

1.0 PURPOSE AND OVERVIEW

1.1 Purpose of the Plan

The purpose of this All-Hazards Emergency Plan is to assign responsibility to government organizations in South Portland and describe the actions necessary to be prepared for, respond to and recover from emergency events. Emergency events include natural disasters such as hurricanes and storms, technological accidents such as hazardous materials incidents, and hostile acts, such as acts of terrorism involving weapons.

This All-Hazards Emergency Plan is also written to meet the requirements of Maine Revised Statutes Annotated, Title 37-B, section 781, which requires, in part that "...each municipality shall prepare and keep a current disaster emergency plan for the area subject to its jurisdiction".

In addition to implementing State of Maine law, this Plan implements Chapter 8, Article II, section 8-2 of the South Portland Code of Ordinances, which specifies emergency preparedness measures the city will undertake in response to a disaster or other emergency condition.

1.2 Overview of the Plan

The basic plan describes the authorities necessary to conduct emergency operations, describes the organizational structure necessary to respond to emergency events, and describes emergency operations functions, including command and control, communications, protective actions and other key elements of effective emergency response.

The Plan also contains a series of annexes that describe specific responses to specific hazards that could occur in the City of South Portland, including floods, severe storms, hurricanes; transportation related mass casualty accidents, hazardous materials accidents, utility failures, disease and epidemic events, and terrorism/WMD events.

This Plan outlines and describes broad actions necessary to accomplish the four phases of emergency preparedness: (1) mitigation, (2) preparedness, (3) response, and (4) recovery. The Plan is designed to provide the framework in which the four phases of emergency preparedness can take place. Specific actions for each of these phases can be found in individual or department Standard Operating Guidelines (SOGs).

2.0 SITUATION AND PLANNING ASSUMPTIONS

2.1 Situation – City of South Portland

The City of South Portland is a coastal community in southern Maine, with a land area of approximately 13 square miles. South Portland’s permanent population is about 25,000, but swells to between 60,000 and 80,000 on a daily basis, because of the large number of attractions and commercial and industrial facilities within the city.

The city’s western side hosts the Maine Mall, which is the largest retail, commercial and office complex north of Boston, and employs more than 3,000. The Maine Mall draws around 13 million people to its 140 plus businesses annually.

Also located on the western side of the city are other commercial and industrial facilities, including two world class computer chip factories, Fairchild Semiconductor and Texas Instruments Semiconductor. Other large Maine corporations, including Anthem Blue Cross/Blue Shield and Wright Express, are located on the western side of the city. These businesses provide employment to approximately 6,000 people.

The East Side of the city contains a large community college, a beach, large marinas, scenic lighthouses and older residential neighborhoods.

The East Side of the city also contains several oil and natural gas terminals and pipelines. South Portland’s port is one of the busiest oil port on the entire East Coast of the United States.

The city offers a full and comprehensive range of municipal services. There are approximately 115 fulltime police officers and firefighters located in the Public Safety Building. Most officers and firefighters are extensively trained in a multitude of emergency response functions. For example, all 65 fulltime members of the Fire Department are trained to the Technician Level for hazardous materials response.

The city also has a full service Parks and Recreation Department, which oversees a municipal 9-hole golf course, a new community center and a municipal swimming pool, along with a myriad of recreational opportunities for residents of all ages. The city maintains 525 acres of land as park space, and oversees a municipal beach. The City also maintains a fleet of 7 handicapped accessible busses in its public transportation system.

A map of South Portland is included as Figure 2.1 of the Plan. Demographic data from the 2010 US Census is included as Table 2-1.

2.2 Planning Assumptions

This plan assumes that the responsibility for emergency preparedness and response rests with all levels of government. The Plan further assumes that initial emergency response for most emergency events will come from elements of the city of South Portland, enhanced by resources and personnel available through mutual aid agreements.

Government officials recognize their responsibilities regarding public safety and will assume those responsibilities by implementing this Comprehensive All-Hazards Emergency Plan.

Warning time used effectively, decreases potential life and property loss.

Personnel preparedness and training are essential to effective emergency operations.

Adequate pre-emergency testing of facilities and equipment will help ensure reliability during emergency response.

The nature and extent of an emergency will govern which elements of the emergency organization will mobilize and respond.

2.3 Planning for Critical Facilities

A detailed list of Critical Facilities is maintained in EOC operating procedures. The list documents facilities, locations, primary contact information, daytime population, nighttime population, and any information specific to the facility of interest to emergency responders.

Critical facilities include public and private schools (including Southern Maine Community College), federal facilities (US Coast Guard Station, Air Guard Armory, etc.), key businesses (e.g. Maine Mall, Fairchild Semiconductor, Texas Instruments Semiconductor), hotels and motels, key municipal government facilities, state of Maine facilities (e.g. Longcreek Youth Development Center), and critical utility facilities (e.g. phone company locations, power generating facilities).

Table 2-1

2010 Census - South Portland city

Population	
Total Population	25,002
Housing Status (in housing units unless noted)	
Total	11,484
Occupied	10,877
Owner-occupied	6,632
Population in owner-occupied (number of individuals)	15,736

Renter-occupied	4,245
Population in renter-occupied (number of individuals)	8,630
Households with individuals under 18	2,997
Vacant	607
Vacant: for rent	221
Vacant: for sale	74
Population by Sex/Age	
Male	11,919
Female	13,083
Under 18	5,095
18 & over	19,907
20 - 24	1,671
25 - 34	3,472
35 - 49	5,553
50 - 64	5,041
65 & over	3,408
Population by Ethnicity	
Hispanic or Latino	554
Non Hispanic or Latino	24,448
Population by Race	
White	22,767
African American	517

Asian	940
American Indian and Alaska Native	74
Native Hawaiian and Pacific Islander	5
Other	206
Identified by two or more	493

Figure 2-1

3.0 CONCEPT OF OPERATIONS

3.1 Activation

The Mayor or in his/her absence the City Manager is empowered to declare a local emergency or disaster when either: (a) conditions exist which are, or are likely to become, beyond the control of the normal services of City government; or (b) at any time a disaster or State of Emergency is declared by the President of the United States, or by the Governor of Maine. The declaration of a local emergency by the Mayor will be in writing and will take effect immediately upon issuance. The Mayor, through the Public Information Officer, will cause widespread notice to be given of such declaration throughout the City.

Declaration of a state of emergency will trigger the activation of the Emergency Response Organization.

3.2 Sequence of Actions

Response to local emergencies is initiated at the municipal level with local public safety resources being the first to be committed. Once municipal resources have been exhausted, regional resources from Cumberland County and from the Cumberland County communities with whom mutual aid agreements have been established can be committed. If the nature of the emergency is such that local and regional resources are not adequate, then the Emergency Management Director may request through the approved statewide mutual aid agreement resources directly through Maine Emergency Management as defined on pages 11-12 of the above referenced agreement. The City of South Portland under this agreement has been defined as one of the six Metro regions. (see Appendix 5)

The Mayor, or in the absence of the mayor the City Manager, may declare a local state of emergency when South Portland officials determine that the emergency situation warrants the full resources of the community to save lives and protect property. Upon declaration of a state of emergency, the South Portland Emergency Operations Center, if not already activated, will be activated and all emergency operations will be managed from that location.

State and federal resources can be activated by requests from the City passed up through Cumberland County EMA to the State Emergency Operations Center. Certain state and federal resources, such as elements of the State Police, or the US Coast Guard, can be requested directly by the City and deployed in conjunction with existing agreements. Agreements with City of Portland and the US Coast Guard are included as Appendix 4 of this Plan.

3.3 Requests for Aid

Should local resources be inadequate during emergency operations, assistance will be requested according to existing mutual aid agreements, and emergency negotiated agreements. Assistance may take the form of equipment, supplies or personnel. Assistance may come from other jurisdictions, the private sector, or volunteer organizations. All agreements and understandings are entered into by appropriate officials and formalized in writing whenever possible.

When the City has determined that an emergency response is beyond the control and resources of city government, a request for additional resources will be made to Cumberland County government, through the Cumberland County EMA Director or directly to Maine Emergency Management as defined in the State-Wide Mutual Aid Agreement (Appendix 5). The Governor may declare a state of emergency, or may declare the area to be a disaster area. State resources can then be made available to assist the county and the city in their emergency response efforts.

3.4 Interjurisdictional Responsibilities

The City of South Portland is responsible for the initial emergency response to all emergency conditions that may arise in the City. Events such as terrorism incidents or severe weather events may occur beyond the borders of the City that may directly or indirectly affect the City. In such cases, the city is responsible for evaluating the emergency event and determining what municipal resources should be committed or held in reserve for event response, if such response becomes necessary.

The City of South Portland is also a signatory to a State-Wide Mutual Aid Agreement (Appendix 5) that permits, pursuant to Title 30 MRSA Chapter 115, other municipalities within the mutual aid region to call upon South Portland resources. If South Portland resources are deployed in response to a mutual aid request, the Emergency Management Director will determine if the South Portland EOC should be activated, in Monitoring Mode or higher mode. In the event that mutual aid is requested, each contributing municipality is responsible for cooperating in the implementation of the State-Wide Mutual Aid Agreement (Appendix 5)

3.5 Continuity of Operations

Maintaining the continuity of city government at the time of an emergency is a high priority. It is essential that the local government continue to function to preserve law and order and restore local services. In the event a local emergency is so serious that the continuity of government is temporarily disrupted, the restoration of government services will be the primary objective. The continuation of government services, despite an emergency, instills confidence in the residents of the City, thereby reducing panic and fear. Gaining the confidence of the residents directly assists the City in controlling and managing the adverse effects of the emergency, and helps ease the restoration process. If it becomes necessary to abandon City Hall, the temporary seat of government will be the Public Safety Building, which includes the Emergency Operations Center and the Communications Facility. If the Public Safety Building is not available, the temporary seat of government will be located at the alternate site, which is the Portland Public Safety Building. The Emergency Management Director may also designate another location if necessary for establishing a temporary seat of government.

3.6 Emergency Facilities

South Portland maintains an Emergency Operations Center (EOC) in the sub level of the Public Safety Building. City staff may be grouped into Emergency Support Functions (ESFs) and respond to the EOC as their ESF is needed. The EOC staff coordinates and directs the City's resources toward controlling disasters and other emergencies. The EOC includes communications equipment to link all city departments and selected outside agencies.

The City's Emergency Management Director or designee manages the EOC.

The typical configuration of the EOC is shown in figure 3.1. The EOC Manager may re-configure the EOC to meet the needs of the emergency event response.

The Emergency Management Director may designate another site for EOC operations as necessary and appropriate in the event the primary EOC facility is not available.

EOC staffing is discussed in Section 5.3 of Chapter 5 of this Plan.

3.7 Preservation of Records

Each EOC position is responsible for keeping records of their responses to the emergency condition from the EOC.

The Incident Commander in the field is responsible, through the Planning Section, for the maintenance of all records of field response activities during an emergency condition.

The Emergency Management Director is ultimately responsible for collecting and maintaining all records of the City's response actions during an emergency. The Director or designee shall assemble all records of emergency response activities and prepare an After Action Report (AAR) that describes what events occurred, what city responders (in the field and in the EOC) took for actions in response to emergency events, and then describe those actions, decisions, equipment, plans and procedures that worked well. Improvement opportunities shall also be described in the AAR.

Record retention requirements are found in City of South Portland ordinances and in Maine Revised Statutes Annotated.

Insert figure of EOC here

4.0 AUTHORITIES

4.1 Federal and State Authorities

The Maine Civil Emergency Preparedness Act, found in title 37-B of Maine Revised Statutes Annotated, establishes a general scheme for management of emergencies within the State. The Act establishes state, regional and local responsibilities for disaster planning and response activities. Relevant sections are included below.

MRSA Title 37-B: Defense, Veterans and Emergency Management

1. Section 741 includes broad powers for the Governor during disasters and emergencies including making and rescinding orders and rules in cooperation with other state, federal agencies or foreign countries. Specific authority exists to prepare a comprehensive plan and program for state civil emergency preparedness, of which this document is a part.
2. Section 1005 criminalizes intentional destruction, impairment, injury interference or tampering with certain types of property as a class B crime.
3. Section 1006 criminalizes sabotage of certain products or planning or execution of civil emergency planning as a class B crime.
4. Section 1007 deals with conspiracy of 2 or more persons to commit any crime defined by this chapter.
5. Section 1009 criminalizes trespass on certain types of property and interference with emergency preparedness planning or execution of plans as a class E crime.

4.2 Authority of South Portland

South Portland Emergency Planning and Response Ordinance

The South Portland Emergency Planning and Response Ordinance, found in Chapter 8, Article II, Section 8-2 et seq. of the South Portland Code of Ordinances, describes the duties and responsibilities of various officials and officers of the City when functioning as part of the emergency operations forces of the City, and provides the means whereby the City may cooperate with, and assist in preparing and coping with a local emergency. The Emergency Ordinance is found in Appendix 3 of this Plan. Appendix 3 also contains the forms used by the Mayor to declare an emergency.

The ordinance also establishes certain consumer protections for our residents and businesses during an emergency. The ordinance provides for specific prohibitions and penalties for individuals or organizations engaging in price gouging, fraudulent representation of “an official” or fraudulent fund raising efforts.

4.3 Other State Authorities

MRSA Title 22: Health and Welfare

1. Section 801 includes the definition of a public health threat, which means any condition or behavior which can reasonably be expected to place others at significant risk of exposure to infection with a communicable disease.

2. Section 802 outlines the authority of the Department of Human Services which includes establishing requirements for the reporting or surveillance methods measuring the occurrence of communicable diseases, occupational diseases and the potential for epidemics. It also includes language covering investigation, and the establishment of procedures to control, detect prevent and treat same. This section contains broad powers to adopt emergency rules for the protection of the public health relating to:

a. Procedures for the isolation and placement of infected persons for purposes of care, treatment or infection control.

b. Procedures for the disinfecting, seizure or destruction of contaminated property.

c. The establishment of temporary facilities for the care and treatment of infected persons.

3. Section 803 provides the authority for any duly authorized agent of the department, on reasonable grounds to believe that there exists a communicable disease to enter any place, building, vessel, aircraft or common carrier with the permission of the owner to inspect and examine where the communicable disease is reasonably believed to exist. If entry is refused, that agent applies for an inspection warrant from the District Court.

4. Section 804 provides enforcement authority to all agents of the Department (DHS), municipal health officers, sheriffs, state and local law enforcement officers and other officials designated by the Department to enforce the rules of the department made pursuant to Section 802. Persons neglecting, violating or refusing to obey such rules or who willfully obstructs or hinders the execution of the rules may be ordered by the Department to cease and desist. Such orders may be brought by action in District Court to obtain an injunction enforcing the cease and desist order.

5. Section 807 provides for the control of communicable diseases by the establishment of procedures for agents of the Department in the detection, contacting, education, counseling and treatment of individuals having or reasonably believed to have a communicable disease. Additionally, the Department may designate facilities for the confinement and treatment of infected persons posing a public health threat.

6. Sections 3021-3034 provide authorities and functions of the Medical Examiner Act.

MRSA Title 38: Waters and Navigation

1. Section 1317 includes definitions of hazardous matter, designated as such by the US EPA and / or Maine Board of Environmental Protection.

2. Section 1318 includes reporting requirements, State cost recovery authority, and public order preservation requirements on the part of local public safety agencies. The Maine Department of Public Safety is called upon to exercise this authority in those areas of the State without a local public safety agency, or if assistance is requested by a local public safety agency. Under this section, Maine DEP has authority to direct removal of hazardous matter.

3. Section 1319 includes powers of the Board of Environmental Protection. The board may identify by rule substances designated as hazardous by the US EPA under the Clean Water Act, Section 311, and PL 92-500. Additionally, any substance, which has not been so designated by the US EPA, may be identified by rule as hazardous matter by the board. Such rules must be submitted to the Standing Committee on Energy and Natural Resources for review, and become effective after the next regular session of the Legislature only if approved by Joint Resolution.

4. Section 1402 provides immunity to persons providing assistance or advice in mitigating or attempting to mitigate the effects of an actual or threatened discharge of hazardous materials, or in preventing, cleaning up or disposing of same.

5. Section 1403 provides exceptions to section 1402, which includes persons causing the discharge, and persons compensated for assistance.

Section 8.0 of this Plan contains additional references and authority documents.

5.0 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

5.1 Use of National Incident Management System (NIMS)

South Portland has adopted and uses the National Incident Management System (NIMS) to manage the response to major emergencies in accordance with Homeland Security Presidential Directive-5, “Management of Domestic Incidents”. Use of NIMS allows federal, state and local governments to work together in a consistent manner to prepare for, respond to and recover from emergency events, whether natural or manmade.

NIMS standardizes the use of the Incident Command System (ICS) and Multi-Agency Coordination Systems, such as an Emergency Operations Center to manage emergency response operations. The ICS is used, according to NIMS guidance “...to organize both near term and long term field level operations for a broad spectrum of emergencies, from small to complex incidents, both natural and manmade.”

A standard ICS organization chart is included as Figure 5.1 of this Plan. A standard organization chart that depicts the interfaces between an EOC and the ICS is included as figure 5.2.

Standard protocols are to use the highest-ranking officer on the scene of an emergency as the initial Incident Commander (IC). For fire scenes, the highest-ranking officer to first arrive may enter the fire scene to direct immediate fire/live saving operations. In that case, the second arriving officer assumes the initial IC function. A senior ranking officer (Chief, Deputy Chief, or Captain) may assume command as the IC if on-scene and after having been briefed by the initial IC. For police scenes, the highest-ranking officer becomes the IC until relieved by a higher-ranking officer. For other events, a unified command (UC) may be established so that senior fire, police and emergency management representatives jointly determine incident action plans and determine organizational needs.

5.2 EOC Operations

The South Portland Emergency Operations Center is located in the basement of the South Portland Public Safety Building, in a combination of four rooms dedicated to EOC operations. The EOC is depicted in Figure 3.1 in Section 3.0 of this Plan.

There are four levels of EOC staffing. The Emergency Management Director will, in consultation with senior city staff will determine which mode is appropriate for the event. Level 1 is the lowest level, and indicates routine non-emergency mode.

Monitoring Mode.

(Level 2). The City of South Portland may, in response to local, regional, statewide or national events, decide that the EOC should be activated, but kept in the Monitoring Mode. This mode would most likely involve one staff person (e.g. the Emergency Management Director) setting up the EOC, monitoring outside events, providing key event information to senior city staff. The EOC may be taken from Monitoring Mode to Full Activation Mode if event circumstances dictate.

ICS Mode.

(Level 3). The EOC may be partially activated to support Incident Command System (ICS) field operations. For example, response to a large fire would involve activation of the ICS command system. Field operations (at the scene of the large fire) would include the Incident Commander and his key staff, along with the Operations Section and the Logistics Section. If established, the Logistics Section, the Planning Section and the Finance and Administration Section could be located at the EOC to provide emergency support to the Incident Commander and his senior staff.

Full Activation Mode.

(level 4). The decision may be made by the Director of Emergency Services to bring the EOC up to full activation mode. In this mode, the EOC staff may be organized using a policy team, an operations team, and a support team, or organized along the Emergency Support Function (ESF) organization included in the Federal Response Plan. ESFs will be activated and staffed as necessary for the management of event response. ESF functions include:

- ESF 1 – Transportation
- ESF 2 – Communications
- ESF 3 – Public Works
- ESF 4 – Fire Department
- ESF 5 – Information and Planning
- ESF 6 – Mass Care
- ESF 7 – Resource Support
- ESF 8 – EMS/Medical Support
- ESF 9 – Urban Search and Rescue Support
- ESF 10 – Hazmat Support
- ESF 11 – Food Services
- ESF 12 – Energy and Water Resources
- ESF 13 – Law Enforcement
- ESF 14 – Public Information
- ESF 15 – Donations and Volunteer Coordination

5.3 EOC Staffing and Typical Responsibilities for each EOC Position

Because of the limited number of senior staff available in the EOC, one person can assume more than one responsibility. For example, the Fire Department representative in the EOC can assume the duties of ESF 4 (Fire Department), ESF 8 (EMS), ESF 9 (USAR) and ESF 10 (Hazmat). As standard operating practice with NIMS and ICS, positions are not filled in the EOC unless and until they become necessary.

Additional positions can be added to the EOC staffing pattern if needed. For example, a Schools Coordinator (senior school official) should be added to the staffing pattern if the event or incident impacts the school system in any way. A Finance Coordinator may be added to the EOC staffing pattern if immediate decisions need to be made about funding and financing/procurement issues. An Energy/Water Resources Coordinator can be added if energy or water resources issues arise or assets are endangered or are needed for emergency planning.

Typical responsibilities of key EOC staff are described in general below, and described more specifically in Coordinator Procedure books, located in the EOC.

5.3.1 EOC Director

The EOC Director is responsible for:

- ✓ establishing the appropriate staffing level for the EOC, and continuously monitoring organizational effectiveness, ensuring that appropriate staff modifications occur as required;
- ✓ exercising overall management responsibility for the operation of the EOC as the Director of Emergency Services (city ordinance title);
- ✓ Serving as the principal link between the EOC and its resources and the Incident Commander, if a field command has been established.

5.3.2 Transportation Coordinator

The EOC Transportation Coordinator is responsible for:

- ✓ developing an operations plan for providing non emergency vehicles;
- ✓ developing a traffic plan to provide transportation to shelters;
- ✓ maintaining an inventory of all non-emergency vehicles and drivers operating during the incident;
- ✓ Keeping EOC staff apprised of the status of transportation resources.

5.3.2 Communications Coordinator

The Communications Coordinator is responsible for:

- ✓ establishing a plan for management of communications systems and resources;
- ✓ ensuring EOC staff has adequate communications resources (phones, projectors, radios, etc);
- ✓ ensuring information flow is adequate within the EOC, and between the EOC and outside locations (ICP, other EOCs) and agencies;
- ✓ ensuring adequate communications resources are available (e.g. status board loggers, radio operators, phone message staff).

5.3.3 Public Works Coordinator

The Public Works Coordinator is responsible for:

- ✓ developing a plan to support the public works resource demand (vehicles, special vehicles such as cranes, personnel, barricades, traffic signs, etc).
- ✓ determining the need for and obtaining additional public works resources;
- ✓ coordinating with EOC staff to plan the public works aspects of operations plans.

5.3.4 Fire Department/EMS/Hazmat Coordinator

The Fire Department Coordinator is responsible for:

- ✓ coordinating fire, emergency medical services, hazardous materials, and search and rescue (SAR) operations associated with the emergency event, in cooperation with the Incident Commander (if established);
- ✓ coordinating the mobilization and transportation of all resources needed for fire, EMS, SAR, and Hazmat response, with the Logistics Coordinator, the Transportation Coordinator and others;
- ✓ developing, and implementing incident objectives related to fire suppression, EMS response, Hazmat response, or SAR response;
- ✓ coordinating resources with mutual aid partners, in conjunction with the IC (if established).

5.3.5 Shelter/Mass Care Coordinator

The Shelter/Mass Care Coordinator is responsible for:

- ✓ overseeing the operation of all shelters established during the course of the emergency;
- ✓ coordinating with the American Red Cross and other volunteer organizations to provide food, water, clothing, shelter, counseling and other needs as required to disaster victims within the city.

5.3.6 Resource Support/Logistics Coordinator

The Resource Support/Logistics Coordinator is responsible for:

- ✓ ensuring the logistics function is carried out in support of the EOC. This function includes providing communications coordination, resource tracking, procuring supplies and equipment, as well as arranging for food and other support services for emergency workers as requested;
- ✓ working with the logistics section at the ICP if a field operation has been established and a Logistics Section Chief has been established;
- ✓ keeping the EOC Director and EOC staff informed of all significant issues relating to logistics;
- ✓ working closely with other EOC staff to determine logistical needs and developing action plans to obtain those resources as necessary.

5.3.7 Law Enforcement Coordinator

The Law Enforcement Coordinator is responsible for:

- ✓ coordinating law enforcement and traffic control operations during an emergency event;
- ✓ coordinating any necessary security arrangements at the emergency scene, or elsewhere (e.g. staging areas) as needed;
- ✓ coordinating law enforcement mutual aid response, and requests from emergency response agencies regarding our response to emergencies outside the city.

5.3.8 Public Information Coordinator

The Public Information Coordinator is responsible for:

- ✓ serving as the coordination point for all media/press releases for the city;
- ✓ representing the city EOC as the lead public information officer;
- ✓ ensuring the public within an area affected by an emergency receives complete, accurate and consistent information in a timely manner;
- ✓ developing the format for press releases and serving as moderator for panel discussions with the media;
- ✓ maintaining positive relationships with media representatives;
- ✓ supervising the public information branch;
- ✓ ensuring the Incident Commander and the EOC Director approve all press releases.

5.4 Declaring an Emergency Condition

The Mayor or in his/her absence, the City Manager, shall have the power and authority to issue a proclamation that a state of emergency exists within the City. The proclamation may be declared that an emergency exists in any or all sections of the City. If neither the Mayor nor the City Manager is available, then the following persons shall have the power and authority to issue a proclamation that an emergency exists, in the following order of succession: a City councilor, the Emergency Management Director, the Fire Chief, the Police Chief, and the Public Works Director. A copy of such proclamation shall be filed within twenty-four (24) hours in the Office of the City Clerk.

Notwithstanding the above, when consultation with the Mayor or the City Council would result in a substantial delay in an effective response in alleviating or preventing an emergency or disaster, the City Manager, or his/her successor as outlined above, is authorized to take whatever actions are necessary to present the loss of life and property in the City. The City Manager and the Emergency Management Director shall be responsible for submitting a full report to the City Council of all actions taken as a result of the declared emergency as soon as the City Council can be convened.

Forms used by the Mayor to declare an emergency and then terminate an emergency declaration are found in Appendix 3 of this Plan.

5.5 Lines of Succession

The City Manager is responsible for the overall coordination of the Emergency Management Agency within the city. The City Manger or his designee may employ such permanent or temporary employees as he/she deems necessary and prescribes their duties.

Each municipal department has its own line of succession policy, based on rank, seniority, or other method. Each position in the Emergency Operations Center will have at least two persons trained for that function, to ensure depth within the organization and to ensure each position can be staffed on a 24 hour a day basis if necessary.

5.6 Authority and Responsibility of City Manger

In accordance with South Portland's Code of Ordinances, Article II Chapter 8 Section 8-2 the City Manager or his designee has the following emergency powers during a declared emergency condition:

- a. Direct emergency response activities by city departments.
- b. Execute contracts for the emergency construction or repair of public improvements, when necessary.
- c. Purchase or lease goods and services that the Director deems necessary to the City's emergency response efforts, or for the repair of city facilities.
- d. Lease real property or structures that the Director deems necessary for the continued operation of city government.
- e. Promulgate rules and orders to implement and clarify the mayoral proclamation exercising emergency power.
- f. Establish curfews where necessary to protect public health and safety.

The Emergency Management Director is also responsible for the performance and supervision of performance of all duties of the city in carrying out the city's role in emergency services, and shall act in coordination with state and other governmental agencies and jurisdictions to plan for and implement regional emergency planning and disaster services and mutual aid agreements.

In accordance with Section 8-2 of the city Code, the Director is also responsible for controlling and directing emergency training activities, maintaining liaison with other municipal, regional, state and federal agencies, ensuring emergency operations are successfully carried out with sufficient manpower, equipment and supplies, and for preparing emergency proclamations, rules and orders.

5.7 Other city agencies and departments

The Emergency Management Director may require any city employee to serve as a member of the Emergency Response Organization. All city employees shall provide services as required by the Emergency Support Function to which they are assigned.

All city departments may be requested to assist with an Emergency Support Function. The Human Resources Director and staff may be requested to assist with keeping track of where and how city workers are assigned (EOC assignment, field assignment, or other assignment) and can help prepare rosters with second shift assignments as necessary.

The city Planning Department can assist with emergency planning coordination.

Any department can assist with helping run city shelters.

Insert figure 5.1 ICS organization here

Insert figure 5.2 ICS/EOC interface here

6.0 EMERGENCY OPERATIONS

6.1 Direction and Control

6.1.1 Direction and Control of field based events

Direction and Control of an emergency response begins initially with the on scene commanders from the responsible department (typically fire or police). In accordance with NIMS, a pre-determined standard determines who is in command and initially serves as the Incident Commander (IC). The Police Department standard is the highest-ranking officer at the scene. Fire Department protocols have also been developed to determine which officer on duty becomes the IC.

If the field-based incident grows into a multi-jurisdictional response, then the field based command structure grows from a solitary IC to a Unified Command (UC) structure. A UC structure may include a high ranking fire officer, a high ranking police officer, a school official (for school based emergencies), high ranking officers from surrounding mutual aid communities, or others depending on the nature and severity of the event.

For emergency events that are largely field based (i.e. a large crime scene, a large fire) the EOC may not be activated at all. If the EOC is activated, it would normally be activated in Monitoring Mode or in ICS Mode, where its Emergency Support Functions could provide support to field operations. EOC staff could provide financial and administrative support functions, logistical functions, PIO functions or other functions as deemed necessary by the IC at the scene and the Emergency Management Director or the City Manager in the EOC.

6.1.2 Direction and Control of larger regional events

For emergency events where there is no need to implement a field management structure (such as a flood, a hurricane or other large-scale regional event), event response actions will be managed by may be EOC staff, headed by the EOC Director/Emergency Management Director .

For large events such as a large WMD event that requires on scene management of the event response and requires EOC overall event management, clear lines of distinction should be drawn and understood by all parties. The IC at the scene is in overall command of response actions (putting out the fire, securing the area around the scene, decontaminating responders and other victims, etc). The EOC staff under the direction of the EOC Director is responsible for the overall management of the event and how the event impacts the larger community, which includes implementation of protective actions, shelter operations, PIO operations, liaison with state and federal response agencies, providing resources (i.e. transportation, counseling, food, heavy equipment, care of the elderly and mobility impaired, etc) and for coordinating with other local, county, state and federal agencies to develop an overall regional recovery plan.

6.2 Communications

Table 6-1 depicts the communications channels available to South Portland emergency response agencies. Communications are initiated and coordinated from the 911 Dispatch Center. For field-based events, the fire departments mobile command trailer can be dispatched to the scene. The trailer contains a large area for command and control and communications, and a large area for storage of emergency response equipment. If the EOC is activated, a communications person may be assigned to coordinate emergency communications from the EOC, leaving the other on duty 911 dispatchers to handle routine city emergency calls. A communications person may also be assigned to manage communications at the scene in the command trailer. EOC and command trailer communications staff may be drawn from the 911 Dispatch Center or from persons with significant communications experience. The statewide Communications Concept of Operations (CONOPS) plan may be invoked if the event is large enough to require exclusive use of statewide radio frequencies.

6.3 Alert and Warning

South Portland uses the Citywatch communications system, provided by Cumberland County government, as a reverse 911 emergency alert system, alerting the public to be aware of an emergency condition can be accomplished in several ways.

Public safety personnel with bullhorns can perform “Paul Revere” route alerting. This is accomplished by driving up and down each road in the warning area at a slow speed with a siren used to alert persons in the area. Once people have been warned, a bullhorn or loudspeaker can then be used to relay emergency information.

Members of the deaf community have been issued special pagers that can be activated by the state, to inform the deaf community of an emergency condition and to provide them with emergency instructions.

Emergency alerting can be accomplished by using the regional or statewide Emergency Alert System (EAS), which provides an alert tone followed by emergency information and instructions to those watching television or listening to a radio station.

Reverse 911 can also be used if needed to call selected neighborhoods.

The South Portland Community Television channel can also be used to inform the public by using emergency scrollers to provide instructions to those watching.

Door-to-door notification can also be accomplished by public safety personnel in an event with a limited impact area.

City residents with computer access can also log onto the City of South Portland website, where emergency event information and emergency instructions could be quickly provided.

6.4 Emergency Public Information

The Fire Department PIO is designated as the Public Information Officer (PIO) in the Emergency Response Organization. In a law enforcement event, a police department supervisor will normally function as the lead PIO. Some of the duties of the PIO include:

- Preparing news releases and conducting press briefings to report to citizens what they can do to protect themselves;
- Preparing fact sheets about the emergency condition;
- Establishing a PIO staff to monitor ongoing news coverage of the emergency, and to staff citizen information telephone lines;
- Creating and maintaining close working relationships with Portland and South Portland mass media outlets;
- Setting up distribution systems for new release dissemination, including broadcast, fax, email and South Portland web site updates.

The PIO can use the Joint Information Center (JIC), which is one of the four rooms that comprise the South Portland EOC, for a variety of uses. In a far-reaching event, other PIOs from local, state and federal governmental organizations can assemble in the JIC and coordinate the release of public information. A camera has been mounted in the rear of the JIC, so that PIOs and/or key decision makers in the EOC can broadcast information from the JIC back through to the South Portland Community Television (SPCTV) studio, located at City Hall, where media may be staged. If a large media interest arises in the ongoing emergency response, pool reporters can be allowed to be present in the JIC, at the discretion of the PIO and the EOC Director.

JIC staff can monitor ongoing emergency operations next door in the EOC Management Room, and may monitor local and national media outlets on the televisions mounted in the EOC Support Staff room.

6.5 Protective Actions – Sheltering and Evacuation

6.5.1 Evacuation

Evacuation is the preferred method of protecting the general public from a known or suspected hazard, such as a flood, hurricane, or a HAZMAT event. Some information is needed by decision-makers prior to ordering evacuation. This information includes:

- ✓ Type of hazard
- ✓ Time of expected event (hurricane is 24 hours away, Hazmat event happened 10 minutes ago)
- ✓ Evaluation of the hazards involved with the event the danger involved (short term and long term)
- ✓ Wind speed and wind direction in the area of the release.
- ✓ Time available to evacuate versus the time the hazard may spread.

NOTE: If sufficient time exists, then evacuation is the preferred method of providing protection. In the event of an instantaneous release of a radiological, chemical or biological substance, it may be more prudent to have people in the immediate area shelter-in-place inside their homes until the plume passes, and then evacuate when it is safe to do so.

EOC staff and/or field Incident Command staff, if established, must quickly obtain as much of the above information as possible and evaluate who may be affected by a release of the substance in question. The ultimate decision is made by the Emergency Management Director, or, if it's a field based event, by the Incident Commander, with the advice and consent of the Emergency Management Director.

Evacuation should occur in a keyhole fashion (e.g. one-mile circle around the event, and then some distance, perhaps 2-3 miles directly downwind of the event).

Evacuees should be directed to go to a Red Cross Shelter (listed below in section 6.6.6) and register at the center. Red Cross shelters do not accept animals of any kind at shelters, and people should be advised to leave their pets at home with 2-3 days of food and water available. Evacuees should also be advised to bring all medications with them to the shelter, and bring personal items and a change of clothes to last 2-3 days.

6.5.2 Sheltering

In-place sheltering is the preferred protective action when a threat is immediate and there is no time to evacuate, or when competing emergencies occur (e.g. Hazmat event occurs during a major snowstorm) when it would be more dangerous to put people on icy streets than it would be to shelter them inside their homes and businesses.

If in-place sheltering is ordered, then people affected by the order should be made aware of how to properly shelter. In-place sheltering involves closing all doors and windows, and shutting off all outside ventilation systems (e.g. air conditioners or outdoor heating systems) that could draw contaminants into the dwelling. Wet towels can also be placed under doors to block any infiltration between the door and the floor.

People may be directed to do to a lower room in their house if appropriate. People may also be advised to breathe through a handkerchief or a wet towel if necessary.

6.6 Sheltering and Mass Care

6.6.1 Purpose

The purpose of this section of the All-Hazards Emergency Plan is to provide guidelines for providing mass care for evacuees and assigning responsibilities for managing the shelter/mass care function.

6.6.2 Situation

The recommendation to evacuate people at risk during an emergency situation automatically requires that shelter spaces be made available and mass care for evacuees begin. Generally,

schools, community centers, legion halls, and possibly hotels provide the best shelter facilities since they combine the shelter spaces with the capabilities for mass care.

Three large South Portland Schools (Mahoney Middle School, Memorial Middle School, and South Portland High School), the South Portland Community Center, the American Legion Hall, and other available facilities could, if unaffected by the emergency situation, provide shelter space for the City of South Portland's evacuees or a like number from an affected community nearby. If these buildings were affected, evacuees must be sheltered in another community or location.

Based on National Shelter Survey data from the American Red Cross of Southern Maine there are 6 buildings identified as providing shelter spaces for protection against emergency situations. However, there may be other buildings that could be expediently upgraded to provide emergency protection. In the case of an emergency without warning, the residents of South Portland would be advised to seek shelter in the best available facility.

Food supplies for shelters will be provided from local stocks, Red Cross supplies and/or by the evacuees themselves. The South Portland Community Center has a medium sized kitchen available and can also rely on assistance from the South Portland High School, which is across the street from the Community Center.

The Emergency Alert System (EAS) will be the primary means of advising the people of the community to seek shelter. Emergency instructions will be broadcast over the radio and on television. Citywatch will also be used to rapidly notify the public with emergency instructions.

6.6.3 Organization

The shelter/mass care organization will consist of:

Shelter Officer
Emergency Management Director
Red Cross Representative
Parks and Recreation Director
School Superintendent

6.6.4 Responsibilities

The Shelter Officer will:

- a. Assume control of shelter operations
- b. Assist in developing and maintaining shelter plans
- c. Coordinate feeding operations with the Red Cross
- d. Provide medical procedures for evacuees during shelter operations
- e. Develop and maintain a shelter plan
- f. Identify and secure permission of use of those buildings to be designated as shelters
- g. Conduct training for shelter managers and monitors and distribute shelter management and monitoring guidance material
- h. Obtain sheltering equipment from State Emergency Management and any other sources

The Police Department will:

- a. Provide security at the shelters as manpower permits

The School Superintendent will:

- a. Prepare the schools for sheltering
- b. Make available on-hand food supplies
- c. Provide personnel for registering evacuees

6.6.5 Concept of Operations

Prior to an evacuation recommendation, the Emergency Management Director will advise the Shelter Officer on the shelters that are available and the status of the same and request that the Red Cross be notified to assist. Shelter operations personnel will be requested to report.

The Shelter Officer will assess the on-hand food supplies at the shelter, the food stocks available in local markets and, if needed, arrange for delivery to the shelters. The Shelter Officer will advise the public through the Emergency Alert System and by other means on the locations of the shelters, the procedures to follow when evacuating, and recommend that evacuees bring as much non-perishable foods with them as possible, if necessary.

The Emergency Management Director will request cots and blankets from State Emergency Management Agencies and/or other sources, if needed and arrange for pick-up by the City of South Portland Public Works Department.

6.6.6 Primary Shelter Listing

Shelter Location	Capacity	Back up generator?	Notes
South Portland Community Center	1,000	Yes-150 kw generator installed in Sept. 2008	
South Portland High School	750	No	
Memorial Middle School	400	Yes	
Mahoney Middle School	300	No	
American Legion Hall	35	No	

A complete listing of shelter information, including contact information and shelter surveys conducted by the Red Cross, is included in a separate 3 ring binder in the EOC.

6.7 Health and Medical Services

The vast majority of the 65-fulltime employees of the South Portland Fire Department have medical response qualifications, up to and including many who are full paramedics.

Health and Medical Services support is coordinated through the two major hospitals serving the Portland area: Maine Medical Center and Mercy Hospital. Maine Medical Center is a 600-bed teaching hospital with a full service Emergency Department, including trauma specialists. Maine Medical Center also provides a Regional Emergency Medical Information System (REMIS). REMIS coordinates medical services between and among regional ambulance services. Maine

Medical Center is also home to the New England Poison Control Center. Mercy Hospital is a smaller hospital run by the Sisters of Mercy charity and has a full service Emergency Department.

Maine Medical Center sponsors the Southern Maine Regional Resource Center. The Regional Resource Center provides public health support and coordination services in the southern Maine region, and provides assistance to communities for tracking and combating regional public health emergencies. Additional public health assistance is available to local communities through the Center during a major event.

6.8 Hazard Mitigation

The NIMS manual, on page 34, summarizes the elements and the importance of hazard mitigation quite well, and is worth repeating here.

“Mitigation activities are important elements of preparedness and provide a critical foundation across the incident management spectrum from prevention through response and recovery.

Examples of key mitigation activities include the following:

Ongoing public education and outreach activities designed to reduce loss of life and Destruction of property;

Structural retrofitting to deter or lessen the effects of incidents and reduce loss of life, destruction of property, and effects on the environment;

Code enforcement through such activities as zoning regulation, land management, and building codes, and

Flood insurance and the buy-out of properties subjected to frequent flooding.”

The City of South Portland is a signatory to the Cumberland County Hazard Mitigation Plan, dated December 2004. This countywide plan describes general actions that should be taken to mitigate emergency conditions (e.g. revise emergency plans, conduct awareness campaigns, review and revise building codes), and provides a list of areas of the city where mitigation efforts would be appropriate.

6.9 Damage Assessment

As soon as possible after the emergency phase of an event has ended, the EOC Director, if activated, and the Incident Commander, if activated, will confer and determine how to conduct a damage assessment. Standard FEMA damage assessment forms (damage assessment to private structures and damage assessment to public structures and facilities) are available and should be used to the extent possible to determine estimated damage from the emergency event. Figure 6.3 contains a sample damage assessment form.

If the Governor declares the area a Disaster Area or if the President of the United States declares the area a Disaster Area, then state and federal resources will be made quickly available to help perform damage assessment.

6.10 Resource Management

It is ultimately up to the EOC Director; in consultation with the Incident Commander (if staffed) what resources should be brought to bear on the emergency response and what resources should be held in reserve. In accordance with NIMS, if the emergency event is largely a field based event, then the IC or the Unified Command staff has the authority to order whatever resources they need to obtain to adequately respond to the event. It is prudent to ensure that the EOC is informed about what resources the IC has requested, so that each resource can be tracked as to status and costs.

Appendix 2 of this plan lists emergency resources available within city government in South Portland.

6.11 Recovery

Recovery refers to actions necessary to restore the greater South Portland community and its government back to normal conditions after an emergency event. It involves the development, coordination and execution of site restoration plans, the reconstitution of government services and operations, as well as private sector and public sector assistance program restoration (housing program, medical services, food services, etc).

Recovery operations may include short-term measures to restore basic services, but focuses primarily on long-term restoration of private sector economic interests and public sector operations. Recovery also involves incident response evaluation to learn lessons for future planning and mitigation efforts. Recovery plans should include measures for the social, political, environmental and economic restoration of South Portland as a community.

Recovery plans should also include demobilization plans. Decisions should be made about when the field organization, if established, can be demobilized, when the EOC should be de-activated, when resources placed in reserve status can be released, etc. Recovery plans should be approved by the Emergency Management Director before implementation and should include: (1) rapid reestablishment of city lifelines, and (2) rapid debris removal.

FIGURE 6.1

SAMPLE IN PLACE SHELTER ANNOUNCEMENT

The South Portland Emergency Management Director has released the following message for immediate broadcast:

An emergency condition exists at _____ due to _____.

OPTION 1 (use when there is some time to shelter)

Persons living, working or travelling within (x miles of the event) should take sheltering action. Persons travelling to home or to work should proceed to their destination in an orderly fashion, obeying all traffic regulations. Non-residents travelling in motor vehicles should leave the area immediately in an orderly fashion.

Or

OPTION 2 (use when there is little time to seek shelter)

Persons living, working or travelling in the following areas are affected by this emergency condition, and you are requested to take immediate action. The areas affected by this announcement include:

If you are in an automobile and a shelter is not available, then roll up your windows, and shut off air conditioning. Improvised respiratory protection may be taken by placing a handkerchief, towel or similar item over your nose and your mouth until you can get indoors.

All persons who are directed to shelter in place should do the following:

1. Stay inside your house or building, and close all doors and windows.
2. Turn off air conditioners, fans, and close fire place dampers.
3. DO NOT attempt to evacuate when sheltering is ordered – such a course may be more hazardous than staying put and sheltering in place.
4. Remain indoors, until told it is safe to go outside.
5. Keep your radio and TV tuned to an emergency station and listen for further emergency instructions.
6. Special arrangements have been made by South Portland Public Safety officials to take care of school children in school, day care centers and hospital/nursing home patients.
7. If you are not at your own home, seek the best available shelter near where you are.
8. If necessary, see shelter in an inner room. DOT NOT use the basement unless told to do so.
9. You may be asked to wash your hands and face thoroughly, and take a shower as soon as the danger has passed your area.
10. Keep pets inside, and to the extent possible, bring farm animals under covered facilities.

For more information, please stay tuned to this station.

FIGURE 6.2
SAMPLE EVACUATION ANNOUNCEMENT

An emergency has been declared in South Portland because of:

This emergency condition could affect your health and safety. Therefore, people in the following areas are being ordered to evacuate:

If you live or are in the areas listed above, you should leave immediately. If you are visiting the area, or are shopping or working in the area, then leave immediately and return to your home or other location outside the danger area.

The following emergency shelters are open, and residents, workers, visitors and others in the area can report to these shelters if you wish.

Public safety officials are taking care of children in school, so do NOT go near your child's school. You will be told via radio and TV where to go to pick up your children outside the danger area.

When you leave, take the following items with you:

1. important papers
2. medicines
3. personal care items (things like soap, shampoo, toothbrushes, change of clothes)
4. blankets

If you go to a shelter, you cannot take your pets with you. Leave your pets inside the house with enough food and water to last 3 days.

Lock your home. Turn off the electricity and gas before you leave.

The best routes of travel out of the danger area are:

If you need transportation assistance, please call _____ and transportation will be arranged for you.

All persons outside the danger area are safe and have no need to move, however you should continue to listen to your radio and TV in case the situation changes. If you are outside the area now, please do not travel into the danger area, or use the evacuation routes.

Insert figure 6.3 sample damage assessment form here

Insert figure 6.3 sample damage assessment form here

Insert table 6-1 summary of radio interoperability here

FIRE

Insert table 6-1 summary of radio interoperability here
POLICE

Insert table 6-1 summary of radio interoperability here
EOC

Insert table 6-1 summary of radio interoperability here

7.0 MAINTAINING EMERGENCY PREPAREDNESS

7.1 Training, Drills and Exercises

The Emergency Management Director will be responsible for coordinating training, drills and exercises that relate to the implementation of this All-Hazards Emergency Plan. A drill and exercise schedule will be published from time to time and presented to the Emergency Management Leadership Team (EMLT) for their review and approval.

Drills are evolutions associated with a continuation of classroom training, in which instructors can interface with drill participants and immediately correct wrong actions or decisions. Drills are low impact, no-fault events that seek to drive home techniques learned in a classroom. Drills may be stopped and started as necessary by the drill instructors.

Exercises are evolutions associated with demonstrating the ability to actually accomplish some skill learned in the classroom or elsewhere. Exercises are often graded events, in which participants conduct is evaluated and graded by a team of evaluators. Exercises are generally played out in real time where possible, and are not stopped and started like a drill.

Each drill and exercise will conclude with a hot wash, or participant debrief, followed by a controller/evaluator debrief.

All drills and exercises that utilize US Department of Homeland Security, Office for Domestic Preparedness (ODP) grant funding, must be planned for, conducted and evaluated in accordance with the ODP “Homeland Security Exercise Evaluation Program (HSEEP)”.

City public safety departments are responsible for conducting their own training, drills and exercises that help implement facets of this Plan. The Fire Department conducts periodic HAZMAT drills and exercises, while the Police Department conducts periodic drills and exercises with their Special Response Team and with other members of the department.

All training, drills and exercises should be documented using standard forms and maintained in each department's training files.

Requests for federally approved training programs (sponsored by the federal government or by MEMA) must use the standard federal training form (form 75-5) to request attendance.

7.2 Equipment

Equipment maintained for emergency response use will be maintained by the department with direct responsibility for that equipment (most likely the Fire Department).

Equipment maintained in the EOC is the responsibility of the Emergency Management Director .

Periodic inspections will be conducted to ensure all equipment dedicated to emergency use is maintained in operable condition and calibrated in a timely manner.

7.3 Community Outreach and Preparedness

The Emergency Management Director is responsible for developing and coordinating a community outreach program to ensure the greater South Portland community remains aware of emergency events that could impact the area, and are provided information on how to prepare for such events.

Outreach programs may include, but are not limited to, public speaking engagements by the EMD and other members of the EMLT, periodic television campaigns using SPCTV and other media outlets, and other programs.

8.0 REFERENCES

- 8.1 City of South Portland Code of Ordinances
- 8.2 State of Maine All-Hazards Emergency Plan
- 8.3 Cumberland County All-Hazards Emergency Plan
- 8.4 National Incident Management System Manual, US Department of Homeland Security, 12/1/2008.
- 8.5 Federal Response Plan.
- 8.6 State of Maine Mutual Aid Agreement approved 5/2009