

PART 3

EMERGENCY MANAGEMENT FUNCTIONS AND PROTECTIVE PROCEDURES

3.1 INTRODUCTION

Part 3 of this Plan deals with the core emergency management functions or processes carried out prior to, during, and after emergencies and disasters in order to save lives, prevent injury, and minimize property damage.

The functions addressed in this section are:

- 3.2 - Direction and Control
- 3.3 - Communications
- 3.4 - Warning
- 3.5 - Damage Assessment and Disaster Reporting
- 3.6 - Emergency Public Information
- 3.7 - Health and Medical
- 3.8 - Resource Management
- 3.9 - Training and Education
- 3.10 - RESERVED

The protective actions discussed are:

- 3.11 - General Protective Action Information
- 3.12 - Evacuation
- 3.13 - Mass Care Shelter

The various sections define and describe the policies, processes, roles, and responsibilities inherent in the various functions before, during, and after any emergency or disaster period.

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3.2 DIRECTION AND CONTROL

The purpose of this annex is to define the organization, operational concepts, responsibilities, and procedures necessary to direct and control those activities of government that are essential to saving lives, protecting property and the environment, and restoring government services during and following an emergency or disaster.

3.2.1 SITUATION AND ASSUMPTION

The city's direction and control organization must be able to activate quickly at any time day or night, operate around the clock, and deal effectively with emergency situations that may begin with a single response discipline and could expand to multidiscipline requiring effective cross-jurisdictional coordination

Emergency operations will be directed by local officials, except where state or federal law provides that a state or federal agency must or may take charge or where local responders lack the necessary expertise and equipment to cope with the incident and agree to permit those with the expertise and resources to take charge.

Effective direction and control requires suitable facilities, equipment, procedures, and trained personnel. Direction and control function facilities will be activated and staffed on a graduated basis as needed to respond to the needs of specific situations.

The City of New Bedford has adopted the National Incident Management System (NIMS) and is implementing the NIMS procedures and protocols, which will allow us to effectively work with our mutual aid partners, and state and federal agencies during any type of incident response.

3.2.2 CONCEPT OF OPERATIONS

A. General

1. New Bedford's direction and control structure for emergency operations is pursuant to the NIMS, which employs two levels of incident management structures.

The Incident Command System (ICS) includes a core set of concepts, principles, and terminology applicable to single or multiple incidents regardless of their scope.

Multi-agency Coordination Systems integrate a combination of facilities, equipment, personnel, procedures, and communications into a common framework, which allows for the coordination and support of incident management.

2. An incident that is limited in scope and potential effects will normally be managed on scene by the Incident Commander (IC). The EOC will generally not be activated.

3. During major emergencies, disasters, or catastrophic incidents, a Multi-agency Coordination System may be advisable. The primary element of this System is the Emergency Operations Center (EOC), which is the center of all coordination of information and resources. The Incident Commander will manage and direct the on-scene response from the Incident Command Post (ICP). The EOC will mobilize and deploy resources for use by the Incident Commander, coordinate external resource and technical support, research problems, provide information to senior managers, disseminate emergency public information, and perform other tasks to support on-scene operations.
4. For some types of emergency situations, the EOC may be activated without activating an incident command operation. Such situations may include:
 - a. When a threat of hazardous conditions exists but those conditions have not yet impacted the local area. The EOC may accomplish initial response actions, such as mobilizing personnel and equipment and issuing precautionary warning to the public. When the hazard impacts, an ICP may be established, and direction and control of the response transitions to the Incident Commander.
 - b. When the emergency situation does not have a specific impact site, but rather affects a wide portion of the local area, such as a hurricane or blizzard.
5. For operational flexibility, the organization of both ICS and EOC can be expanded and contracted based on the size and complexity of the incident or emergency, and the anticipated needs. Further, the EOC may also be activated on a graduated basis.

B. Incident Command Operations

1. The first local emergency responder to arrive at the scene of an emergency situation will serve as the Incident Commander until relieved by a more senior or more qualified individual. The Incident Commander will establish an ICP, provide an assessment of the situation to local officials, identify response resources required, and direct the on-scene response from the ICP.
2. The Incident Commander is responsible for carrying out the ICS function of command – making operational decisions to manage the incident. The four other major management activities that form the basis of ICS are operations, planning, logistics, and finance/administration. For small-scale incidents, the Incident Commander and one or two individuals may perform all of these functions. For more serious emergency situations, individuals from various local departments or agencies or from external response organizations may be assigned to separate ICS staff sections charged with those functions. For these serious emergency situations, it is generally desirable to transition to a Unified Command.

3. If the EOC has been activated, the Incident Commander shall provide periodic situation updates to the EOC.
4. In emergency situations where other jurisdictions or state or federal agencies are providing significant response resources or technical assistance, it is generally desirable to transition from the normal ICS structure to a Unified Area Command structure. This arrangement helps to ensure that all participating agencies are involved in developing objectives and strategies to deal with the emergency.

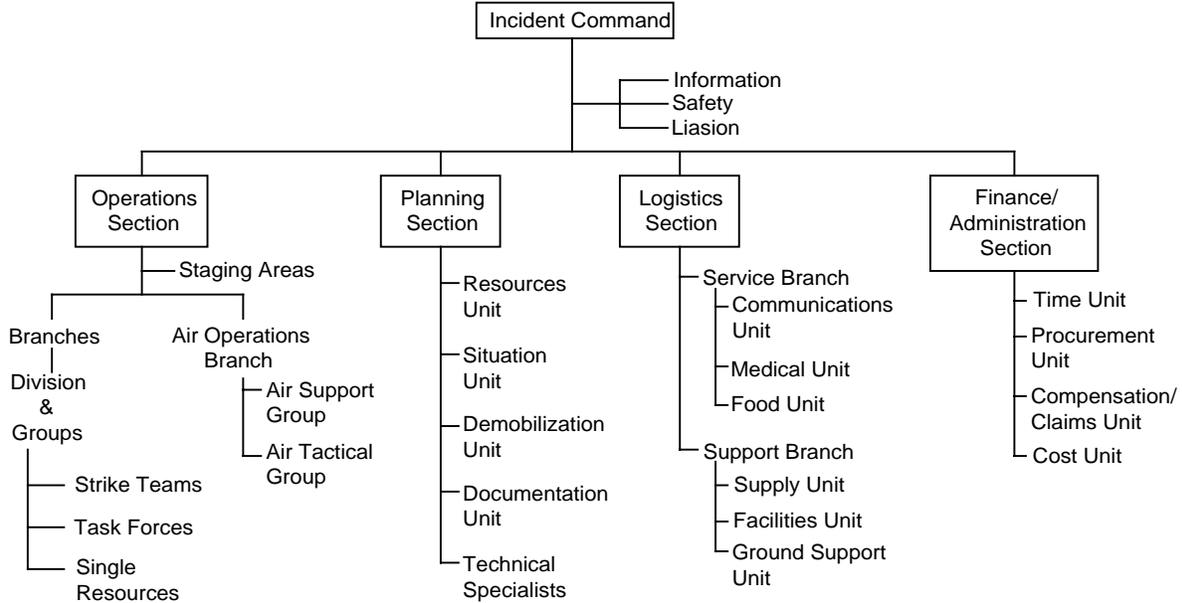
C. Incident Command Information

The Incident Command System (ICS) is a management tool for command, control and coordination of emergency, disaster, or non-emergency events including planned events. It can be used for small and large events alike, and is scalable to meet individual situations. Federal law requires the use of ICS for response to hazardous materials (HAZMAT) incidents.

The ICS organization is built around five major components:

- Command Staff
- Planning
- Operations
- Logistics
- Finance/Administration

INCIDENT COMMAND SYSTEM ORGANIZATION



Incident Command System Organization (Figure 1-1)

A basic ICS operating guideline is that the Incident Commander is responsible for on-scene management until command authority is transferred to another person, who then becomes the Incident Commander.

Major responsibilities for the Incident Commander include:

- Performing command activities, such as establishing command and establishing the Incident Command Post (ICP)
- Protecting life and property
- Controlling personnel and equipment resources
- Maintaining accountability for responder and public safety, as well as for task accomplishment
- Establishing and maintaining an effective liaison with outside agencies and organizations, including the EOC, when it is activated
- Establishing command
- Ensuring responder safety
- Assessing incident priorities

- Determining operational objectives
- Developing and implementing the Incident Action Plan (IAP)
- Developing an appropriate organizational structure and maintaining a manageable span of control
- Managing incident resources
- Coordinating overall emergency activities
- Warning the population in the area of the incident and providing them with emergency instructions
- Determining and implementing protective measures (evacuation or in-place sheltering) for the population in the immediate area of the incident
- Coordinating the activities of outside agencies
- Keeping the EOC informed of the current incident situation through regular updates
- Authorizing the release of information to the media
- Keeping track of costs
- **Life safety.** The Incident Commander's first priority is always the life safety of the emergency responders and the public.
- **Incident stability.** The Incident Commander is responsible for determining the strategy that will:

Minimize the effect that the incident may have on the surrounding area.

Maximize the response effort while using resources efficiently. The size and complexity of the command system that the Incident Commander develops should be in keeping with the complexity (i.e., level of difficulty in the response) of the incident, not the size (which is based on geographic area or number of resources).

- **Property conservation.** The Incident Commander is responsible for minimizing damage to property while achieving the incident objectives. As incidents become more involved, the Incident Commander can activate additional General Staff sections (that is, Planning, Operations, Logistics, and/or Finance/Administration), as necessary.

Planning Section

In smaller events, the Incident Commander is responsible for planning, but when the incident is of larger scale, the Incident Commander establishes the Planning Section. The Planning Section's function includes the collection, evaluation, dissemination, and use of information about the development of the incident and status of resources. This section's responsibilities can also include creation of the Incident Action Plan (IAP),

which defines the response activities and resource utilization for a specified time period.

Operations Section

The Operations Section is responsible for carrying out the response activities described in the Incident Action Plan. The Operations Section Chief coordinates Operations Section activities and has primary responsibility for receiving and implementing the Incident Action Plan. The Operations Section Chief reports to the Incident Commander and determines the required resources and organizational structure within the Operations Section. The Operations Section Chief's main responsibilities are to:

- Direct and coordinate all operations, ensuring the safety of Operations Section personnel
- Assist the Incident Commander in developing response goals and objectives for the incident
- Implement the Incident Action Plan
- Request (or release) resources through the Incident Commander
- Keep the Incident Commander informed of situation and resource status within operations

Logistics Section

The Logistics Section is responsible for providing facilities, services, and materials, including personnel to operate the requested equipment for the incident. This section takes on great significance in long-term or extended operations. It is important to note that the Logistics Section functions are geared to support the incident responders. For example, the Medical Unit in the Logistics Section provides care for the incident responders not civilian victims.

Finance Section

Though sometimes overlooked, the Finance/ Administration Section is critical for tracking incident costs and reimbursement accounting. Unless costs and financial operations are carefully recorded and justified, reimbursement of costs is difficult, if not impossible. The Finance/Administration Section is especially important when the incident is of a magnitude that may result in a Presidential Declaration. Each of these functional areas can be expanded into additional organizational units with further delegation of authority. They also may be contracted as the incident deescalates.

Organizational responsibilities for response functions can be found in the Resource manual (Roles & responsibilities)

D. EOC Activation and Operations

Activation

The EOC may be activated to monitor a potential emergency situation or to respond to or recover from an emergency situation that is occurring or has occurred. The EOC will be activated at a level necessary to carry out the tasks that must be performed. The level of activation may range from a situation monitoring operation with minimal staff; to a limited activation involving selected departmental representatives, to a full activation involving all departments, agencies, volunteer organizations, and liaison personnel.

The following individuals may activate the Emergency Operations Center:

- Mayor
- Emergency Management Director
- Incident Commander

Operations

The principal function of the EOC is to coordinate information and resources to support local incident management activities.

Specific EOC activities include:

- Monitoring potential threats
- Collecting, analyzing and evaluating information from various sources
- Coordinate large-scale warning and evacuation operations
- Organizing and implementing shelter and mass care arrangements for evacuees
- Analyze problems and formulate options for solving them
- Develop and disseminate warnings and emergency public information
- Managing emergency public information issues and media requests
- Coordinate among local agencies and between other local, state and federal agencies, if required
- Coordinate provision and prioritizing of resources, as needed
- Providing policy direction or resolve conflicting policies
- Providing communications support
- Authorizing emergency expenditures

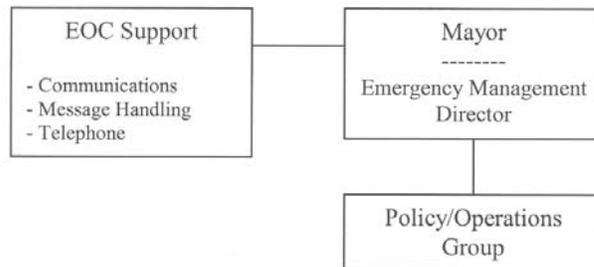
- Providing legal and financial support
- Requesting assisting assistance from state and other external sources
- Coordinate damage assessments activities and assess the health, public safety, local facilities, and the local economy

E. EOC Organization

There are several recognized methods of organizing local emergency operations centers. The New Bedford EOC is organized by major management activities with the following five groups:

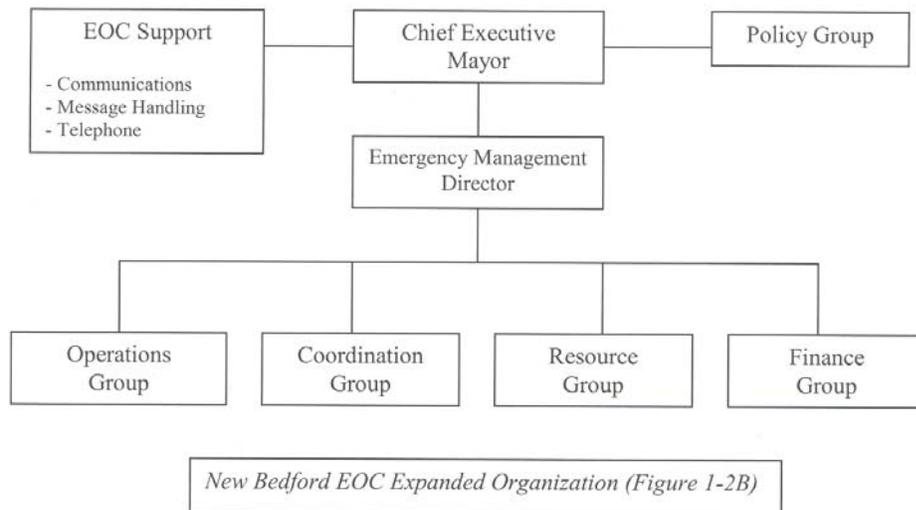
- Policy Group
- Operations Group
- Coordination Group
- Resource Group
- Finance Group

In its simplest form, the EOC will be organized around a combined Policy and Operations Group (Figure 1-2A). The group consists of the Mayor and key staff, Emergency Management Director, Public Information Officer, City Solicitor and heads of departments and agencies involved in the incident, along with appropriate EOC support staff.



New Bedford EOC Basic Organization (Figure 1-2A)

For more complex incidents or emergencies, the EOC can be expanded and organized in up to five groups, as may be needed to facilitate effective operations (Figure 1-2B):



Policy Group

This group consists of the Mayor and key designees, the Emergency Management Director, Public Information Officer, Legal Counsel and other advisors and department heads as appropriate. The Policy Group focuses on the overall strategy for the response (beyond the strategy developed by the Incident Commander at an incident scene), the overall response and recovery strategies, and policy setting.

Operations Group

The Operations Group includes heads of departments involved in response and recovery operations, or their alternates preferably with decision-making authority for their respective organization. This group is responsible for coordinating local operations in support of the emergency response.

Coordination Group collects and analyzes data, including damage data and damage prediction data.

Resource Group is responsible for meeting the logistical needs of the operation (both field and EOC).

Finance Group provides a coordinated financial management process for the incident.

F. ICS-EOC Interface

1. When both an ICP and the EOC have been activated, it is essential to establish a division of responsibilities between the ICP and the EOC. A general division of responsibilities is outlined below. It is essential that a precise division of responsibilities be determined for specific emergency operations.

2. **Transition of Responsibilities**

Provisions must be made for an orderly transition of responsibilities between the ICP and the EOC.

From the EOC to the ICP. In some situations the EOC may be operating to monitor a potential hazard and manage certain preparedness activities prior to establishment of an ICP. When an ICP is activated under these circumstances, it is essential that the IC receive a detailed initial situation update from the EOC and be advised of any operational activities that are already in progress, resources available, and resources already committed.

From the ICP to the EOC. When an incident command operation is concluded and the EOC continues to operate to manage residual response and recovery activities, it is essential that the IC brief the EOC on any on-going tasks or operational issues that require follow-on action by the EOC staff.

3. **Extended EOC Operations**

While an incident command operation is normally deactivated when the response to an emergency situation is complete, it may be necessary to continue activation of EOC into the initial part of the recovery phase of an emergency. In the recovery phase, the EOC may be staffed to compile damage assessments, assess long term needs, manage donations, monitor the restoration of utilities, oversee access control to damaged areas, and other tasks.

4. In some large-scale emergencies or disasters, emergency operations with different objectives may be conducted at geographically separated scenes, in which case it may be necessary to employ a Unified Area Command. In such situations, more than one incident command post may be established. In this situation occurs, it is particularly important that the allocation of resources to specific field operations be coordinated through the EOC.

3.2.3 **Direction and Control**

- A. **Incident Command Operations.** The first responder on the scene will take charge and serve as the IC until relieved by a more senior or qualified individual or an individual designated by the Mayor. An ICP will normally be established at the incident scene; the IC will direct and control response forces from that command post.

- B. **EOC Operations**

The Mayor or Emergency Management Director may activate the EOC at an appropriate operational level in anticipation of an emergency/disaster situation, such as severe weather, or after a major emergency/disaster has occurred to support on-scene operations. It may be activated to provide the Incident Commander any needed support or when multiple incident scenes require coordination of resources.

3.2.4 Responsibilities for Direction and Control

A. Mitigation

1. Establish, equip, and maintain an EOC.
2. Prepare maintain maps, displays, databases, reference materials, and other information needed to support ICP and EOC operations.
3. Identify and stock supplies needed for ICP and EOC operations.
4. Develop and maintain procedures for activating, operating, and deactivating the EOC.

B. Preparedness

1. Identify department/agency/volunteer group representatives who will serve on the EOC staff and are qualified to serve in various ICP positions.
2. Pursuant to NIMS protocol, conduct NIMS training for department/agency/volunteer group representatives who will staff the EOC and ICP.
3. Maintain maps, displays, databases, reference materials, and other information needed to support ICP and EOC operations.
4. Test and maintain EOC equipment to ensure operational readiness.
5. Maintain a resource management program that includes identifying, acquiring, allocating, and tracking resources.

C. Response

1. Activate an ICP and the EOC if necessary.
2. Conduct response operations.
3. Deactivate ICP and EOC when they are no longer needed.

D. Recovery

1. If necessary, continue EOC activation to support recovery operations.
2. Deactivate EOC when situation permits.
3. For major emergencies and disasters, conduct a review of emergency operations as a basis for updating plans, procedures, and training requirements.

3.2.5 Facilities and Equipment

A. EOC

The Primary EOC is located at Emergency Management Headquarters, 834 Kempton Street, and is maintained by the Emergency Management Department.

B. Alternate EOC

Should the primary EOC become unusable, the alternate EOC, located at 133 William Street (City Hall), will be used to manage emergency operations.

C. Mobile Command Center

The Incident Commander may request the city's Mobile Command Center (MCC), operated by the Emergency Management Department, be deployed for use as an on-scene command post.

Communications and other capabilities of Primary and Alternate EOC, and the Mobile Command Center, may be found in the *Resource Manual*.

3.3 COMMUNICATIONS

This section provides information on the communications systems New Bedford will rely upon during emergencies or disasters.

3.3.1 SITUATION/INTEROPERABILITY

New Bedford maintains several two-way radio systems that are assigned and utilized by public safety, public works and other city departments. These systems operate in the VHF low, VHF high and UHF bands making interoperability between departments difficult. The city relies heavily on common-carrier, traditional cellular and NEXTEL telephones for intercommunications.

The Emergency Operations Center (EOC) maintains several base radio stations in its Communications Section that can communicate on all local government two-way radio systems as well as with the Massachusetts Emergency Management Agency (MEMA).

Additionally, the city's Mobile Command Center has similar communications capabilities as well as a patching device that can interconnect multiple radios systems.

MEMA and the State Police operate an 800 megahertz radio system that provides, in part, channels for shared interoperability throughout the state. The New Bedford EOC has a cache of portable radios on this interoperable system that can be used for interagency communication during a local emergency. Additional caches can be requested from area communities and MEMA to augment this equipment in the event of a local area emergency or disaster.

3.3.2 ASSUMPTIONS

An emergency or disaster can overwhelm the capacities of the city's two-way radio systems and make the interoperability problem more serious. The city recognizes various telephone systems may fail due to power loss, overloading or infrastructure damage.

Additional public and private resources may be needed to augment existing communications capability.

The Radio Amateur Civil Emergency Service (RACES), part of the Emergency Management Department, has been designated to provide expanded communications during emergencies.

The state 800 megahertz interoperability system will likely not be available for emergencies and disasters that affect a wide area.

3.3.3 CONCEPT OF OPERATIONS

During emergencies and disasters, the Communications Section at the EOC will be activated. While departments will maintain operational control of their own communications systems, they will maintain communication liaison with the EOC. The EOC will coordinate communications

between departments as needed. Depending on the type of emergency or disaster, there may be a need for certain departments to assign an operator for their respective base radio station at the EOC.

For the purposes of inter-agency communications, in accordance with NIMS requirements, radio code systems will be discontinued in favor of clear text and common terminology to avoid confusion and misunderstanding.

3.3.4 COMMUNICATIONS RESPONSIBILITIES

The Emergency Management Director and Communications Director will coordinate the Communications function responsibilities listed below:

A. MITIGATION

1. Develop and maintain communications systems and procedures for use during emergency/disaster periods.
2. Develop and maintain plans for priority restoration of essential city government common-carrier telephone service.

B. PREPAREDNESS

1. Identify and inventory local government communications resources and sources of back-up systems.
2. Ensure readiness of communications systems and equipment through a regular schedule of testing, repair and maintenance and stocking of common replacement parts.
3. Identify sources of emergency equipment repair.
4. Train personnel on operation of equipment, as needed
5. Coordinate communications capabilities with neighboring communities

C. RESPONSE

1. Activate the EOC Communications Section. Staff and operate communications system as necessary through the disaster period.
2. Maintain communications coordination with departments involved in emergency operations.
3. Provide communications link between EOC and mass care shelters.
4. Activate back-up or alternate communications systems, as necessary.
5. Order needed repairs to communications systems and equipment.

D. RECOVERY

1. Continue to coordinate response operations as long as needed and phase down when appropriate.
2. Perform needed repairs and maintenance on all equipment before returning to normal operations or storage.

3.3.5 LOGISTICS

- A. Listed below are the various two-way radio system used by local government agencies along with their operating frequencies:

Department	Radio Frequency
Police & EMS Departments	Channel 1 - 482.5875 Channel 2 - 482.9125
Fire Department	Channel 1 - 474.0375 Channel 2 - 473.5125
Emergency Management	151.115
Public Infrastructure Department	155.145
Public Facilities Department	151.01
Inspectional Services Dept	154.34 - City Government Radio System
DCS/Council on Aging	154.34 - " " "
Harbor Development Ferry Transportation	154.34 - City Government Radio System
Regional Airport	39.64
School Department	47.66

- B. An inventory of communications equipment may be found in the *Resource Manual* (Core Functions).
- C. The city maintains regular business relationships with two local radio repair services that can be called upon to repair communications equipment when the need arises.
- D. Most facilities where base radio stations are located have auxiliary power to ensure continued operation. Priority will be given to providing portable generators to those that do not.
- E. Additional caches of 800 megahertz interoperable portable radios may be obtained from:
- City of Fall River (Fire/EMA Department)
 - City of Taunton (Emergency Management Department)
 - UMASS/Dartmouth (Campus Police)

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3.4 WARNING

This warning function deals with the dissemination of adequate and timely warnings to appropriate local government officials and the public in an impending or occurring emergency/disaster situation. This section describes the various warning systems in place in the City of New Bedford and provides guidelines for using same to ensure that emergency responders and the public take appropriate protective actions to save lives, reduce injury, and/or damage to property.

There are overlaps of the warning function with those of Direction and Control (Section 3.2), Communications (Section 3.3) and Emergency Public Information (Section 3.6).

3.4.1 SITUATION

The need to provide warning could come at any time. In order to reduce loss of lives, adequate and timely warnings must be provided. Warnings must also include appropriate action-oriented information.

The **New Bedford Police Department/911 Dispatch Center** is the city's designated **Primary Warning Point** where warnings and emergency information are normally received first.

The most common warnings are those issued for severe weather. Technological (man-made) disasters, such as a hazardous materials release or weapons of mass destruction event, could also necessitate prompt warning of the public.

3.4.2 ASSUMPTIONS

A warning period will be available for most emergency situations although the amount of lead time will vary from hazard to hazard.

Some residents will ignore, not hear, or not understand warnings of impending disasters broadcast over radio or television. Mobile public address and even door-to-door operations may be required in some disaster situations. Emergency response organizations such as police and fire may be called upon to assist in these efforts.

3.4.3 CONCEPT OF OPERATIONS

While the concept of warning includes activation of the local emergency management organization, i.e. notifying organizations and individuals with emergency management responsibilities, this element is covered in Direction and Control, Section 3.2. The focus of this section is on notifying the general public of an immediate threat to their life and safety. During major emergencies or disasters, warning efforts will be coordinated from the Emergency Operations Center (EOC).

Upon notification of a pending hazard or actual emergency/disaster situation, the Police Department/E911 Dispatch Center will notify the Mayor and Emergency Management Director.

When it is determined that it is necessary to warn the public, the Mayor and Director will develop a warning strategy appropriate to the situation and immediately implement same. The strategy will involve the use of as many of the facilities and techniques listed below as necessary to ensure complete coverage of the affected area. The strategy will also be affected by the source and credibility of the report of the threat.

All warnings will continue until such time as they are no longer required. The Director will work with the Public Information Officer to disseminate appropriate information to the media and the general public.

3.4.4 EXISTING WARNING SYSTEMS AND USE

Depending on the nature of the hazard or emergency, and on the size and population of the area threatened, one or more of the following facilities and techniques will be used to receive and disseminate warning to the public.

National Warning System (NAWAS)

NAWAS is a dedicated, nationwide telephone warning system operated on a 24-hour basis by the U.S. Department of Homeland Security/Federal Emergency Management Agency. The system operates on the federal, state and local levels and is the only national system designed and maintained to warn of both weapons-related and natural/technological emergencies and disasters. Warnings received over the NAWAS system would be received by the Alternate State Warning Point (State Police Headquarters) and relayed to the city's Primary Warning Point (E911 Dispatch) via the Criminal Justice Information System (CJIS).

National Weather Service (NWS)

Current weather forecasts and severe weather watches, warnings, advisories, etc for the city are issued by the National Weather Service (NWS) Forecast Office in Taunton. This information is also relayed to the city's Primary Warning Point via the CJIS system.

The New Bedford Emergency Management Department/EOC also receives this information via fax, as well as advisories from the National Hurricane Center (NHC), from a private vendor providing NWS weather product.

NOAA Weather Radio

The city also receives NWS weather warning disseminated by NOAA Weather Radio system on tone-alert radios located in the EOC. Additionally, all public schools are equipped with similar weather alert receivers.

Emergency Telephone Notification System

The Bristol County Sheriff's Department operates the Rapid Alert System – an emergency telephone notification system. This system has the capability to make approximately 1,000 calls in a fifteen minute period to residences and businesses within a selected geographic area and can be activated by local public safety, public health and public works personnel.

The Rapid Alert System can also be utilized to notify pre-identified lists of city government essential emergency personnel.

Area Route Alerting

To provide localized warning, Police Department, Fire Department and Emergency Management Department vehicles equipped with outdoor sirens and public address systems will be utilized.

Door-to-Door Warning

To affect adequate warning, it may be necessary for emergency services personnel to conduct door-to-door sweeps.

Telephone Fan-Out

This system may be utilized to relay warning information to neighboring communities, local government agencies, schools, major industries and special needs facilities.

Health and Homeland Alert Network (HHAN)

The Massachusetts Health & Homeland Alert Network (HHAN) is a secure web-based communication and information sharing application operated by the Massachusetts Department of Public Health. It supports emergency and bio-terrorism preparedness efforts by providing alerts to local officials regarding disease outbreaks, vaccine updates, warnings of suspicious activities, severe weather and other emergency information that is transmitted by email, as well as telephone and wireless devices depending on its urgency.

Emergency Alert System (EAS)

The EAS provides a means for supplying emergency information to the public. It utilizes commercial radio and television broadcast services, and cable television systems, which are provided on a voluntary, organized basis.

The system may be activated at the federal and state level. A list of the local broadcast stations which are part of the system is located in the Resource Manual.

Print Media

When time is sufficient, warnings and emergency information are provided through the print media, particularly newspapers.

Broadcast Media

A local AM radio station (WBSM AM-1420) can be utilized to provide more time-sensitive emergency information and instructions.

Cable Television

An estimated 65% of New Bedford's households subscribe to cable television service provided by Comcast. The local cable system is equipped with an emergency override that can be accessed by key local government officials to provide live emergency warnings and instructions.

Additionally, the city's Cable Access Department operates three access channels on the cable system. These channels can be utilized to provide continual scrolling text screens providing local emergency information and instructions. Further, the city has the capability to broadcast live over the access channels from various local government buildings, including the Emergency Operations Center.

3.4.5 RESPONSIBILITIES OF WARNING

The Emergency Management Director, or designee, will be responsible for coordinating the warning function responsibilities.

A. Mitigation

1. Develop and maintain warning systems and procedures for use during emergency/disaster periods

B. Preparedness

1. Maintain, test and repair warning systems and equipment, and identify means for emergency repair or restoration, as appropriate.
2. Train personnel on the use and activation of warning systems

C. Response

1. Issue warnings, through appropriate methods, concerning an impending hazard or the occurrence of an emergency or disaster.
2. Monitor effectiveness of warning. Activate supplemental warning methods if needed

3. Ensure communications of warning/notifications to any known special needs populations and facilities.
4. Work with Public Information Officer to ensure pertinent warning information is provided to print and broadcast media for dissemination to the public

D. Recovery

1. Continue response activities until emergency warnings are no longer required.
2. Provide notification to public that the emergency/disaster period has passed, and relays information/instructions for safe return to affected area

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3.5 DAMAGE ASSESSMENT AND REPORTING

This section describes procedures for the assessment and reporting of damage resulting from a major emergency or disaster to determine the impact on the community, the types of assistance needed and the assignment of priorities to those needs. This procedure is designed to meet disaster declaration needs consistent with state and federal criteria.

This section also provides a brief background on the Federal Emergency Management Agency's Public Assistance and Individual Assistance programs

3.5.1 SITUATION AND ASSUMPTIONS

Most hazardous events have the potential for causing major damage within New Bedford. A planned damage assessment procedure is essential for an efficient and effective response and recovery effort, and will be given priority along with other operations.

An initial damage assessment will document the severity of the disaster and provide the basis for determining priorities for recovery operations, determining resource and personnel requirements, and determining the need for, and type of, state and federal assistance.

A more detailed damage assessment will be necessary to support a request by the Governor for state and federal disaster assistance through a Presidential Declaration. (see Public Assistance Program, Section 3.5.5). The ultimate responsibility for damage assessment lies with local government.

3.5.2 CONCEPT OF OPERATIONS

General

The Mayor will designate a local government official to serve as Disaster Information Coordinator who will be responsible for working with the Emergency Management Director and representatives of response organizations to collect all necessary information relative to the emergency or disaster situation, establishing and dispatching Damage Assessment Teams and coordinate necessary reporting with the Massachusetts Emergency Management Agency.

Cost Documentation

Local government departments and agencies will document preparedness, response and recovery activities, along with expenditure and use of resources (manpower, supplies and equipment) in the event there is a presidential disaster declaration and a portion of these costs are reimbursed by the state and federal government under the FEMA Public Assistance Program. Forms for documenting this information may be found in the city's Disaster Assistance Manual.

Initial Disaster and Situation Reporting

Initially, a rapid assessment of conditions should be initiated from the EOC as soon as the disaster damage has reached a peak and can be estimated with a reasonable degree of accuracy. The goal of a rapid assessment is to size-up the situation so life-threatening situations and imminent hazards can be addressed, as well as other priorities such as opening access to damaged areas and restoration of critical infrastructure and lifelines.

Assessment information should include the location of incident/area(s) impacted; extent of damage or loss; estimate of injured, fatalities and homeless; type of assistance that may be needed; and other related information.

Much of this information will come from field personnel (police, fire, public infrastructure/facilities, etc.) reporting conditions to their respective bases of operation and on to their representative in the EOC. This information will form the basis for ongoing response and recovery actions and requests for additional assistance.

A sample *Initial Disaster Report (Form M)* found in the *Resource Manual* (Forms Section) may be used for compiling and reporting this information.

A *Local Government Situation Report (LOGOSITREP – Form I)* will be transmitted to the MEMA Regional Office in Bridgewater. While this report will likely be incomplete, it will provide early information to the Governor, MEMA and other state officials on the overall disaster situation and of potential needs for state resources. Successive LOGOSITREPS will be transmitted on a regular basis and should contain more detailed and accurate information as time progresses.

Damage Assessment

A more thorough “windshield survey” damage assessment may be necessary to prioritize response and recovery operations and/or when there is a possibility of a Presidential disaster declaration. Assessment information needed includes homes/buildings damaged or destroyed, roadways obstructed, utilities interrupted, etc.

This task is carried out by Damage Assessment Teams (DATs) of local government employees having the skills and experience to assess specific types of damage. This information is recorded on Initial Damage Assessment Report forms (Form K) and reported back to the EOC where this information is compiled by the Disaster Information Coordinator. These survey reports may be supported with photo and video documentation.

Assessment efforts will be primarily concerned with damage to public facilities and infrastructure and business/industrial structures. The American Red Cross will also activate damage assessment teams which will focus primarily on residential structures in its process of determining the needs of disaster victims. Local government assessment teams may need to augment Red Cross efforts in assessing residential damage.

An Initial Damage Assessment Report (Form K) of compiled data will be prepared by the Disaster Information Coordinator and submitted to the MEMA Region 2 Office when so requested. This report provides both a summary of community damage as well as specific disaster impact information and supports requests for state and federal assistance. This report

may be requested within 12 hours of the incident, with updated information provided at regular intervals.

MEMA may also request the submission of a Preliminary Damage Assessment – Public Assistance form (Form L) to determine what additional assistance may be required. This form provides information specific to FEMA’s Public Assistance Program (see Section 3.5.5) and includes an estimate of both temporary disaster work (costs of debris removal and protective measures) and permanent work (repairs to roads, buildings, utilities, etc).

Joint Damage Assessment

If the disaster is of such a magnitude, a joint “Preliminary Damage Assessment” by state and federal personnel will be conducted to determine the disaster relief and assistance needs of the community and to provide documentation for the Governor’s letter of request to the President for a disaster declaration.

The Disaster Information Coordinator and DAT members will escort and assist state/federal personnel with the survey and assessment of community damages.

3.5.3 RESPONSIBILITIES OF DAMAGE ASSESSMENT AND DISASTER REPORTING

A. Mitigation

1. Establish a damage assessment program
2. Develop a damage assessment training program
3. Identify agencies, personnel and resources to assist in and support damage assessment activities

B. Preparedness

1. Train personnel in damage assessment procedures and techniques
2. Train support personnel, including EOC damage assessment personnel
3. Maintain pre-disaster maps, photos, videos and other documents for damage assessment purposes
4. List critical facilities requiring priority repairs if damaged
5. Review procedures and forms for reporting damage to higher levels of government

C. Response

1. Activate damage assessment staff at EOC
2. Designate a Disaster Information Coordinator
3. Deploy damage assessment teams to disaster location(s).
4. Collect and compile damage assessment reports.
5. Provide initial Local Government Situation Report to MEMA., and provide periodic updates
6. Provide damage assessment reports to MEMA as requested
7. Determine unsafe facilities.
8. Keep public informed regarding hazardous structures, roads, bridges, etc
9. Document emergency work performed (protective actions, debris removal, emergency repairs, etc).
10. Escort and assist, as needed, state and federal inspection personnel conducting Joint Damage Assessments.

D. Recovery

1. Summarize damage assessment reports
2. Identify unsafe structures and prevent their use
3. Establish priorities for emergency repairs to buildings, roads, etc
4. Monitor restoration activities
5. Continue documentation of disaster-related expenditures
6. Review building codes and land use regulations for possible improvement

3.5.4 ADMINISTRATION AND LOGISTICS

Disaster Reporting and Damage Assessment Forms

Damage assessment and reporting forms discussed in this section may be found in the *Resource Manual* (Forms Section) and include:

Form I – Local Government Situation Report (LOGOSITREP)
Form K – Initial Damage Assessment Report
Form L – Preliminary Damage Assessment – Public Assistance
Form M – Initial Disaster Report

Local Government Activity Reports

Record keeping forms for documenting local government disaster work expenditures may also be found in the *Resource Manual* (Forms Section)

Release of Assessment Information

Private appraisers, insurance adjusters, and others may obtain damage assessment reports from the authorized coordinator with the consent of local authorities only. Such information will be limited to that necessary to assist them in expediting the adjustment of claims. Accurate information will be provided to the Massachusetts Emergency Management Agency for necessary release to Federal agencies in a timely manner.

3.5.5 PUBLIC ASSISTANCE PROGRAM

The Public Assistance Program provides partial reimbursement to State and Local governments for: the repair or reconstruction of public facilities which are owned and operated by government; debris removal; and protective measures. Assistance may also be available to certain Private Non-Profit (PNP) organizations who provide an essential public service open to all persons within the community. Examples of eligible PNP's are: museums, zoos, community centers, senior citizen centers, libraries, homeless shelters, rehabilitation facilities, and sheltered workshops. Facilities which are not eligible are: recreation, public housing, cemeteries, theaters, parking, conference facilities, and job counseling/training.

The Public Assistance Program is administered by the Massachusetts Emergency Management Agency, Disaster Recovery Division, as the Grantee for all federal funds related to the program. Eligible applicants to the program are Subgrantees.

An Applicant Briefing on all aspects of the Public Assistance Program will be held as soon as possible after receipt of the declaration. Every community, and private non-profit organization, in the declared disaster area must send a representative to the meeting. The individual attending the meeting should be the designated Authorized agent and qualified to speak officially for the local government or organization they are representing. It is recommended that a fiscal and public works person also attend the meeting.

Refer to the city's Disaster Assistance Manual for details concerning disaster recovery for public property. The *Resource Manual* (Roles and Responsibilities) lists possible locations for Disaster Field Offices to coordinate disaster assistance.

3.5.6 INDIVIDUAL ASSISTANCE PROGRAM

The Individual and Family Grant Program provides assistance to individuals and families adversely affected by a major disaster for meeting disaster related expenses, or for the needs of those unable to meet expenses through other disaster assistance programs. Such assistance may include Disaster Housing Assistance, Individual and Family Grants and Home/Personal and Business loans through the Small Business Administration (SBA), or the Farmer's Home Administration (FMHA) for farm owners or tenants. Details on these programs may be obtained from MEMA, Disaster Recovery Program.

3.6 EMERGENCY PUBLIC INFORMATION (EPI)

This section describes the means, organization and process New Bedford uses to provide timely, accurate and useful information and instructions to its residents throughout an emergency. Long-term public education efforts related to hazard awareness are also outlined in this section.

3.6.1 SITUATION

During emergencies, the public needs timely, accurate information on the emergency situation and appropriate instructions regarding protective actions that should be taken to minimize injuries, loss of life and damage to property.

For some slowly developing emergency situations (such as hurricanes), there may be several days for local government and the media to provide detailed information about the hazard and what citizens should do

For other emergency situations, there may be no warning, leaving the public information system unable to react rapidly enough to properly inform the public about the hazard and what to do about it. For this reason, it is important that the public be advised of likely hazards and what protective measures should be taken to lessen the effect of an emergency and/or disaster.

The principal means of EPI dissemination in New Bedford include local radio stations, broadcast TV stations (primarily from the Providence, RI market), the local cable TV system, the city-operated cable access channels and local daily newspaper. New Bedford maintains regular working relationships with these media outlets through routine, day-to-day public information activities. These media outlets could be affected by a loss of electrical power.

New Bedford has a significant non-English speaking population. A local Portuguese language FM radio station could be accessed to provide EPI to part of this population.

Back-up means of EPI, particularly alerting those at risk before impact, are addressed in Section 3.4 - Warning.

Refer to *Resource Manual* (Core Functions) for listing of local radio, television and newspaper outlets serving New Bedford.

3.6.2 ASSUMPTIONS

An effective program combining both education and emergency information can significantly reduce loss of life and property. However, many people are unconcerned about hazards until they may be affected and will not participate in or retain pre-emergency education; therefore, special emphasis must be placed on the delivery of emergency information during emergencies and disasters.

Local media will cooperate in disseminating warning and emergency public information during emergency situations and may participate in pre-disaster awareness programs and other disaster education activities.

Some emergency situations may generate substantial media interest and draw both local media and media from outside the local area, overwhelming the available emergency public information staff.

3.6.3 CONCEPT OF OPERATIONS

General

The city's Public Information Officer (PIO) will be responsible for coordinating local emergency public information efforts. The PIO may be assisted by alternates - primarily staff of the Mayor's Office or other designees. The line of succession for the PIO may be found in the Resource Manual.

Pursuant to the National Incident Management System (NIMS) operating principles and protocols, the public information mission during an emergency or disaster is to get accurate, understandable information to the public in a timely manner so people can take action to save lives and minimize damage to property. This information will generally be of an instructional nature focusing on such things as warning, evacuation, and shelter.

A special effort should be made to keep the public informed of the general progress of events. Reporting positive information regarding emergency response will help to reassure the community that the situation is under control. Rumor control must be a major aspect of the informational program. Public feedback should be used as a measure of the program's effectiveness.

Routine community disaster education efforts, directed toward increasing public awareness about potential hazards and how people can deal with them, will be coordinated by the Emergency Management Director.

All information and education efforts will rely heavily on the cooperation of commercial media organizations.

Internal Emergency Public Information (EPI) Coordination

In order to provide unified and coordinated EPI, the following policy will be in effect in New Bedford when the EPI function is activated:

- A senior Public Information Officer (PIO) and alternates will be designated by the Mayor.
- EPI will be managed out of one location (i.e. EOC, Media Center, Joint Information Center, an on-scene media area, etc.)

- EPI will be coordinated with the Incident Commander (if ICS has been established), public information officers of the various response agencies and the PIO.

Joint Information Center

In the case of large-scale emergencies or disasters where there are substantial external responders from other jurisdictions and/or state or federal agencies and the response and recovery effort may continue for an extended period, a Joint Information Center (JIC) may be established. The JIC, an element of the Joint Information System (JIS) developed to provide information to the public during an emergency, is a working facility where the emergency public efforts of all participating jurisdictions, agencies, volunteer organizations, and other responders can be coordinated to ensure consistency and accuracy.

EPI Message Content

The following is suggested general content for EPI messages during emergency/disaster situations. More detailed content recommendations for before, during and after a disaster may be found in Attachment 1 of this section.

- Nature, location and time of emergency/disaster
- Protective actions to be taken by the public
- Current situation assessment.
- Current government actions (What local government is doing or will do)
- Telephone numbers where the public can receive answers to specific questions and further information

3.6.4 RESPONSIBILITIES OF EMERGENCY PUBLIC INFORMATION

A. Mitigation

1. Develop and conduct hazard awareness information and educational programs for the general public.
2. Develop and maintain a mutually cooperative relationship with the local and area media.

B. Preparedness

1. Maintain plans for carrying out emergency public information activities during disaster emergency periods. This includes the establishment and location of rumor control/public inquiry hotlines.
2. Prepare Emergency Public Information and instruction for various emergencies/disaster, when possible, for use in time of emergency/disaster.
3. Ensure that Emergency Public Information will reach special population groups (e.g. students and other institutionalized populations).
4. Secure training for Public Information personnel.
5. Designate sites throughout the city that could be used as alternate Media Centers.

C. Response

1. Support the Incident Command System when established. Advises and represents the Incident Command on all public information matters relating to the management of the incident.
2. Coordinate, clear with appropriate authority(ies), and disseminate accurate and timely information related to the emergency or disaster.
3. Prepare and release emergency/disaster-related public informational instructions.
4. Respond to inquiries from the news media and the public.
5. Ensure public is able to obtain additional information and provide feedback (e.g. activation of public inquiry hotline).
6. Monitor the news media to detect and correct misinformation and to identify emerging trends or issues.
7. Activate the Joint Information System when the scope of the emergency or disaster dictates.
8. Provide ongoing news releases and conduct news conferences.
9. Maintain a chronological record of emergency/disaster events.
10. Supervise the Media Center/Joint Information Center.

D. Recovery

1. Continue to provide emergency public information and recovery instructions as long as necessary.
2. Compile and develop post-disaster report including an assessment of effectiveness of Emergency Public Information program.

3.7 HEALTH AND MEDICAL

This section deals with the mobilization and management of health and medical services under emergency or disaster conditions. It takes into consideration many factors including emergency medical treatment for disaster casualties, continuance of medical care services, disease control, sanitation, mental health, and availability of medical supplies.

3.7.1 SITUATION

In most emergency/disaster situations there is a potential for public health problems and a need for medical response. Depending on the nature of the incident, complications might include Evacuation and sheltering of residents in mass care facilities, destruction of or damage to homes and businesses, disruption of food distribution and utility services, disease, sanitation problems, continuation of waste disposal, contamination of food and water, and disposition of the deceased.

Public health services in New Bedford is provided by the Department of Public Health, with sanitary code enforcement responsibilities provided by the Department of Inspectional Services.

Emergency Medical Services is provided by the Emergency Medical Services Department.

Hospital services are provided by St. Luke's Hospital of New Bedford, part of the Southcoast Hospitals Group.

3.7.2 CONCEPT OF OPERATION

The Director of Public Health, or designee, will serve as the Health and Medical Coordinator during an emergency/disaster situation and will coordinate the health and medical responsibilities outlined in this section, as needed. The Public Health Department/Health and Medical Services line of succession may be found in the *Resource Manual* (Roles and Responsibilities).

Emergency operations for public health services will be an extension of normal duties. One of the primary concerns of public health personnel is disease control. This involves the detection, and control of disease causing agents, as well as purification of water. Sanitation is a very significant aspect of public health. One of the primary considerations is the continuation of water disposal under disaster conditions. Medical facilities and food establishments need sanitary inspections. Personnel health and hygiene education is very important before, during, and after an emergency. Personal food and water supplies must be kept free of contamination.

3.7.3 RESPONSIBILITIES OF HEALTH AND MEDICAL SERVICE

A. Mitigation

1. Provide ongoing inspections and enforcement of sanitary codes

2. Administer immunization programs.
3. Provide epidemic intelligence, evaluation, prevention and detection of communicable diseases.
4. Assess potential impacts on community of major influenza pandemic and other diseases.
5. Conduct public awareness programs in disease prevention and health education.

B. Preparedness

1. Maintain plans and procedures for providing health and medical services during emergencies of disasters.
2. Maintain current inventories of health and medical facilities and medical resources available for use during emergency/disaster period. Refer to *Resource Manual* (Core Functions) for health and medical inventory.
3. Provide for protection of food and water supply.
4. Consults with representatives of response agencies to discuss coordination of health/medical aspects of response to emergency/disaster.
5. Coordinate influenza pandemic and other infectious disease planning with the Massachusetts Department of Public Health (MDPH), Emergency Management and other appropriate local agencies, and community public and private health care provider network.
6. Maintain ongoing relationship with health and medical service counterparts in neighboring communities and with MDPH.

C. Response

1. Provide Emergency Operations Center (EOC) support
2. Assess emerging health, medical and mental health needs.
3. Coordinate response activities of the Health Department.
4. Coordinate other activated health and medical organizations to assess their needs, helps them obtain resources and ensure that necessary services are provided.
5. Work with Commissioner of Public Infrastructure to ensure provision of potable water.
6. Work with Commissioner of Public Facilities to ensure adequate waste disposal activities.
7. Work with Commissioner of Inspectional Services to ensure enforcement of appropriate sanitary codes.
8. Work with the Emergency Medical Services Director and local hospital (St. Luke's) representative to ensure availability of emergency medical treatment and the establishment of a patient/casualty tracking system, if necessary.
9. Coordinate the location, procurement, screening and allocation of health and medical supplies and resources required to support health and medical operations.
10. Coordinate operations for emergency immunization, and isolation and/or quarantine procedures, if needed.
11. Coordinate needed vector control activities.

12. Coordinate necessary mortuary services with the Chief Medical Examiner, including operation of temporary morgues, and identification and registration of victims. Refer to *Resource Manual* (Core Functions) for listing of mortuary facilities.
13. Ensure appropriate mental health services are available for disaster victims, survivors, responders and their families, and others in need.

D. Recovery

1. Continue coordination of response activities, as needed.
2. Compile information for local disaster reporting as well as required reports for state and federal authorities.

3.7.4 ADMINISTRATION AND LOGISTICS

Refer to *Resource Manual* (Core Functions) for Health and Medical Facilities and Mortuary Facility listings.

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3.8 RESOURCE MANAGEMENT

Resource management in emergency management involves managing personnel, equipment, facilities, and supplies needed during a major emergency or disaster. Resource management activities include analyzing resource needs, procuring resources, and staging the resources for efficient support of emergency operations.

3.8.1 SITUATION

An emergency or disaster could require full activation of local government resources. Local resources may be depleted, particularly if the disaster event is of a long duration. The city could need other public as well as private resources when these resources are depleted. Depending on the nature of the emergency, specialized resources may also be required.

All departments and agencies with responsibilities under this Plan will maintain current inventories of their respective personnel, equipment and supplies.

The *Resource Manual* (Core Functions) contains these inventories. It also contains information on location of staging areas for personnel and equipment, as well as temporary storage/warehousing locations for supplies and materials.

MEMA, working with the state's regional homeland security advisory councils, is developing a statewide Resource Management System (RMS) that will serve as a central, searchable inventory of resources throughout the state. The National Incident Management System (NIMS) requirement that certain resources be "typed" based on their capabilities will be part of this RMS system.

3.8.2 ASSUMPTIONS

Supplemental public and private resources may not be immediately available following a major emergency or disaster. The city may have to rely on resources from unaffected communities or from state government.

3.8.3 CONCEPT OF OPERATION

The Commissioner of Public Infrastructure, or designee, is responsible for coordinating resource management activities.

Resource management activities will be conducted from the Emergency Operations Center during significant emergencies or disasters. Each department will manage their own resources including resources available through existing mutual aid agreements. Requests by departments, or an on-scene commander/Incident Command, for additional equipment, personnel and material from other departments or from external sources will be made through the Resource Management Coordinator at the EOC. To the extent possible, potential resource shortages will be projected, identified and made known to the Coordinator.

The Resource Management Coordinator will also serve as the clearing house for resources made available to the city from other sources. Priorities for resource allocation will be established by the Mayor and Policy Group.

The Financial Group will provide guidance and direction on emergency purchasing and procurement procedures, as appropriate.

Records of expenditures for equipment, personnel and material will be maintained. See Recourse Manual (Forms Section) for record keeping forms.

3.8.4 RESPONSIBILITIES OF RESOURCE MANAGEMENT

A. Mitigation

1. Plan resource services to be provided in an emergency or disaster.
2. Train personnel on effective use of available resources.
3. Coordinate and use all available resources during emergency/disaster.

B. Preparedness

1. Identify and inventory local government resources. Keep resource inventories current.
2. Prepare and update list of potentially needed resources and where they can be obtained.
3. Develop mutual aid agreements with neighboring jurisdictions.
4. Develop agreements and memorandums of understanding with appropriate private sector and volunteer organizations to ensure availability of resources.

C. Response

1. Coordinate Resource Management activities including establishing priorities and allocating resources.
2. Coordinate delivery of resources to response organizations and disaster victims.
3. Identify resource distribution centers.
4. Coordinate local government efforts with other agencies.
5. Maintain list of sources confirmed as available to provide materials, equipment, and other resources.
6. Maintain records of emergency-related expenditures, services and resources rendered during the emergency/disaster.
7. Essential consumer goods, such as food and medical supplies, will be warehoused in pre-designated facilities listed in the *Resource Manual* (Core Functions) or other sites depending upon need.

D. Recovery

1. Coordinate ongoing resource management activities.
2. Assess needs of victims and overall recovery needs.
3. Assess impact of emergency on available equipment and resources.

4. Estimate costs of providing resources.
5. Assess impact of emergency/disaster on available resources and identify repair, maintenance and replenishment needs.
6. Record resource needs and available supplies. Set priorities on available resources.
7. Continue to maintain appropriate records.

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3.9 TRAINING AND EDUCATION

There are many programs available at all levels of government to provide training in all aspects of emergency management to emergency response personnel, government officials, industry and the general public. Effective emergency management training programs provide responders with the skills to implement an effective response which will save lives, minimize injury, and protect property during emergency/disaster events.

Programs should be initiated at the local level to provide instruction to the general public to prepare them for protecting themselves against the consequences of emergency/disaster occurrences. Most of the emergency information received by the general public comes through electronic and print media, but community disaster education meetings may also be held to convey information and instructions concerning specific types of emergencies and disasters. This educational information may be presented through audio-visual presentations, lectures, booth displays, demonstrations, and literature handouts. New Bedford Emergency Management maintains an inventory of instructional flyers and brochures on a variety of disaster topics.

The Massachusetts Emergency Management Agency conducts training for state and local response personnel at both their Framingham Headquarters and throughout their four regions. Courses currently include National Incident Management System (IS-700), Incident Command System, Terrorism Awareness, and Hazardous Materials Awareness.

In addition, courses are available at FEMA's Emergency Management Institute (EMI) in Emmitsburg, Maryland. In addition, EMI offers approximately fifty Independent Study Courses geared toward first responders and the public alike

Information concerning all of these programs can be obtained from the Emergency Management Director.

The Director coordinates the overall readiness of local emergency response personnel by maintaining an emergency management training program. Heads of departments tasked under this plan should ensure their personnel are trained in such subjects as self protection when responding to an emergency, efficient management of the immediate disaster scene, rescue skills, evacuation procedures, shelter management, radiological monitoring, etc., as appropriate.

3.9.1 RESPONSIBILITIES OF THE TRAINING COORDINATOR/ STAFF

A. Mitigation

1. Establish policies and procedures pertaining to the training of individuals, groups, and functional teams in emergency/disaster subjects, skills, and techniques.
2. Arrange for the availability of qualified instructors, equipment, supplies, and related material for training personnel in emergency management-related subjects both during normal times and just prior to an anticipated emergency/disaster period.

3. Maintain up-to-date lists of emergency management training materials, literature, and courses that are available outside of the local community.

B. Preparedness

1. Ensure that an adequate supply of training aids, instructors, and functional support will be available for increased readiness training and during the emergency/disaster period.
2. Develop an additional resource pool of instructors from the state and federal governments to conduct or assist in conducting emergency management training.

C. Response

1. Provide for on-site instruction as required during emergency/disaster period.

D. Recovery

1. Release personnel who are no longer needed for response activities and implements short- and long-term recovery training as necessary.

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3.11 PROTECTIVE ACTIONS

When an emergency or disaster event occurs or is threatening, local government officials must determine the need for protective actions to safeguard the lives and safety of New Bedford residents.

The traditional method of protecting the population is evacuation out of the area under threat. Experience has shown that evacuation is often difficult and time consuming to accomplish and may even result in exposure to the hazard being evacuated from.

There may be situations, primarily in hazardous materials spills or releases, where “shelter-in-place” (having people stay inside and closing up the structures they are occupying) may be more appropriate. This can be especially true for short-term hazardous materials releases, when the risks associated with an evacuation are outweighed by the benefits of in-place protection. Sheltering-in-place may be a suitable protective action for special needs facilities such as hospitals and nursing homes.

A combination of both evacuation and shelter-in-place may also be appropriate in some situations. Both actions have difficulties and risks associated with their implementation.

Section 3.12 deals with Evacuation. When an evacuation is ordered, most affected individuals will relocate to homes of family and friends.

A small percentage, however, will require temporary shelter in mass care facilities. Mass care sheltering operation is discussed in Section 3.13, as well as sheltering-in-place.

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3.12 EVACUATION

This section deals with the orderly and coordinated movement of all or any part of the population if it is determined that such action is the most effective means available for protecting the population from the effects of an emergency situation.

3.12.1 SITUATION

New Bedford is vulnerable to a number of hazards significant enough to require an evacuation of part or all of New Bedford. The scope of any evacuation will be based on the severity of a given emergency. Unless it is within the immediate area of an incident, evacuation can be a complex operation requiring a significant amount of time to carry it out successfully.

The National Incident Management System (NIMS) defines evacuation as an organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

If the hazard is of short duration and evacuation may actually or potentially expose the public to risk, shelter-in-place may be a more appropriate protective action for all or part of the affected population.

3.12.2 ASSUMPTIONS

Based on research from past disasters, the following assumptions are made with regard to evacuation planning and implementation:

- Most people at risk will evacuate when local officials recommend that they do so. A general estimate is 80 percent of those at risk will comply when local officials direct an evacuation. The proportion of the population that will evacuate typically increases as a threat becomes more obvious to the public or increases in severity.
- Between 5 and 20 percent of the people at risk will evacuate before being directed to do so.
- Some individuals will refuse to evacuate, regardless of the threat, or until household members are all together or missing members are accounted for.
- Roughly 15 - 20 percent of the population at risk will require shelter in a mass care facility. Most evacuees will seek shelter with relatives, friends, or motels rather than use mass care facilities.
- Some owners of companion animals will refuse to evacuate unless arrangements can be made to care for their animals since they are not allowed in Mass Care Shelters.

- An estimated 15% of the city's population, based on Census data, is without personal transportation resources to evacuate. The city may need to provide transportation resources.

While some emergency situations are slow to develop, others occur without warning. Hence, there may be time for deliberate evacuation planning or an evacuation may have to be conducted with minimal preparation time. In the case of short notice evacuations, there may be little time to obtain personnel and equipment from external sources to support evacuation operations. The individual responsible for implementing it should be the IC at the scene of the emergency, with support arranged through the EOC as necessary.

3.12.3 CONCEPT OF OPERATIONS

General

Several factors must be considered when planning for evacuation:

- nature of the hazard itself including magnitude, intensity, speed of onset, and duration.
- the availability of evacuation routes, their capacities, and their vulnerability to the hazard.
- The method of transportation. Arrangements must be made for those persons unable to supply their own transportation.

A General Evacuation Checklist, found at the end of this section, has been developed to guide the execution of evacuation operations.

Authority and Notification

The Mayor, under the coordination of the Emergency Management Director, is responsible for ordering an evacuation when necessary.

Evacuations of a major scope, which include large populations and extensive relocation and support resources, will be coordinated through the EOC. An Evacuation Coordinator may be designated to organize this function.

During hurricanes, evacuation notice will generally be initiated after evaluation and recommendation of the Emergency Management Director.

In situations such as hazardous materials releases or major fires where there is an urgent and immediate need to evacuate a limited area for the health and safety of the population, the Incident Commander may order such an evacuation which will be implemented by Police Department personnel.

Evacuation Area Definition and Coordination

Those officials recommending/ordering an evacuation will define the area to be evacuated. Officials should define the evacuation area in terms clearly understandable by the general public

and ensure this information is provided to the Public Information Officer (PIO) for rapid dissemination.

A. Hazardous Materials Incidents and Fires

An immediate evacuation of a multi-block area around an incident scene could be initiated immediately by responding police officers on the orders of the Incident Commander. The IC will order additional areas be evacuated, as the need arises.

The Incident Commander will continually monitor the situation in case changing circumstances, such as wind shift, requires redefinition of the evacuation area.

When an evacuation is ordered, the Incident Commander will notify the Mayor and Emergency Management Director so that necessary support services can be activated and coordinated.

Due to the specialized nature of hazardous materials incidents, a stand-alone Hazardous Materials Response Plan (Part 5 of the Comprehensive Emergency Management Plan) has been developed.

B. Localized Evacuation

Other localized evacuations will be coordinated through the Mayor and Emergency Management Director at the EOC. Police Department personnel will have the primary responsibility for on-scene control.

C. Multi-Jurisdiction Evacuation

Large-scale evacuations involving two or more communities will be coordinated through the Massachusetts Emergency Management Agency

Public Notification

Persons to be evacuated should be given as much warning time as possible.

A. Pre-evacuation Warning

On slow-moving events, cautionary notification should be given to affected residents if it appears evacuation may be necessary.

B. Evacuation Warning

All warning methods will be used to direct the affected population to evacuate. Wherever possible, the warning should be given on a direct basis as well as through the media.

The use of emergency vehicles moving through the affected area with sirens and public address systems (route area alerting) is usually effective. When used, two vehicle teams should be employed. The first will get the attention of the people, and the second will deliver the evacuation message. Door-to-door notification may also be considered.

Special needs facilities will be notified directly by the EOC or on-scene authorities.

Police personnel will sweep the evacuated area to insure all persons have been advised and have responded. Persons who refuse to follow evacuation instruction will be left alone until all who are willing to leave have been provided for, then, time permitting, further efforts will be made to persuade them to evacuate.

C. Emergency Public Information

The PIO will insure that evacuation information is disseminated to the media on a timely basis. Instructions to the public such as location of temporary reception centers or shelters, items to bring with them, as well as situation updates will be issued as that information becomes available. Specific PIO procedures are contained in Section 3.6

Special Needs Facilities

Facilities which may require special planning and resources to carry out evacuations include schools, day care facilities, hospitals, nursing homes, prisons, and residences and recreation facilities for handicapped or disabled. Facilities of this type within the area to be evacuated will be warned of the emergency situation.

Facility managers with special needs populations are responsible for the evacuation of those in their care. Assistance in the evacuation process may be requested through the Emergency Management Director, if needed. These facilities should have plans and resources to support an emergency evacuation.

Numerous special needs facilities have been identified and information on each is included in the *Resource Manual* (Vulnerable Population and Areas/Special Institutions)

Evacuation recommendation specific for hospitals may be found in Section 3.12.5.

Evacuation Movement and Routes

Private vehicles are the primary means of evacuation. Police Department personnel will direct, as needed, the actual evacuation movement.

A. Bus transportation will be provided for those evacuees without access to private vehicles. A list of potential transportation pick-up points may be found in the Resource Manual (Alternate Transportation System).

B. Ambulances and other special vehicles will be provided for evacuees in need of same.

- C. Evacuation routes will be selected by police officials at the time of the evacuation decision. Movement instructions will be part of the warning and subsequent public information releases. The primary evacuation routes within and out of New Bedford are indicated in the Maps and Tables Section of this Plan.
- D. If at all possible, two-way traffic will be maintained on all evacuation routes to allow continued access for emergency vehicles.
- E. Police officials will coordinate use of towing services needed to clear disabled vehicles.
- F. Traffic control devices such as signs and barricades will be provided by the Departments of Public Facilities and Public Infrastructure.

Access Control

Police Department officials will establish a perimeter control to provide security and protection of property left behind. Fire Department officials will take measures to insure continued fire protection.

Re-Entry

The Mayor and Emergency Management Director will make the decision to order re-entry of evacuated areas after the threat has passed and inspection by appropriate departments and agencies for safety. Some specific re-entry considerations are:

- Insure that the threat which caused evacuation is over.
- Insure structures and infrastructure have been inspected to determine if they are safe to occupy or use.
- Determine the number of persons in mass care shelter(s) who will have to be transported back to their homes. Provide needed transportation.
- If homes have been damaged, determine the short and long-term housing requirements.
- Coordinate traffic control and movement back to the area.
- Inform the public of proper re-entry actions, particularly cautions they should take with regard to reactivating utilities. In addition, issue proper clean-up instructions, if necessary.

3.12.4 RESPONSIBILITIES FOR EVACUATION OPERATIONS

A. Mitigation

1. Identify potential evacuation areas for various types of disasters such as flood zones, areas near facilities with hazardous materials inventories, etc.
2. Identify special needs populations and facilities present in the community that may require evacuation assistance
3. Maintain plans outlining evacuation procedures

B. Preparedness

1. Revise special needs facility information on an ongoing basis.
2. Identify evacuation routes through and out of the community away from areas likely to be impacted by more common disasters such as flooding and hazardous materials incidents. These should take into account vehicle capacity and predictable areas of traffic impasse.
3. Identify possible sources of transportation, both publicly and privately owned, and draw up letters of agreement for use of these resources where appropriate.
4. Provide training to drivers of transport evacuation vehicles where appropriate.
5. Provide public education regarding evacuation procedures

C. Response

1. Initiate evacuation procedures after recommendation to evacuate is issued
2. Provide traffic and perimeter control through local and State Police.
3. Proceed with evacuation of 'special needs' populations

D. Recovery

1. Initiates return of evacuees when emergency/disaster has passed and it is safe to do so.
2. Provide information and instructions to the public concerning safe re-entry into their neighborhoods and homes.
3. Provide traffic control, as needed.
4. Continue public information efforts, as needed.

3.12.5 HEALTH FACILITY EVACUATION ACTIVITIES

The following recommendations are made to reduce medical facility population potentially at-risk, provide for the continued care of those who cannot be relocated, and to provide additional medical personnel to meet local emergency needs and those of nearby communities:

A. Should an actual or pending disaster threaten a health facility whereby staff and patients' lives are endangered, they will be notified by the Emergency Management Director or other local official. These facilities will immediately reduce their patient population by:

1. Discontinuing elective surgery
2. Discharging patients to families and/or friends
3. Relocating patients to facilities in safer areas

B. The chief medical officer at each hospital will decide the status of each patient. Should it be deemed that a patient would not be discharged or relocated, care will be provided at the site to the best of the facility's ability. The best on-site protection available shall be provided to the patient and staff.

- C. Medical and support personnel shall be utilized in or at the relocation facility site. The relocated medical personnel will also support the city's population in the community(s) to which they are temporarily relocated.
- D. Medical professionals will be needed to support essential workers in the community during an emergency as well as those patients unable to be transferred out of the community.
- E. Relocation sites for health facilities will be identified prior to an emergency. Currently in Massachusetts, it is the responsibility of each hospital to voluntarily identify suitable relocation sites.

3.12.6 LOGISTICS

Refer to *Resource Manual* (Vulnerable Populations and Areas, and Core Functions) for Special Needs Facility (Special Populations) information, transportation resources, and alternate transportation system.

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Evacuation Action Checklist

√	ACTION
	<p>If time permits and potential exists for an evacuation, provide advance notifications:</p> <ul style="list-style-type: none"> - Special needs facilities that may need to be evacuated - Transportation resources of likely activation. - American Red Cross and School Department for shelter activation.
	Define evacuation area by readily definable boundaries.
	Designate alternate transportation pick-up points and/or routes for evacuees in need of transportation
	Designate alternate transportation resource staging area
	Activate American Red Cross and School Department for shelter facility opening, if not already done.
	<p>Activate transportation resources:</p> <ul style="list-style-type: none"> - Public resources (i.e. School Department, etc.) for transportation of evacuees without their own transportation. - Private resources (Tremblay Bus Company, etc.) for transportation of evacuees without their own transportation, special needs individuals (i.e. chairvans), etc.
	Initiate formal evacuation activities when necessary
	<p>Prepare evacuation instructions for police and other personnel providing evacuation warning:</p> <ul style="list-style-type: none"> - Incident/emergency (Why they are being asked/ordered to evacuate) - What they should do (i.e. "Leave your home immediately...") - Where they should go (i.e. "Go to a home of a friend or relative out of emergency area", "Go to the Red Cross Shelter at the _____ School", etc.) - Where to go if they need transportation to a shelter or safe area
	<p>Provide evacuation warning by appropriate means:</p> <ul style="list-style-type: none"> - Area route alerting though evacuation area - Door-to-door notification where deemed necessary - Regular announcement by local broadcast media - Continual announcements on Cable Access channels - Cable TV system override
	Open and staff mass care shelter(s)

	Establish traffic and perimeter control as needed.
	Provide ongoing emergency public information activities.
	Provide police protection for evacuated areas where it is safe to do so.
	Through continual monitoring of the situation, redefine areas at risk and evacuate additional areas if necessary.

3.13 SHELTER

This section deals with the actions that are taken to protect evacuees and other disaster victims from the effects of the disaster. This includes “in-place sheltering” for fast-moving emergencies as well as the temporary housing of evacuees at Mass Care Shelters should they be required to evacuate.

3.13.1 SITUATION

Shelter-in-place may be a preferred protective action when the hazard is of short duration (such as a hazardous materials spill with an aerial plume) and the risks associated with an evacuation are outweighed by the benefits of in-place protection. Vulnerable populations, such as the elderly and sick, may sustain more injury during an evacuation than they would remaining where they are.

If sheltering-in-place is ordered, the public would be advised to seek shelter in a building, closing doors and windows, shutting down heating, ventilating and air conditioning (HVAC) systems, and taking other steps to minimize the movement of outside air into a building. This action minimizes contact with the hazard until it dissipates.

Mass Care Shelters may be opened based on need either by the city and/or the American Red Cross (ARC). Buildings that are preferred for use as public Mass Care Shelters are usually schools or other structures with large open areas such as gyms, cooking facilities, back-up power, and heat.

A Reception Center could serve as a temporary relocation site for evacuees from the community or those who have evacuated from a neighboring community. The Reception Center would provide a place to care for people while mass care arrangements are being made, or the reception center could become a mass care shelter if suitable.

Selection of mass care shelter sites should consider potential vulnerability to hazards such as flooding, and exposure to hurricane winds, and handicap accessibility, for example.

3.13.2 ASSUMPTIONS

Although local government has the overall responsibility for providing mass care, the American Red Cross (ARC)/Southcoast Area Office will open and staff shelters within their resource capabilities. City employees may need to augment ARC personnel.

Shelters may have to be opened with little notice. Until the ARC personnel arrive and assume responsibility for managing such shelters, local government personnel may have to manage and coordinate shelter and mass care activities.

Facilities identified as shelters will be available and usable during periods of emergency or disaster.

The city estimates approximately 15 - 20% of the effected/evacuated population will relocate to a Mass Care Shelter. The remainder will seek shelter at homes of relatives or friends, or other locations outside the hazard area.

The use of shelters will substantially reduce the number of casualties resulting from a disaster situation.

3.13.3 CONCEPT OF OPERATIONS

Shelter Activation

The Emergency Management Director or Incident Commander will determine the need for opening shelters and commencing mass care operations based on the emergency situation that prevails. The EMD or IC will coordinate the opening and staffing with officials of the American Red Cross (ARC) Area Office and the New Bedford School Department.

Time permitting, the Emergency Management Director will assess the situation and make recommendations to the Mayor on opening mass care facilities. The Mayor will issue the formal order to open these facilities, and deactivate them when they are no longer needed.

The Emergency Management Director (EMD) will coordinate public notification efforts with the Public Information Officer and assist the ARC Chapter with establishing communications with the EOC.

The primary method of transportation to these facilities will be the evacuee family's private vehicle. The city will coordinate alternate transportation, as necessary. (see Evacuation section)

Shelter Operations

When facilities are opened and staffed by the American Red Cross, they will operate under ARC policies and procedures. ARC will also provide other Mass Care services including feeding of evacuees and disaster workers, family services, medical assistance and disaster welfare inquiry (DWI).

The city may need to provide law enforcement, fire and emergency medical services support at mass care shelters, as well as the assistance of other local government employees to augment ARC staffing.

3.13.4 RESPONSIBILITIES OF SHELTER OPERATIONS

A. Mitigation

1. Promote consideration of shelter factors to be included in new construction, especially facilities built with public funds, (e.g. Encourage building structures that will withstand high winds, flooding, earthquake impact, etc.)

2. Maintain plans containing information on preparing shelters for rapid occupancy.

B. Preparedness

1. Identify and survey suitable shelters for various hazards. Periodically resurvey and update contact information for emergency activation of same.
2. Train shelter managers and support personnel.
3. Provide public education concerning shelters and their use.
4. Plan and prepare for upgrading of public shelters.
5. Prepare and maintain shelter manager kits.
6. Develop and maintain vendor agreements for mass feeding and other supplies.
7. Coordinate responsibilities with other agencies and/or volunteer groups.

C. Response

1. Open and staff shelters as needed.
2. Distribute shelter kits and supplies.
3. Initiate public information announcements concerning location and operations of shelters.
4. Maintain communications between shelters, ARC Area Office and the EOC.
5. Upgrade shelters, if necessary
6. Provide immediate and ongoing shelter management guidance.
7. Maintain information on number and status of disaster evacuees and provide updates to the EOC.
8. Maintain information on status of damaged/restricted areas and other essential data needed by evacuees.

D. Recovery

1. Maintain shelter operations as long as needed.
2. De-activate shelters that are no longer needed.

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