

MULTI-JURISDICTIONAL PLANNING PARTICIPATION

3. Multi-Jurisdictional Planning Participation	
Requirement §201.6(a)(3): Multi-Jurisdictional plans (e.g. watershed plans) may be accepted, as appropriate, as long as each jurisdiction has participated in the process. Statewide plans will not be accepted as multi-jurisdictional plans.	
Elements	A. Does the new or updated plan describe how each jurisdiction participated in the plan’s development?
	B. Does the updated plan identify all participating jurisdictions, including new, continuing, and the jurisdictions that no longer participate in the plan?

Element A1. Does the Plan document the planning process, including how it was prepared and who was involved in the process for each jurisdiction? (Requirement §201.6(c)(1))

The 2021 Penobscot County MJHMP update encompasses 43 participating municipalities, the Penobscot Indian Nation, and the County on behalf of the Unorganized Territory within its boundaries.

While seven communities did not respond to numerous attempts to become participating communities, a majority of the communities were very willing and forthcoming with information and assistance to solve the problems that each community and the county had to deal with.

In 2005 and again in 2011 and 2016, the town of Edinburg declined to participate within the program. In 2005 the Town of Holden developed its own hazard mitigation plan and assisted in the development of this plan. In 2011, Holden elected to participate and will formally adopt the county-wide plan. In 2005, three other communities (Enfield, Greenbush, and Howland) developed Hazard Mitigation Plans independently of the county wide plan, but elected to actively participate in and adopt the Penobscot County Multi-Jurisdictional Hazard Mitigation Plan in addition to their own local plan. However, by 2016 Bangor, Enfield, Greenbush, Holden and Howland had all decided to forego their own local plan and only participate in the County plan. In 2011, and again in 2016 all of the above referenced towns (except Edinburg) opted to participate in the County’s plan and planning process. The City of Bangor also participated in the 2011 and 2016 County plan and planning process, although they had previously maintained their own local plan.

Prentiss Plantation and Argyle Unorganized Township are two communities that were formally excused from participation in the 2011 and 2016 plan by Penobscot Emergency Management Agency, as they are territories controlled by the county and state as Unorganized Territory and fall under any state or county wide declarations and projects.

In 2005, five of the seven non-responding communities (Burlington, Chester, Maxfield, Mount Chase, Woodville) elected to participate, however did not supply the adequate information required. These communities participated only by submitting a project when approached by a FEMA representative. In 2016 all of the above communities adequately supplied information.

In 2011 and 2016 only one community, Edinburg, chose not to participate with the County or the consultant during the planning process. Therefore, Edinburg did not qualify to participate in the multi-jurisdictional hazard mitigation plan and will not be described within this document.

Between February and May 2021, only 20 of the 60 municipalities had responded with their intent to participate to include providing an updated risk survey and mitigation projects. As a result, PTEMA sent out certified mail to the remaining 40 jurisdictions on May 17th, 2021, as part of §201.6(a)(3) requirement. The packet included:

- A letter encouraging participation and warned of the potential financial losses if a jurisdiction declined participation.
- A risk survey.
- Previous mitigation project(s) for that jurisdiction.
- A copy of the two previous email correspondence sent to all jurisdictions before sending the certified mail.

Element A2. Does the Plan document an opportunity for neighboring communities, local and regional agencies involved in hazard mitigation activities, agencies that have the authority to regulate development as well as other interests to be involved in the planning process? (Requirement §201.6(b)(2))

For 2021, 38 municipalities participated in the Plan development. As mentioned previously, due to the restrictions in place from COVID-19, our ability to travel to municipalities to host in-person meetings was limited per the Governor’s executive order.

All meetings related to this multi-jurisdictional plan were with neighboring communities, either adjacent to each other or within the county. Opportunities for local and regional agencies involved in hazard mitigation activities, agencies that have the authority to regulate development as well as other interests to be involved in the planning process were given in the form of outreach/participation activities listed in Table 2, as well as online outreach through the EMA website and Facebook page. Many participants involved in the preparation of the 2021 plan work in various agencies, businesses, academia and nonprofit organizations.

A list of participants for the 2021 Plan is included in Table 1 below.

Table 1: 2022 Update – Multi-Jurisdictional Hazard Mitigation Planning Participants

Name	Agency / Municipal Position	Agency / Municipality
Melissa Doane	Town Manager	Town of Bradley
Scott Bragdon	Fire Chief	Town of Corinth
Stephen Fields	Town Manager	Town of Corinth
Christopher Easton	Fire Chief	Town of Dixmont
Rob McGraw	Fire Chief	Town of East Millinocket
Angela Cote	Administrative Assistant	Town of East Millinocket
Hayley Lancaster	Town Manager	Town of Exeter
Lorna Thompson	Select Board	Towns of Greenbush, Millinocket, Springfield
Victor Smith	Director Public Works	Town of Hampden
Benjamin Breadmore	Town Manager	Town of Holden

David Lloyd	Town Manager	Town of Howland
Josh Lilley	Fire Chief	Town of Hudson
Mathew McIntyre	Select Board	Town of Lowell
Rick Smart	Fire Chief	Town of Lowell
Aaron Lee	Fire Chief	Town of Medway
Josh Mailman	Fire Chief	Town of Milford
Richard Angotti	Town Manager	Town of Millinocket
Cindy Grant	Town Manager	Town of Newburgh
Geoffrey Low	Fire Chief	Town of Orono
Mark Leonard	Town Manager	Town of Veazie
Brandi LeRoy	GIS Specialist	City of Bangor
Eric Pelletier	Deputy Fire Chief	City of Bangor
Ray Phinney	Director of School Safety	City of Bangor
Erik Tourtillotte	Deputy Fire Chief	City of Brewer
Steve Lane	Superintendent of Water District	City of Old Town
Bradley Nuding	Director	Penobscot County EMA
Lynn Dwelley	Deputy Director	Penobscot County EMA
Chris Fox	Senior Supervisor	Penobscot County Regional Communication Center
Jim Ellis	Lieutenant	Penobscot County Sheriff's Office
Shaw Weeks	Director	Penobscot County Unorganized Territories
Jaeme Duggan	Director	Piscataquis County Emergency Management Agency
Deb Hamlin	Deputy Director	Piscataquis County Emergency Management Agency
Jessica Fogg	District Liaison	Maine Center for Disease Control
Paul Nichols	Hazmat Responder	Maine Department of Environmental Protection
Joe Lacerda	Regional Manager	Maine Department of Transportation
Matthew Kennedy	Regional Manager	Maine Department of Transportation
Samuel Roy	State Natural Hazards Planner	ME Emergency Management Agency; Faculty Fellow, UMaine School of Earth and Climate Sciences
Heather Dumais	State Hazard Mitigation Officer	ME Emergency Management Agency
Anne Fuchs	Mitigation, Planning, and Recovery Division Director	ME Emergency Management Agency

Sue Baker	National Flood Insurance Program Coordinator	Maine Floodplain Management Program, Dept. of Agriculture, Conservation & Forestry
Robby Gross	Forest Ranger	Maine Forest Service
Laurie Osher	State Representative	Maine House District 123 (Orono)
Lisa Burton	Safety Specialist	University of Maine System
Eva Cante	GIS Specialist	Federal Emergency Management Agency – Region 1
Nan Johnson	Senior Community Planner	Federal Emergency Management Agency – Region 1
Louise Fode	Warning Coordination Meteorologist	National Weather Service - Caribou
Patrick Maloit	Meteorologist-in-Charge	National Weather Service - Caribou
Ken Pratt	Emergency Manager	Dorothea Dix Psychiatric Center
Ed Molleo	Public Health Emergency Preparedness	Healthcare Coalition of Maine
Kathy Knight	Director of Emergency Preparedness	Northern Light Healthcare
Gary Whittington	Safety Officer	Penobscot Job Corps
Jennifer Sullivan	Director of Emergency Preparedness	St. Joseph Healthcare
Janet Scully	Senior Project Manager	Versant Power
Norma Griffiths	Railroad Safety Inspector	USDOT, Federal Railroad Administration
Nick Stasulis	Data Section Chief	USGS New England Water Sciences Center
Ben Godsoe	Acting Planning manager	Land Use Planning Commission
Christi Chapman-Mitchell	Assistant Director	Maine Historic Preservation Commission

The list of participating communities plus the Penobscot Indian Nation can be found in the following pages.

Element A3. Does the Plan document how the public was involved in the planning process during the drafting stage? (Requirement §201.6(b)(1))

Table 2: 2021 Update – Summary of Local Hazard Mitigation Planning Participation:

Municipality	Risk Survey & Project Updates	HMP Project Meeting Participation	Email Correspondence	Phone Conversations	Mitigation Actions
Alton	X		X		X
Argyle	X		X		X
Bangor	X	X	X	X	X
Bradford					X
Bradley	X	X	X		X
Brewer	X	X	X	X	X
Burlington					X
Carmel	X		X		X
Carroll Plantation					X
Charleston					X
Chester					X
Clifton	X		X		X
Corinna	X		X		X
Corinth	X	X	X	X	X
Dexter	X				X
Dixmont	X	X	X	X	X
Drew					X
East Millinocket	X	X	X	X	X
Eddington	X		X		X
Edinburg					X
Enfield	X		X		X
Etna	X		X		X
Exeter	X	X	X		X
Garland	X		X		X
Glenburn	X		X	X	X
Greenbush		X	X		X
Hampden	X	X	X		X
Hermon	X		X		X

Holden	X		X	X	X
Howland	X	X	X		X
Hudson	X		X	X	X
Kenduskeag					X
Lagrange					X
Lakeville	X		X		X
Lee	X		X		X
Levant	X		X		X
Lincoln					X
Lowell	X	X	X	X	X
Mattawamkeag	X		X		X
Maxfield					X
Medway		X			X
Milford	X	X	X		X
Millinocket	X		X		X
Mount Chase					X
Newburgh	X		X		X
Newport					X
Old Town	X	X	X	X	X
Orono		X		X	X
Orrington	X		X		X
Passadumkeag					X
Patten					X
Penobscot Indian Nation	X		X		X
Plymouth	X		X		X
Seboeis					X
Springfield	X	X	X		X
Staceyville	X		X		X
Stetson					X
Unorganized Territory	X	X	X	X	X
Veazie	X	X	X	X	X
Webster					X
Winn	X		X		X
Woodville					X

MULTI-JURISDICTIONAL PLANNING

In 2005, Penobscot County developed a comprehensive Hazard Mitigation Plan to meet the needs of local communities and the Penobscot Indian Nation to satisfy state and federal requirements for multi-jurisdictional hazard mitigation planning. With need of assistance in creating the plan, Penobscot County and its Emergency Management Agency (PTEMA) hired Eastern Maine Development Corporation (EMDC) and its consultants to assist in the preparation of the plan. In 2011 and again in 2015-16, the plan was updated by PTEMA working closely with Lorna Thompson Consulting, LLC. Participation letters were sent out, to all communities within the jurisdiction. These letters were sent to the communities and

Penobscot County Multi-Jurisdictional Hazard Mitigation Plan – 2021Update

the Penobscot Indian Nation to determine their interest in continued participation and to seek representatives to serve on the Hazard Mitigation Planning Committee.

The lead agency in the preparation of the 2021 update of the Penobscot County MJHMP was the Penobscot County Emergency Management Agency (PTEMA). For this update, a county EMA staff position was dedicated to the plan process. At the staff level (Planning Team), development of the 2021 update was facilitated by Mr. Bradley Nuding (Director, PTEMA) with county EMA staff providing data collection and report updating support.

In 2005, fifty-six (56) of the sixty (60) municipal communities within the county elected to participate as well as the Penobscot Indian Nation. The committee met on seven different occasions (the first Friday of the month) between December 2004 and June 2005. All committee meetings were held as an open public forum, where concerned citizens and interested parties were encouraged to attend and engage in the process.

In 2011, fifty-nine (59) of the sixty (60) organized communities within the county as well as the Penobscot Indian Nation chose to participate and utilized various representatives. They met numerous times with then Deputy EMA Director Michelle Tanguay to discuss hazards, strategies and projects.

In 2016, fifty-nine (59) of the sixty (60) organized communities within the county as well as the Penobscot Indian Nation again chose to participate with the plan. Penobscot EMA was fortunate to have many of the same representatives involved that had participated during the previous plan.

In 2021, forty-three (43) of the sixty (60) organized jurisdictions within the County as well as the Penobscot Indian Nation participated with the process. As mentioned above, in-person meetings were restricted due to the COVID-19 guidelines during the majority of the planning process. PTEMA utilized Zoom to host meetings and attempted in every way to ensure public access to the forum.

In 2005, after developing a list of municipal and Penobscot Indian Nation participants and developing a committee, informational surveys were sent out to the participating communities to gather information concerning critical facilities, road surface, as well as demographic and community planning information. These surveys were collected by EMDC and reviewed by the committee to assess the extent of vulnerability to hazards within Penobscot County. In 2011, since the original data had already been gathered, copies of the original documents were sent to communities to determine if changes had occurred. The municipalities reviewed the documents and either responded via email, phone conversations or regular mail to provide necessary changes for the plan. Based on conversations with MEMA, the communities and the Penobscot Indian Nation, it was determined that the risk and strategy sections would require extensive updates, while the remaining portions of the plan would require supplemental information. In 2016, copies of the previously submitted 2011 data were sent to communities to request information regarding necessary changes. The municipalities reviewed the documents and either responded via face-to-face meetings, email, phone conversations or regular mail to provide necessary changes for the plan. Based on the new data, it was determined that portions of the plan would only require supplemental information. This same survey process was followed in 2021 to elicit updates on jurisdiction-level vulnerabilities, capabilities, and mitigation actions. The jurisdictions reviewed the documents and responded either with the online survey, phone/email, or virtual meetings, leading to moderate revisions to the new plan.

In 2005, Critical Facilities Maps were created in ARC/GIS by EMDC and mailed to each individual community for review. These Maps showed state overlay information concerning state, federal, and local critical facilities including but not limited to: fire stations, police stations, hospitals, municipal buildings, schools, salt and sand sheds, and roadways, and their location within each municipality and the Penobscot Indian Nation. Federal information from FEMA's FIRM data regarding floodplains was placed as overlays upon the maps to determine the potential flood damage. These maps were mailed out to each community leader designated on the participation form for updating and relocating any misplaced or omitted facilities and structures. Each community was given two weeks to respond with corrections to be reviewed and updated in ARC/GIS by EMDC technical consultants. In 2011 and again in 2016, PTEMA was assisted by LatLong Logic, LLC who provided the mapping expertise. Again, copies of the previous maps were sent to the corresponding communities, who in-turn reviewed the maps and supplied any necessary corrections to PTEMA/ LatLong Logic, LLC. For the 2021 update, PTEMA received mapping support from Samuel Roy, Maine Emergency Management Agency's Natural Hazards Planner. The maps produced by Sam were uploaded to PTEMA's website under Hazard Mitigation Plan subsection.

In 2021 the County was fortunate to be working with many of the same representatives that had participated in past plans, some communities submitted revised versions of their mitigation activities. However, many communities submitted the same projects as a lack of local funding sources limited their mitigation abilities.

Element A4. Does the Plan describe the review and incorporation of existing plans, studies, reports, and technical information? (Requirement §201.6(b)(3))

The goal of the update planning team was to review and analyze each section of the MJHMP and provide revision as part of the update process. In order to help determine what was important to update, the planning team used the following input:

- The 2017 Penobscot County Hazard Mitigation Plan
- The 2019 State of Maine Hazard Mitigation Plan
- The FEMA Local Mitigation Plan Checklist
- Guidelines for Preparing County Hazard Mitigation Plans
- Disaster Declarations since completion of the 2017 plan
- Information obtained from plans, reports and studies completed since the 2017 plan
- Information obtained from the local EMA directors and Public Works Directors
- Information obtained from the public during the drafting of the update
- Additional plans, reports, publications, and data used to support planning efforts are referenced throughout the MJHMP

PTEMA staff reviewed, and incorporated where appropriate, the State of Maine Hazard Mitigation Plan – 2019, Maine Climate Change Institute's "Maine's Climate Future" – 2020, Maine Flood Resilience Checklist – 2017, Maine Climate Council, Scientific and Technical Subcommittee – 2020, and the Maine Commodity Flow Study of Hazardous Materials – 2018. These studies provide information on climate change issues and sensitive ecosystems that may be detrimentally impacted by projected precipitation and temperature trends and other flood-related hazards associated with sea level rise and global warming. Studies were reviewed for new, best-available, and relevant information that was incorporated to update hazard profiles, risk assessments, capability assessments, and to provide new information on

Penobscot County Multi-Jurisdictional Hazard Mitigation Plan – 2021Update

contemporary planning efforts and plan implementation within the region. Incorporation of new, best-available information was based on guidance and validation from expert MJHMP partners. Provided within Section IV – Risk Assessment is a more detailed summary of these studies findings and how they may relate to mitigation planning.

Municipal officials have provided detailed project descriptions for the update that enhance the plan’s discussion by providing status on their projects from the 2016 Plan. For the purposes of Section V – Mitigation Strategy, the existing projects for each municipality from the 2016 Plan are defined as “Retained from 2016 Plan” if they are still valid, necessary and possible within the time period covered by the Five-year Plan. New and completed projects are listed as such in the status column.

Throughout the process, the public had the opportunity to comment on the updated plan during the drafting stage and prior to plan approval, by issuing press releases and posting the draft plan on the County website. Since there are numerous new EMA directors, Public Works directors and selectmen/councilors who have taken office since the last update, virtual outreach was intensive to educate and assist the appropriate people about the content and value of the plan. This outreach continued to be provided as necessary by PTEMA during the scheduled project planning meetings.

Other press releases, letters and memos relating to participation by the municipalities and the public in the update of the 2021 MJHMP can be found in the Appendix A. As evidenced below, every opportunity was provided for involvement in the planning and updating process by neighboring communities, local and regional agencies involved in hazard mitigation activities, and agencies that have the authority to regulate development, as well as businesses, academia and other private and non-profit interests.

In addition, a “final public review and comment session” was conducted during the final draft review phase. PTEMA hosted a virtual session for public comment via Zoom to capture as many participants as possible. A press release in the Bangor Daily News was issued identifying the time and date for the meeting. The meeting was conducted on November 22, 2021. Meeting agendas, attendees, and notes can be found in Appendix B.

DOCUMENTATION OF THE PLANNING PROCESS

In compliance with §201.4(c) (1), Penobscot County held all its planning meetings as open forums. Press releases and status reports were utilized to advertise and explain the mitigation planning process to the public. The public was invited to comment on the plan at all stages of its formation. Minutes of the Penobscot County Hazard Mitigation Committee meetings were kept by Penobscot County Emergency Management Agency officials and can be found in *Appendix A – Public Participation Documents – Committee Meeting Documentation* for 2016. The documentation is summarized below.

THE 2005 PLAN:

December 3, 2004

This was the first meeting of the Penobscot County Hazard Mitigation Committee. General introduction took place with committee representatives stating community and capacity for which they were at the meeting. JoAnn Mooney from MEMA spoke about the project and what FEMA was looking for to gain approval. She stated that FEMA looked for acknowledgement of hazards and the mitigation goals and

Penobscot County Multi-Jurisdictional Hazard Mitigation Plan – 2021Update

objectives, as well as how the actions to mitigate these hazards were addressed. The committee developed a matrix rating scale for determining value and priority of each hazard. The Committee identified and addressed Winter Storms and Flood as the major hazards within the County. Each community was directed to develop at least one project for mitigation.

January 7, 2005

Jim Bruni and Holly Dominie from FEMA were in attendance to discuss the crosswalk for review. The discussion was led by JoAnn Mooney of MEMA, and covered how the plan is reviewed by FEMA, what they look for and how it pertains to each hazard. Holly stated that each participating community needed to have a project to be considered participating. Maps are being created for each community to display critical facilities and flood zones within each jurisdiction within the plan. Letters were sent to each community to solicit their participation, if not, they would not be eligible for grant funding unless they completed their own plan.

February 4, 2005

The committee developed its four major priority hazards to address within the plan. Definitions of emergency management were reviewed and approved for use in the plan. The committee setup regional meetings to create public outreach for the participating communities the opportunity to review the meetings.

March 4, 2005

Discussion was held regarding how to increase community participation. An article was written and published in the Bangor Daily News regarding how community participation was lacking and holding up the development of the plan. The committee developed the idea of adding Erosion to the plan as its “point value” within the matrix reaches the goal of 10 points. The completed sections of the plan have been mailed out to committee members for review.

April 1, 2005

Ivy Francis from FEMA came to the meeting to present “Project Identification for Mitigation Action Plans” to identify hazards and appropriate actions to mitigate the problem. Projects need to include the how to’s that will to be completed to implement the project. The committee members were issued a homework assignment to list and identify the mitigation actions that should be considered county wide.

May 6, 2005

The Committee developed Objectives and Actions to combat selected Natural hazards. Developing overall goals and objectives allowed for committee conversation regarding potential mitigation actions to address hazards. The committee took the plan through crosswalk and developed what remaining criteria are needed and what remains to be addressed. A final letter was agreed to be sent out to the towns to solicit for information and projects. JoAnn Mooney stated that it might be a good time for Jim Bruni to contact communities to address concerns of mitigation projects for communities having difficulty developing actions and ideas.

June 10, 2005

A review and approval Section 6, Plan Maintenance took place. It was suggested that we should include a manner to introduce new stakeholders such as Bangor Hydro into the continued public involvement section. JoAnn mentioned that we could have a broad outreach for the PUC's and businesses along with the Universities. JoAnn mentioned that at MEMA, they have gotten the DOT involved in their EOC as they have tons of data that can be shared.

JoAnn Mooney discussed the process in which grants were now applied for, reviewed, received and awarded, assuming a declaration would come in for applying for grant funds.

JoAnn stated that Jim Bruni, FEMA, still had a few towns he needed to visit to assist in the development of mitigation projects for community participation.

The deadline for final paperwork submitting is today. The group agreed that lack of participation at this point would leave a community on the outside, otherwise, Sorry. Towns that will not be included in the plan can join when the plan is reviewed in 5 years.

Michelle Tanguay from the County EMA office stated that there will be a final public meeting on June 22, at 10AM and 6pm at the University of Maine. This will be to solicit final public comment on the plan and assist communities with linking projects to the plan. .

It was decided that EMDC will mail out a Compact Disk copy to the plan along with a letter and web address for viewing to all participating towns in Penobscot County.

JoAnn spoke of the MEMA workshops and would like to offer three before the fall in Penobscot County. Grant development, narrative writing workshop and E Grant. These workshops are created to assist municipalities in completing grant applications.

THE 2011 PLAN:

Since the 2005 had been successful, the county chose to build on that success by utilizing many of the same stakeholders while also reaching out to the medical field, large industry, utilities and municipal officials in general. Instead of "reinventing the wheel," the county used the proven previous techniques, meetings, mailings, emails and personal visits to encourage participation in the plan. Due to the economic factors, and needing a more cost-effective approach, this plan relied more on phone conversations and email as many individuals had less available time due to competing meetings and strained budgets.

Again, several communities did not respond to numerous attempts to become participating communities, a majority of the communities were very willing and forthcoming with information and assistance to solve the problems that each community and the county had to deal with. However, with small local governments that have constant turnover in leadership, it is often difficult to maintain a consistent dialogue with one individual. Many times, elected officials hold full time jobs and may only be available in the evening or on weekends. Lack of an immediate response from these individuals was not an indication of a lack of interest, but instead, a lack of time.

February 23, 2010

In February a short article was printed in the Bangor Daily News that discussed the purpose of the plan and advertised the upcoming March meeting in an effort to garner community and public input.

March 5, 2010

This was the first meeting for communities interested in the 2011 Penobscot County Hazard Mitigation Plan. This meeting also included stakeholders from health care. Utilities and industrial entities were also invited, but did not attend. A general introduction took place with participants describing their community and their capacity within that community. JoAnn Mooney from MEMA spoke about the plan, the benefits and FEMA's requirements for plan approval. She stated that FEMA looked for acknowledgement of hazards, mitigation goals and objectives, as well as how the actions to mitigate these hazards were or would be addressed.

May 17, 2010

In May Deputy Director Tanguay and consultant Thompson embarked on a "road trip" through Penobscot County to physically visit a number of who had already committed to the process, but had not returned all the necessary information. These communities were encouraged to compile the necessary documentation, and most completed the information while in the meeting.

July 9, 2010

A meeting was held at the Bangor Police Station meeting room. Stakeholders were invited to further discuss the intent of the plan. Attendees reviewed projects and mapping from the previous plan and reviewed updated portions for accuracy. Input and comments were requested from those in attendance. Some individuals worked one-on-one with Deputy EMA Director Tanguay or consultant Thompson while others from adjoining communities worked in groups. Comments and revisions were provided by the communities that were then integrated into the maps and documents.

September 23, 2010

A meeting for public review of the plan was held in Bangor at the Penobscot County Courthouse in the Commissioners room. Although no one from the general public attended, representatives from various communities reviewed the plan and provided comment on the document.

September 24, 2010

Another meeting for public review of the plan was held in Springfield at the Town Office. This was an attempt to accommodate communities and the public in the northern portion of the county. Individuals were offered the opportunity to review the plan and efforts were made to gather additional public comment.

November 2010

In November the final draft of the document and the updated maps were posted to the County's website to allow participating communities and the general public a final opportunity to review and comment. Communities were asked to post a public notice for the location of the plan on the web.

In addition to the advertised meetings listed above, then Deputy Director Tanguay and consultant Thompson met more than a dozen times to confirm information and contact individuals for clarification or additional input. During these times, meetings were also conducted with Penobscot County Roads and Mapping as they occupy an office in the same building as the EMA office.

Please see sign-in sheets in Appendix A for documentation of attendees.

THE 2016 PLAN:

Since the 2005 and 2011 public participation efforts were successful, the same methodology was utilized for the 2016 update. The county again reached out to the medical field, large industry, utilities and municipal officials using the proven previous techniques of meetings, mailings, emails and personal visits to encourage participation and educate entities on the importance of the plan. Economic factors continue to hinder mitigation efforts and again Penobscot County relied on the more cost-effective approach of phone conversations and email as many individuals struggled with budget shortfalls.

Again, several communities did not initially respond to numerous attempts to become participating communities. However, many communities remain committed to the process, recognizing the benefits and were very willing to participate. Unfortunately, small local governments have constant annual turnover in leadership which causes a huge learning curve and work load for these new officials. In addition, most of these elected officials hold full time jobs and are only available in the evening or on weekends. Lack of an immediate response from these individuals was not an indication of a lack of interest, but instead, a lack of time or initial lack of understanding of the importance of participation.

January 2015

In January surveys were sent to all communities to gather input regarding the update for the plan. Communities were asked to review and complete the survey for their town's most probable hazards. Communities were also encouraged to contemplate future mitigation projects.

February 27, 2015

In February a "2016 Plan kick-off" meeting was held at Penobscot County EMA to meet with communities and stakeholders to describe the process and gather interest. This was the first meeting for communities interested in the 2016 Penobscot County Hazard Mitigation Plan. A general introduction took place with participants describing their community and their capacity within that community. Rich Okulski from the NWS did a presentation on current winter and likely spring conditions that might affect flooding potential in the County. JoAnn Mooney from MEMA spoke about the plan, the benefits and FEMA's requirements for approval. The meeting was a tremendous success with over 30 people in attendance representing 27 communities. Public participation during this meeting included updating community maps, verifying project status and discussion of County's risk and priorities.

March 23, 2015

In March Director Tanguay and consultant Thompson again “hit the road” through Penobscot County to physically visit with communities that had already committed to the process, but had not returned all the necessary information. These communities were informed of the importance of participation and encouraged to complete the necessary documentation. Most meetings concluded with the collection of the completed information.

Summer 2015

Penobscot EMA continued outreach to nonresponsive communities via emails to obtain necessary information and provide education regarding the importance of the process. Initial contact was made with LatLong Logic to obtain updated maps for the community.

Fall 2015

Penobscot EMA continued outreach by calling communities that had not supplied appropriate information and successfully obtained the required information.

December 2015

Penobscot EMA hosted two public comment and review meetings. The first on December 2nd at the Medway Town office and the second at the Penobscot County EMA office on December 9th. The public was encouraged to attend via a public notice in the local print media outlets. Public who attended offered feedback on community maps and project status. Priorities of County’s risk was also a common discussion point.

THE 2021 PLAN:

Since the 2016 MJHMP update, Penobscot County was one of the 13 out of 16 counties that suffered significant damages resulting from a 2017 windstorm, which was designated a federally declared disaster: FEMA-4354-DR.

In addition, in October 2020, the U.S. Department of Agriculture declared Penobscot County as a “primary natural disaster areas” due to damages and losses caused by drought that began in July 2020. This was an “economic injury” disaster. Increasing possibilities of drought will be covered in the Climate Change section of this document.

FEBRUARY 2021

The MJHMP update process began in February 2021, with a Consultation Coordination Officer (CCO) virtual meeting for the Lower Penobscot Watershed mapping project, which updated the southern portion of Penobscot County, Maine. The meeting covered an overview of the Flood Insurance Rate Map (FIRM) and Flood Insurance Study (FIS) changes in the November 12th, 2020 Preliminary Issuance. The maps were shared by the contracted vendor with the 25 affected jurisdictions for the nearly 600 total stream miles and PTEMA took part in the virtual meetings. During the CCO meeting, the group discussed hazard mitigation to include grant opportunities and flood insurance.

Additionally, the PTEMA director presented to the County Commissioners that the process to update the MJHMP has begun to include a quick refresher on the contents of the plan. The meeting minutes are in Appendix B and can be found on the county website.

MARCH 2021

PTEMA organized the kick-off meeting in March 2021 by sending out a virtual meeting invitation via email, public notice in the Bangor Daily News, PTEMA website, and social media to all municipalities, public- and private-sector critical infrastructure, academia, and non-profit organizations. Again, due to COVID-19 restrictions, we we're limited to hosting virtual meetings instead of in-person. The intent of the kick-off meeting was to facilitate the discussion on an overview of the 2016 MJHMP and the 2021 revision, local municipality considerations for the update, and guidance from MEMA's Natural Hazards Planner. PTEMA sent out a follow up email after the kick-off meeting to include meeting minutes as well as a hazard analysis survey and a request for updated mitigation projects list. The meeting minutes and survey are posted on PTEMA's website and in Appendix B.

Also in March 2021, PTEMA facilitated several geospatial information system (GIS) planning meetings and its use in hazard mitigation planning and recovery efforts. PTEMA hosted individual virtual meetings with municipalities, the University of Maine, FEMA Region 1, and an adjacent county emergency management agency's GIS program to get a sense of hazard mitigation mapping at all levels. The meeting minutes are posted on PTEMA's website and in Appendix B.

MAY 2021

In May 2021, PTEMA once again sent out a virtual meeting invitation via email, PTEMA website, and social media to review updated sections of the 2021 MJHMP and to facilitate questions and answers to-date. The meeting minutes are posted on PTEMA's website and in Appendix B. Each section of the updated plan was also reviewed against the Plan Review Checklist provided by FEMA and MEMA. PTEMA also sent out certified letters to those municipalities that have yet to confirm that they will participate in the process.

SEPTEMBER 2021

In September 2021, PTEMA sent all sections of the Plan to the state natural hazards planner for review and necessary edits. Upon receiving the section back from the state, PTEMA then posted each section on their website for public review and comment, shared the announcement on social media, and provided an update to the county commissioners in public forum as well.

NOVEMBER 2021

In November 2021, PTEMA posted all sections of the 2021 Plan in draft form on their website after revisions to each section were made by the state natural hazards planner. Prior to holding a public comment meeting via Zoom, PTEMA posted a public notice in the Bangor Daily Newspaper, shared the announcement on social media, and emailed the upcoming announcement to all towns, public safety agencies, and planning stakeholders ahead of the Zoom meeting.

PARTICIPATING COMMUNITIES

Name of Participants	Participated in 2005 Plan	Participated in 2011 Plan	Participated in 2016 Plan	Participated in 2021 Plan
Alton	No	Yes	Yes	Yes
Bangor	Yes	Yes	Yes	Yes
Bradford	Yes	Yes	Yes	No
Bradley	Yes	Yes	Yes	Yes
Brewer	Yes	Yes	Yes	Yes
Burlington	Yes	Yes	Yes	No
Carmel	Yes	Yes	Yes	Yes
Carroll	Yes	Yes	Yes	No
Charleston	Yes	Yes	Yes	No
Chester	Yes	Yes	Yes	No
Clifton	Yes	Yes	Yes	Yes
Corinna	Yes	Yes	Yes	Yes
Corinth	Yes	Yes	Yes	Yes
Dexter	Yes	Yes	Yes	Yes
Dixmont	Yes	Yes	Yes	Yes
Drew	Yes	Yes	Yes	No
East Millinocket	Yes	Yes	Yes	Yes
Eddington	Yes	Yes	Yes	Yes
Edinburg	No	No	No	No
Enfield	Yes	Yes	Yes	Yes
Etna	Yes	Yes	Yes	Yes
Exeter	Yes	Yes	Yes	Yes
Garland	Yes	Yes	Yes	Yes
Glenburn	Yes	Yes	Yes	Yes
Greenbush	Yes	Yes	Yes	Yes
Hampden	Yes	Yes	Yes	Yes
Hermon	Yes	Yes	Yes	Yes
Holden	Yes	Yes	Yes	Yes
Howland	Yes	Yes	Yes	Yes
Hudson	Yes	Yes	Yes	Yes
Kenduskeag	Yes	Yes	Yes	No
Lagrange	Yes	Yes	Yes	No
Lakeville	Yes	Yes	Yes	Yes
Lee	Yes	Yes	Yes	Yes
Levant	Yes	Yes	Yes	Yes
Lincoln	Yes	Yes	Yes	Yes
Lowell	Yes	Yes	Yes	Yes
Mattawamkeag	Yes	Yes	Yes	Yes
Maxfield	Yes	Yes	Yes	No
Medway	Yes	Yes	Yes	Yes
Milford	Yes	Yes	Yes	Yes
Millinocket	Yes	Yes	Yes	Yes
Mount Chase	Yes	Yes	Yes	No
Newburgh	Yes	Yes	Yes	Yes
Newport	Yes	Yes	Yes	No
Old Town	Yes	Yes	Yes	Yes
Orono	Yes	Yes	Yes	Yes
Orrington	Yes	Yes	Yes	Yes

Passadumkeag	Yes	Yes	Yes	No
Patten	Yes	Yes	Yes	No
Penobscot Indian Nation	Yes	Yes	Yes	Yes
Plymouth	Yes	Yes	Yes	Yes
Seboeis	Yes	Yes	Yes	No
Springfield	Yes	Yes	Yes	Yes
Stacyville	Yes	Yes	Yes	Yes
Stetson	Yes	Yes	Yes	No
Unorganized Territory	Yes	Yes	Yes	Yes
Veazie	Yes	Yes	Yes	Yes
Webster	Yes	Yes	Yes	No
Winn	Yes	Yes	Yes	Yes
Woodville	Yes	Yes	Yes	No

PUBLIC PARTICIPATION PROCESS

As was the case in 2005, all meetings and information sessions for the 2011 and 2016 plans were held in an open to the public forum and participation of attendees was heavily encouraged. For the 2021 update, COVID-19 restricted mass gatherings and conducting large meetings in-person, which prevented PTEMA from going out to the municipalities to the public at town functions and meetings.

In addition to the Planning Committee's board meetings in 2005, an effort was made to solicit public input during the planning process. In 2005 a general public meeting was held at the beginning of the formulation of the Planning Team at Eastern Maine Development Corporation on date of first project Meeting.

During the planning process, three separate strategically placed public forums were advertised and held to address public concerns and questions. These meetings were held in the Council Chambers, Lincoln Town Hall, Lincoln, Maine; the Town Meeting Room, Newport Town Hall, Newport, Maine; and Executive Board Room, Eastern Maine Development Corporation, Bangor, Maine. These meetings were arranged to solicit outside public input in the planning process.

It is also anticipated that the same format will be used for the 2016 public forums. Meetings are being planned for East Millinocket and two meetings in the Bangor area. Again, public input was strongly encouraged.

The meetings were also a chance for the individual communities, which were not directly represented on the committee, and the consultants to sit down and verify critical facilities and information within the survey and maps. These maps marked the locations of the critical facilities within each municipality the Penobscot Indian Nation. Each map was mailed out to its respective community or the Penobscot Indian Nation to review, updated, and returned to EMDC to be compiled, reviewed, and updated in GIS. Maps of all the participating municipalities, the Penobscot Indian Nation and townships were created in GIS and can be found at the end of ***Section-IV Risk Assessment***. The sign in sheets for these meetings can be seen in ***Appendix A–Public Participation Documents –Public Attendance Sheets for 2016 documentation***.

In 2005, as the plan started to develop, it was placed on EMDC's community services website (<http://www.emdc.org/community/curprojs.cfm>). The plan was summarized with links to drafts of the current sections in PDF format for easily downloading and printing of the plan. An email link was posted for comments to be sent directly to EMDC. In addition to posting on the website, an overview of the plan and listing of the web link were posted in the EMDC Newsletter for May 2005. In 2011, a copy of the plan and maps were placed on Penobscot County EMA's website for public viewing.

In 2005, several communities assisted in the public awareness of the plan. The cities of Brewer, Bangor, and Orrington placed a link to the Hazard Mitigation plan and created public awareness regarding its development with announcements and encouraging public review of the plan on their websites.

In 2005, towards the end of the process, a final public hearing style, public participation meeting was held at the University of Maine in Orono. This meeting was established to allow the citizens of the local communities' one final review of the plan and have questions answered as to how to go about taking their projects to the next phase. MEMA representatives were on hand to answer questions and to assist with project and grant development for the communities. There were five (5) people in attendance at the two sessions that were held. The first session, from 10:00am to 12:00 pm had five (5) attendees and discussed. The second session was held from 6:00 to 8:00pm, where zero (0) people were in attendance. The lack of attendance could be attributed to a local EMA tabletop exercise occurring on campus at the same time as the public hearing. In 2011 as previously mentioned, public forums were held in Bangor and in Springfield to accommodate individuals from all over the county. Copies of the draft plan were available for review and comment. In addition, Deputy Director Tanguay and consultant Thompson were available to answer questions and compile comments.

For the 2021 update, PTEMA initially placed a public notice in the Bangor Daily News on March 20th, 2021, updated their website, and shared on social media that the 2021 MJHMP was being revised to raise awareness. PTEMA also held an initial kick-off meeting, sent out risk surveys to every municipality, and asked for updated mitigation projects. In preparation for the public comment meeting held on November 22nd, 2021, PTEMA placed another public notice in the Bangor Daily News on November 18th, 2021, updated their website, social media, and emailed all towns, public safety agencies and planning stakeholders to be shared with the general public. In addition, PTEMA mentioned the Plan update in numerous public forum county commissioner meetings all to afford the public ample opportunity to be aware of, and take part in, the Plan revision process.