investigation Section

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 Explained



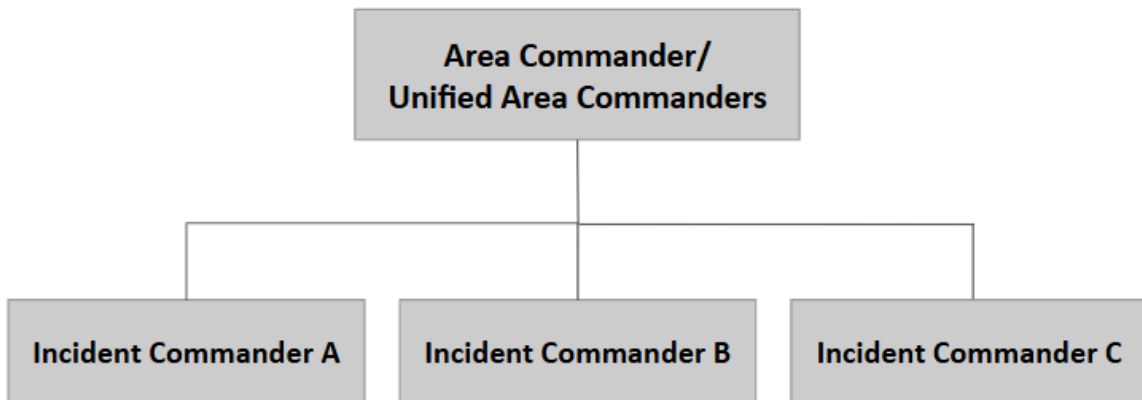
Visual 2.3 ICS Chart



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



2.2.3 Emergency Operations Center (EOC)

2.2.3.1 EOC Purpose and Application

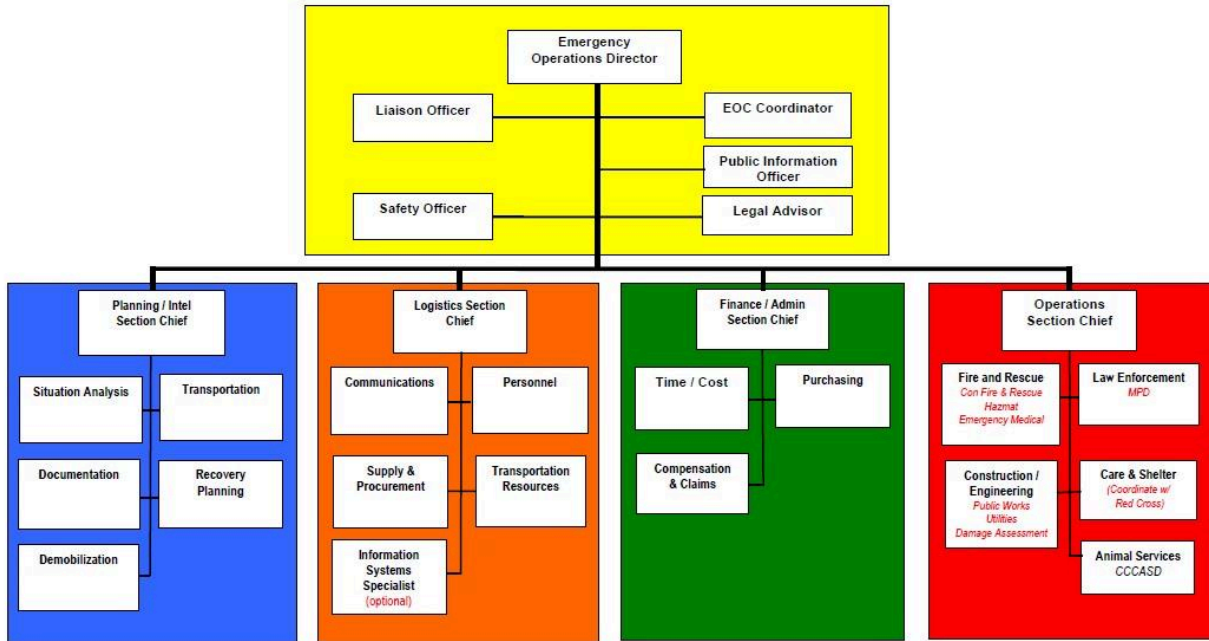
Typically the EOC activates at the discretion of the City's Emergency Management Director in consultation with the City Manager and Emergency Management Coordinator, all who are part of the Office of Emergency Management (OEM). The EOC is established to manage an emergency or disaster that is beyond 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 issues that are beyond the focus of any individual incident. EOC operations are guided by an EOC Action Plan that outlines 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. If needed, a back up EOC can be established at the Police DOC, AEOC, or Public Works DOC.

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. Coordination between the EOC and the Incident Command Post is done through the Liaison Officer. 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, resource accountability, 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. 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 PIO, 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. Portland may request an IMAT for incidents that are highly complex, long duration, or when the incident overwhelms the City's capabilities.

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.

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 EOC.

2.2.8 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.

2.2.8.1 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 2.4 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
Methods of Notification	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
Message Development and Approval	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
Accessibility	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
Coordination	Regional & State Alignment	Coordination with Cumberland County EMA, Maine EMA, and neighboring municipalities
	Joint Information System (JIS)	Integrated messaging during regional or statewide incidents
Testing and Training	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

2.2.9 Public Protective Actions

2.2.9.1 Introduction

Public protective actions consist of instructions 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.

2.2.9.2 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 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.

2.2.9.3 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.

2.2.9.4 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.

2.2.9.5 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.

2.2.9.6 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

Core Capability / Function	Finance	Planning & Urban Dev.	Health & Human Svcs.	Corporation Counsel	Permitting & Insp.	Police	Fire	Public Works
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 waivers, 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. Cybersecurity 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 Unitol Corporation

Unitol, doing business as Northern Utilities Maine Division and Granite State Gas Transmission, is a utility regulated by the Maine Public Utilities Commission. As the primary natural gas utility serving the City of Portland and operator of a natural gas transmission pipeline supporting the

area’s gas supply, Unitil plays a critical role in ensuring the safety and reliability of gas service in the community.

For emergency management purposes, their authority and responsibilities include:

- Promptly responding to emergency calls and odor complaints.
- Supporting public safety operations by isolating damaged natural gas infrastructure.
- Assessing damage to natural gas distribution and transmission infrastructure and deploying repair crews during emergencies.
- Coordinating with the City’s EOC for resource requests, situational updates, and public information dissemination.
- Prioritizing restoration for critical facilities, including hospitals, emergency shelters, and public safety facilities to the greatest extent possible while ensuring the protection of people, property, infrastructure, and the environment.
- Participating in joint training and exercises to improve response and coordination capabilities.

3.4.6 MaineHealth Maine Medical Center – Portland and Northern Light Mercy Hospital

MaineHealth Maine Medical Center – Portland 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.

3.4.7 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.

3.4.8 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.

3.4.9 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.

3.4.10 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.

3.4.11 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 Federal Rail Administration (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.

3.4.12 Cumberland County

Cumberland County administers essential county-wide resources such as judicial services, Registry of Deeds, Sheriff's Office, Jail, Regional Communications Center, Public Health Department and Emergency Management Agency (CEMA). CEMA serves as a vital link between local municipal emergency operations and State and Federal resources. CEMA's primary function is to provide coordination, logistical expertise (surge capacity), and support for large-scale, all-hazards incidents. When local resources are overwhelmed or additional coordination is needed, county-level agencies are available for additional support.

For emergency management purposes, their authority and responsibilities include:

- Activating and managing the Cumberland County EOC.
- Coordinating the flow of information to adjacent counties and MEMA.
- Requesting additional resources from the State and other partners on behalf of municipalities.
- Developing and disseminating information to foster a common operating picture.
- Coordinating activation of public alerting systems, including IPAWS and CodeRED
- Coordinating and supporting other sites, including, but not limited to:
 - Emergency Shelters
 - Joint Information Centers
 - Volunteer Reception Centers
 - Points of Distribution (POD)
 - Reunification Centers
- Coordinating emergency management training.
- Coordinating the assistance provided by private organizations, groups or volunteers, in partnership with the American Red Cross (ARC) and other non-government agencies.

3.4.13 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 coordination with Cumberland County EMA and City emergency management officials.
- 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.

3.4.14 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.

3.5.1 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.

3.5.2 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.

3.5.3 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.
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3.5.4 Tourism Industry

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

Tourism Sector	Organization(s)	Emergency Role & Capabilities
Destination Marketing	Visit Portland	Help share timely, accurate information with hotels, restaurants, attractions, and visitors. 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.

3.5.5 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.

3.5.6 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.

3.5.7 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.

3.5.8 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.

3.5.9 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.

3.5.10 Hospitals

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

Healthcare Facility	Organization(s)	Emergency Role & Capabilities
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Primary Hospital	MaineHealth Maine Medical Center – Portland	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.

3.5.11 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
AAR	After Action Report	A formal report analyzing response actions, lessons learned, and recommendations following an incident or exercise.
ARC	American Red Cross	Nonprofit organization providing disaster relief, shelter, and humanitarian services.
COOP	Continuity of Operations Plan	A plan to ensure essential government functions continue during and after a disruption.
DAC	Disaster Assistance Center	Facility where individuals and businesses can access post-disaster services and information.
DEM	Department of Emergency Management	City/County office coordinating preparedness, response, recovery, and mitigation activities.
DOC	Department Operations Center	Facility where a department coordinates its own emergency response activities.
EAS	Emergency Alert System	National system for public warning via broadcast, cable, and satellite media.
EOC	Emergency Operations Center	Central location for coordinating emergency management activities and resources.
EOP	Emergency Operations Plan	Document describing the framework for how the City responds to emergencies and disasters.
FEMA	Federal Emergency Management Agency	U.S. agency providing federal disaster response and recovery support.
ICS	Incident Command System	Standardized, on-scene, all-hazards incident management approach.
IMAT	Incident Management Assistance Team	Team providing operational support to incident management activities.

JIC	Joint Information Center	Facility for coordinating public information and media relations during an incident.
JIS	Joint Information System	Framework for integrating public information across agencies during incidents.
LEOP	Local Emergency Operations Plan	The jurisdiction-specific plan for managing emergencies.
LTRC	Long-Term Recovery Committee	Group coordinating resources and services for long-term disaster recovery.
MACS	Multiagency Coordination System	Framework for coordinating resources and decision-making among multiple agencies.
MOU	Memorandum of Understanding	Agreement between parties outlining roles, responsibilities, and resource sharing.
NIMS	National Incident Management System	Nationwide framework for standardized incident management and coordination.
OEM	Office of Emergency Management	The central coordination body for all emergency management activities within the City.
PIO	Public Information Officer	Designated official responsible for disseminating public information during an incident.
POD	Point of Distribution	Location where the public can obtain emergency supplies or services.
SitRep	Situation Report	Summary of incident status, actions taken, and resource needs.
VOAD	Voluntary Organizations Active in Disaster	Coalition of nonprofit groups supporting disaster response and recovery.

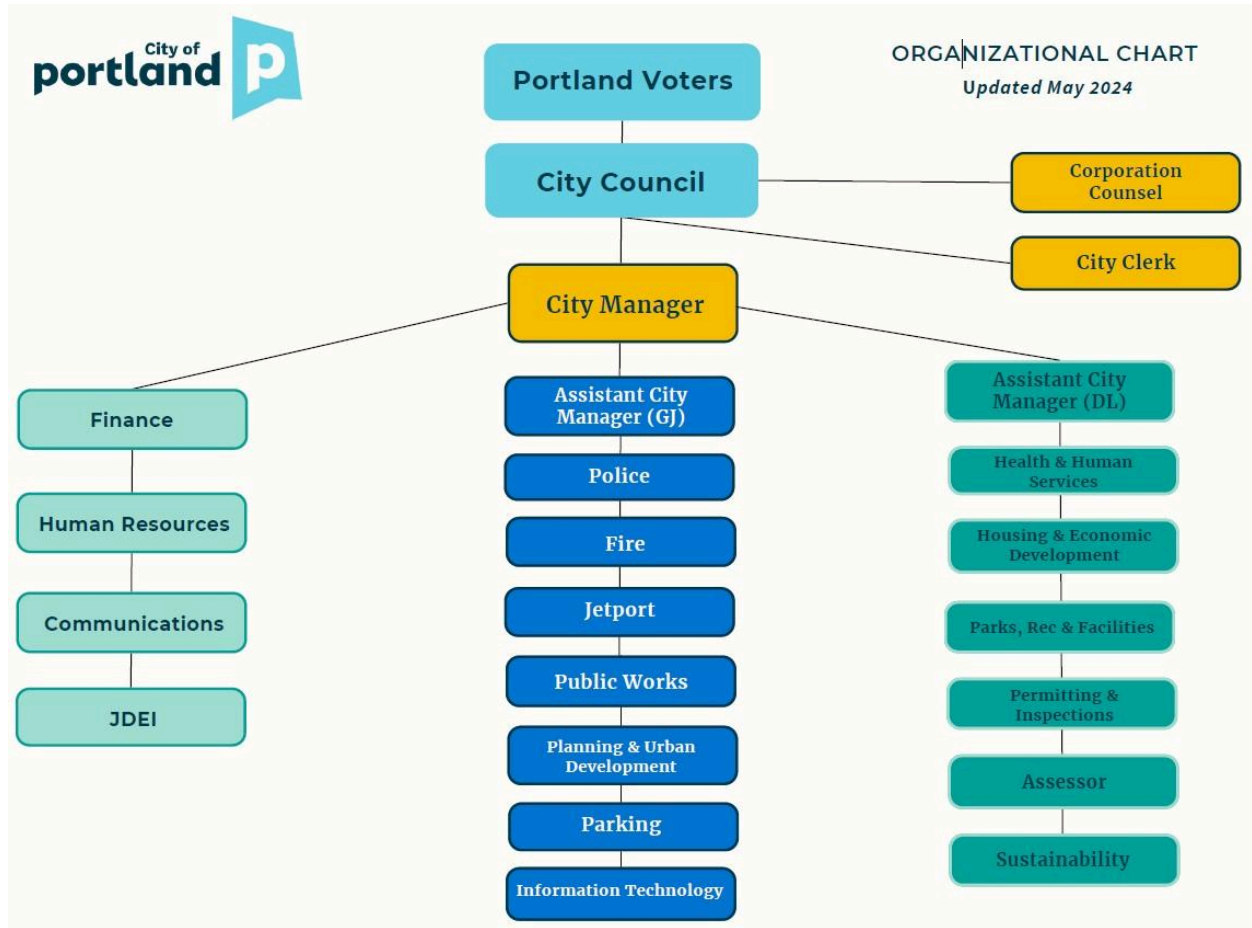
5.1.3 Record of Distribution

Record of Distribution

Name	Agency	Date of Delivery	Number of Copies

5.1.4 City of Portland Organizational Chart

Visual 5.1 City of Portland Organizational Chart



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.

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

Assisted Living & Nursing Homes	Local long-term care facilities	Safeguard vulnerable populations, coordinate evacuation and medical support when required.
Business & Industry	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
Pandemic / Public Health Emergency	Annex A – Pandemic / Public Health Response	Mass prophylaxis, vaccination, quarantine, continuity of operations, coordination with CDC/State DHHS.

Cyberattack / Infrastructure Failure	Annex B – Cybersecurity & IT Resilience	Cyberattacks, failures in critical infrastructure systems, systematic failures, data integrity and availability, coordination with Maine IT, MEMA, CISA.
Aircraft Incident (Plane Crash / Aircraft Down)	Annex C – Aviation Incident Response	FAA/NTSB coordination, Jetport emergency plan integration, mutual aid fire/rescue, mass casualty management.
Extreme Weather (Snow, Ice, Nor’easter)	Annex D – Extreme Weather Response	Snow emergencies, road clearance, utility outages, warming centers, vulnerable populations.
Hurricane / Tropical Storm	Annex E – Hurricane & Coastal Storm Response	Evacuation zones, storm surge, coastal flooding, sheltering, debris management.
Hazardous Materials Release	Annex F – Hazardous Materials Response	HazMat team deployment, decontamination, evacuation, public safety messaging.
Flooding (Riverine / Urban)	Annex G – Flood Response	Sandbagging, pumping operations, evacuation, coordination with Army Corps & PWD.
Terrorism / Active Threat	Annex H – Terrorism / Active Shooter Response	Law enforcement coordination, unified command, triage, casualty management, FBI/State Police support.
Mass Casualty Incident (General)	Annex I – Mass Casualty & Fatality Management	Medical surge, hospital coordination, fatality management, MEOC integration.
Emerging Hazard (Reserved)	Annex J – [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
Continuity of Government	Annex 1 – Continuity of Government	Succession of leadership, preservation of records, essential functions, relocation of government operations.
Communications	Annex 2 – Communications	Redundant systems, interoperability, backup infrastructure, coordination with MaineIT, FCC compliance.
Emergency Public Information & Warning	Annex 3 – Public Information & Warning	Alert & warning systems, Joint Information Center (JIC), social media coordination, rumor control.
Mass Care, Emergency Assistance, Housing & Human Services	Annex 4 – Mass Care & Human Services	Sheltering, feeding, reunification, functional needs support, coordination with Red Cross & DHHS.
Resource Management	Annex 5 – Resource Management	Procurement, staging, mutual aid, asset tracking, emergency contracts.
Critical Infrastructure & Key Resources (CIKR) Restoration	Annex 6 – CIKR Restoration	Protection & restoration of utilities, transportation, energy, water, and essential services.
Damage Assessment	Annex 7 – Damage Assessment	Field surveys, structural inspections, coordination with MEMA & FEMA for disaster declarations.
Firefighting	Annex 8 – Firefighting Operations	Urban & wildland fire suppression, mutual aid, resource staging, firefighter safety protocols.

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

**Accepted and Adopted by:
The City of Portland**

DocuSigned by:

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 Danielle West
 Its City Manager

Date: 2/3/2026