

PART 1

1.1 PURPOSE

The **New Bedford Comprehensive Emergency Management Plan** outlines an emergency management program for planning and response to potential emergencies or disaster situations. It assigns responsibilities and functions which will provide for the safety and welfare of its inhabitants against the threat of natural, technological, and national security emergencies and disasters. The plan addresses the mitigation, preparedness, response and recovery aspects of emergency management organizations, functions, protective actions, and specific hazards.

This plan incorporates the four phases of emergency management which are:

Mitigation - activities which eliminate or reduce the probability of a disaster occurring, and also those short or long-term activities which lessen the undesirable effects of unavoidable hazards.

Preparedness - activities which develop, prepare, and pre-place all resources and capabilities needed in the event of an emergency.

Response - the actual provision of emergency resources and services during a disaster.

Recovery - activities that seek to restore vital services to the community, and to provide for the basic needs of the public. Recovery also involves long-term processes to restore the community to its pre-disaster status, and to institute mitigation measures against future emergencies and disasters.

1.2 PLAN ACTIVATION

This plan may be activated by the Mayor, on the advice of the Emergency Management Director, when a local state of emergency exists. This activation process does not preclude the use of this plan, either in whole or in part, by the City of New Bedford on a progressive scale as an incident escalates. Many annexes of this plan can stand-alone and be used by the appropriate emergency management organizations, as needed.

1.3 SITUATION AND HAZARD ANALYSIS

1.3.1 Situation

The City of New Bedford is located in Bristol County, and is within Region 2 of the Massachusetts Emergency Management Agency.

New Bedford, with a land area of 18.99 square miles, is 10.73 miles long with an average width of 1.86 miles (at the widest point, the city of 3.1 miles in width), and is situated on the west bank of the Acushnet River which is in reality an arm of Buzzards Bay.

New Bedford is bordered by Dartmouth on the west, Freetown on the north, Acushnet on the northeast and by Fairhaven on the east across the Acushnet River, and Buzzards Bay on the south. It is 54 miles south of Boston, 33 miles south east of Providence, RI, and 208 miles from New York City.

Population of the city is 93,768, according to the 2000 federal census, with a considerable percentage of non-English speaking residents. The highest elevation in New Bedford is 181.5 feet above mean sea level and the topography is fairly flat. New Bedford City Hall, the location of most local government activity, is 50 feet above sea level.

Transportation characteristics are as follows:

Highway - The city maintains over 260 miles of accepted streets. Additionally, there is Interstate Route 195 which runs east to Cape Cod and west through Fall River and on into Providence, RI where it joins Interstate Route I-95. I-195 is paralleled by U.S. Route 6 (Kempton Street). Route 140, which starts at Route 6, travels in a generally northerly direction to Taunton and joins Route 24 toward Boston. Secondary Route 18 connects New Bedford with neighboring towns to the north.

Rail - CSX Transportation (formerly Conrail) provides freight service into New Bedford and continuing into Dartmouth and points west.

Bus - New Bedford is served by 2 long distance carriers providing daily passenger and package service. Bonanza/Peter Pan Bus serves points west (Providence, RI and New York City) and east (Cape Cod) of the city, and DATTCO (formerly American Eagle Motor Coach) provides service to Boston. Additionally, the Southeastern Regional Transit Authority provides local service within the city and to neighboring communities.

Air - The New Bedford Regional Airport is served by one air carrier which provide both passenger and freight service to the islands of Martha's Vineyard and Nantucket, as well as charter service to any point in the continental United States. Additionally, there are several charter and aircraft repair services operating at the Airport.

The Airport has two 5,000 foot paved runways, each 150 feet wide, with an FAA Control Tower.

Marine - New Bedford's Harbor is a deep water port with depths of 30 feet plus. It is protected by a hurricane and storm barrier maintained and operated by the U.S. Army Corps of Engineers. Extensive harbor and docking facilities, as well as support operations (fuel, repair, supply, etc) are available. The Harbor is home port to over 200 fishing vessels.

Year round passenger ferry service is provided to Martha's Vineyard and Cuttyhunk Island (Gosnold). Additionally, numerous cargo vessels and cruise ships utilize the city's port.

With regard to weather and climatic characteristics, prevailing winds are westerly, and high winds of 50-70 miles per hour are not uncommon. Periods of severe weather can be expected but they are not of long duration except for snow difficulties from occasional blizzards. Rainfall and general climate are typical of this section of New England. Normal temperatures in January

is 30.6 degrees. Normal temperatures in July is 73.5 degrees. Normal annual precipitation is 47.3 inches.

1.3.2 Risk Analysis Summary

New Bedford is exposed to many hazards, all of which have the potential for disrupting the community, causing damage and creating casualties. Possible natural hazards include hurricanes, floods, tornadoes, winter storms, and earthquakes. There is also a threat of a weapons-related incident such as a terrorist attack or a military accident or action. Other disaster situations could develop from a hazardous materials accident, conflagration, major transportation accident, terrorism or civil disorder.

The city is at high risk of blizzards and severe winter storms and, due to its coastal location, of hurricanes and resulting flooding as well. Because there are many sites in the city where hazardous materials are located, the risk of a fixed-site hazardous materials accident is high. Routes 6, 18, 140 and I-195 running through New Bedford create a high risk for both hazardous materials and non-hazardous materials related major transportation accidents.

The combination of congestion, age and condition of structures in the city creates a high risk for urban fire. The frequency of incidents in the past supports a moderate risk rating for power outage and water contamination. The city being in the flight path of many Boston and south shore area airports, as well as the fact that it has its own airport creates, at least, a moderate risk rating for air crash occurrence. New Bedford's location on Buzzards Bay creates a moderate risk of major marine-related accidents.

Officials have assigned a low to moderate risk rating to tornadoes, drought, earthquake, forest fire, major railroad accident, and civil disturbance (rioting). New Bedford is at low risk for nuclear incident, terrorism, and dam failure.

1.4 ASSUMPTIONS

New Bedford will continue to be exposed to the hazards noted above as well as others which may develop in the future.

New Bedford government officials recognize their responsibilities with regard to the public safety and well being. These same government officials will assume their responsibilities in the implementation of this plan.

If properly implemented, this plan will reduce or prevent disaster related losses.

1.5 CONCEPT OF OPERATIONS

It is the responsibility of government to undertake comprehensive emergency management in order to protect life and property from the effects of hazardous events. Local government has the primary responsibility for emergency management activities. In situations where emergency response needs exceed local capabilities, assistance may be requested from the Massachusetts Emergency Management Agency (MEMA). MEMA utilizes the State Emergency Management Plan, coordinates resources and offers assistance to support local government. Federal assistance may be requested by MEMA to supplement state response, and step in where resources are inadequate. The Stafford Act and the National Response Framework (NRF) outline federal emergency management relationships.

The purpose of the National Response Framework (NRF) is to ensure that all levels of government across the nation can work efficiently and effectively together under a national approach to domestic incident management. The NRF provides the core plan for prevention, preparedness, response, recovery and mitigation. It is designed to protect the nation from terrorist attacks, natural, and manmade hazards, in order to save lives, protect public health, safety, property and the environment, and reduce other disruptions to the American way of life.

The NRF establishes the framework and mechanism to:

- Maximize the efficiency and effectiveness of domestic incident management.
- Improve coordination and integration of federal, state, local, private-sector, and non-governmental organization partners.
- Maximize utilization of resources needed for effective incident management.
- Improve communications and increase situational awareness.
- Facilitate mutual aid and federal support to state and local governments.
- Facilitate federal-to-federal support
- Provide pro-active federal response to catastrophic events.

This plan is based upon the concept that emergency functions will generally parallel the day to day functions of the various groups involved in emergency management. To the extent possible, the same personnel and material resources will be employed in emergency response functions. Those day to day functions which do not contribute directly to the emergency operation may be suspended during emergencies or disasters with those resources re-directed to emergency tasks.

In keeping with this goal, this plan will describe actions to be taken by emergency response organizations to mitigate against, prepare for, respond to, assist with, and recover from emergencies and disasters affecting New Bedford. It will also assign responsibilities for each group, define authority, and describe actions for hazards to which New Bedford is vulnerable.

1.6 CONTINUITY OF GOVERNMENT

In an emergency or disaster situation, it is essential that government at all levels and staff in all departments continue to function. Duly authorized persons must be designated to step in and operate the government and/or its departments in the event that those normally in charge are unable to do so.

Refer to the *Resource Manual* (Roles and Responsibilities) for lines of succession.

1.7 PRESERVATION OF VITAL RECORDS

In order to continue normal government operations following a disaster, vital records must be protected. Refer to the *Resource Manual* (Roles and Responsibilities) for vital records information.

1.8 ADMINISTRATION AND LOGISTICS

Other policies and practices concerning implementation of emergency management activities are as follows:

A. Agreements and Understanding

Should local government resources prove inadequate during an emergency, requests for assistance will be made to other local communities and higher levels of government in accordance with mutual aid agreements. Such assistance may take the form of equipment, supplies, personnel or other available capabilities. All agreements will be entered into by duly authorized officials and will be formalized in writing whenever possible. Refer to *Resource Manual* (Core Functions) for listing.

B. Reports and Records

Designated department personnel will submit required reports to the appropriate authorities. All records of emergency management activities will be maintained at the local Emergency Operations Center. A Daily Staff Journal Log for overall emergency response actions, and departmental Chronological Logs should be maintained. Refer to the **Forms Section** for these Logs.

C. Emergency Operations Center (EOC)

The New Bedford EOC is the protected site from which local officials coordinate, monitor, and direct emergency response activities during an emergency.

The Primary EOC is located at Emergency Management Headquarters, 834 Kempton Street. In the event the New Bedford EOC should become unusable, the New Bedford City Hall (Mayor's Office), 133 William Street, will be used as an alternate facility.

Section 3.2 of this Plan (Direction and Control) provides more information on the Emergency Operations Center and its interface with on-scene incident command.

D. Relief Assistance

All individual relief assistance will be provided in accordance with state and federal laws. If disaster assistance activities are to be carried out by contract or agreement with private organizations or individuals, preference will be given to the extent feasible and practicable to those organizations and individuals residing or doing business primarily in the areas affected.

E. Consumer Protection

Consumer complaints pertaining to alleged unfair or illegal business practices will be referred to the State Attorney General's Office.

F. Non-Discrimination

There will be no discrimination on grounds of race, color, religion, nationality, gender, sexual preference, age, or economic status in the practice of emergency management. This policy applies equally to all levels of government, contractors, and labor unions.

G. Insurance Claims

Commercial insurance companies and adjustment agencies routinely handle insurance claims. Complaints should be referred to the Massachusetts Insurance Commissioner

H. Duplication of Benefits

No person, business, concern, or any other entity will receive assistance with respect to any loss for which they have received financial assistance under any other program or for which they have received compensation from insurance or some other source.

1.9 PLAN DEVELOPMENT AND MAINTENANCE

All departments and agencies will be responsible for the development and maintenance of their respective sections of this plan. This maintenance includes annually reviewing and updating as necessary taking into account changes identified by tests, drills and exercises.

This plan is structured in six parts:

- Part One is the Basic Plan
- Part Two deals with the Emergency Management Response Organization
- Part Three deals with Emergency Management Processes (Functions) and Protective Procedures
- Part Four deals with specific Hazards/Emergencies/Disasters
- Part Five deals specifically with Hazardous Materials Incidents
- Part Six deals specifically with Terrorism

The plan also includes a Resource Manual section which contains information on equipment inventories, resources, telephone contact lists, and forms.

1.10 AUTHORITIES

Provision for local emergency management power are found in various local, state and federal laws, specifically:

Federal

Federal Civil Defense Act of 1950, as amended (50 U.S.C. App 2281(c))

Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (42 USC Chapter 68)

Emergency Planning and Community Right-to-Know Act, as amended (42 USC Chapter 116) also known of Superfund Amendments and Reauthorization Act (SARA) - Title III

Presidential Decision Directive 39 (PDD-39) United States Policy on Counter Terrorism

Homeland Security Act of 2002

Homeland Security Presidential Directive – Management of Domestic Incidents (HSPD-5)

Homeland Security Presidential Directive – National Preparedness (HSPD-8)

National Incident Management System (NIMS)

National Response Framework

American Red Cross Congressional Charter (36 USC)

State

Massachusetts Civil Defense Act, Chapter 639 the Acts of 1950, as amended.

Interstate Civil Defense Compact of 1951 (with abutting states)

Wetlands Protection Act, MGL Chapter 131, Section 40

General Law Chapter 66, Section 10 (Massachusetts Public Records Law)

General Laws Chapter 4, Section 7, Part 26 (Public Records Law Exemptions)

Local

New Bedford Code of Ordinances, Chapter 8 (Emergency Management Department)

Executive Orders are authorized by the Massachusetts Civil Defense Act. They are permanent in nature and prescribe punishment for violation.

Executive Order #34 and #144 (Civil Defense/Emergency Management Organization)
Executive Order #27 (Emergency Command of Resources)
Executive Order #40 and #221 (Fire Mobilization)
Executive Order #46 (Resource Mobilization Planning)
Executive Order #242 (Comprehensive All-Hazard Emergency Planning)
Executive Order #469 (State Adoption of National Incident Management System)

Administrative Orders are authorized by the Massachusetts Civil Defense Act and have the same force and effect as Executive Orders. They are generally concerned with Civil Defense Organizations or State Officials.

Administrative Order #10 (Emergency Management Supplies & Equipment)
Administrative Order #14 & #23 (State Agency Responsibilities)