

CAPE COD EMERGENCY TRAFFIC PLAN TABLE OF CONTENTS
2011 PUBLIC VERSION

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General CCETP Overview

The Cape Cod Emergency Traffic Plan (CCETP) has been developed to facilitate the egress of a high volume of traffic from Cape Cod in the event of a hurricane or other potential high hazards, particularly during peak tourist season. The plan's main goals are to ensure the safety of the community in the event of destructive weather or other hazards requiring the orderly but rapid movement of motorists off Cape Cod and the Islands of Nantucket and Martha's Vineyard; and prepare for the temporary sheltering of displaced persons resulting from the evacuation of potential flood areas and motorists unable to exit the Cape due to the closure of the Bourne and Sagamore Bridges.

The CCETP has been developed by the Massachusetts State Police and Massachusetts Emergency Management Agency in cooperation with numerous agencies: Mass DOT, MA Army National Guard, MA Air National Guard, U.S. Coast Guard, MA Military Reservation, US Army Corps of Engineers, American Red Cross, State of MA Animal Response Team, Cape Cod Medical Reserve Corps, Barnstable County Incident Management Team, Barnstable County Regional Emergency Planning Committee, Barnstable County Sheriff's Office, Bourne and Sandwich Police Departments, Local Emergency Managers and Public Safety Officials from across the Cape, the Steamship Authority, the National Weather Service, the Cape Cod Chamber of Commerce, Cape Cod CERT, WQRC, and many others.

It is important to emphasize that this is *not* an evacuation plan. Although there are a number of areas of the Cape that would evacuate from low-lying, flood prone areas to higher ground, many of these individuals would access local shelters and not necessarily leave the Cape. During the summer season however, (particularly the holiday weekends) most tourists will attempt to leave the Cape if a serious hurricane is predicted. The Plan is a tool that can be used to assist expediting traffic flow regardless of the hazard and should be looked upon in all-hazard scenarios.

On Labor Day weekend of 1996, Hurricane Edouard precipitated the declaration of a State of Emergency. Within hours, in the absence of any proactive traffic mitigation effort, traffic was backed up on Rte 6W from the Sagamore Bridge to the Orleans Rotary, a six to eight hour backup stretching for nearly 40 miles. It is this exodus of a potentially huge amount of vehicles in a few short hours that the CCETP has been designed to eliminate.

Traffic Flow

The concept of the CCETP is based upon the need to eliminate the causes of congestion and keep traffic flowing in the area of the Bourne and Sagamore Bridges and the main arteries leading up to them,

Routes 6 & 28. This will be accomplished primarily by the application of four traffic pattern alterations that:

- 1) Prohibit off-Cape access to Routes 6 & 28 at the base of both bridges;
- 2) Control access to certain exits for the Scenic Highway, Sandwich Road and along Route 6 to limit traffic attempting to merge into the main stream of off-Cape traffic;
- 3) Create flexibility in the opening and closing of exits by the MSP in order to expedite off-Cape traffic flow across the Sagamore and Bourne Bridges; and
- 4) Detour traffic to alternate roadways in order to reduce congestion.

Phases of the CCETP

The CCETP consists of four stages. The **Preparedness Stage** provides for an ongoing series of actions taken, throughout the year, by the agencies that are responsible for the plan's implementation. This includes meeting annually with all agencies to ensure that their procedures are up-to-date and information in the plan is accurate.

The **Stand-by Stage** is executed when the track of a storm indicates that it will make landfall in New England. Readiness levels are increased in accordance with the plan, the Governor's Office will be kept abreast of the situation, a thorough assessment of the vulnerabilities of Cape and Island communities is undertaken and decision times for implementation of the plan are determined. Updated, relevant information will be passed to local communities and agencies in order to keep them informed of the situation.

The Stand-by Stage shall terminate upon compilation of all relevant information necessary to make a decision on execution of the CCETP. At the **Decision Stage**, based on potential impacts of severe weather, and in coordination with the Governor and EOPSS, the MEMA Director activates the CCETP. MEMA Region 2 notifies the Massachusetts State Police (MSP) Emergency Planning Officer at the State Police Headquarters in Bourne and the MSP CCETP Coordinator of the activation of the plan. The MSP Troop Emergency Planning Officer will assume the duties of Incident Commander (IC). During this stage, MEMA will prepare the issuance of public safety announcements and all agencies in support of the CCETP must deploy a representative to the MSP Command Post and must have their equipment, supplies, and personnel mobilized and ready to deploy in support of the Plan.

The **Execution Stage** begins implementation of the actual detours and road restrictions that must take place in order to reduce traffic delays. It has two phases. The concept of the CCETP is based upon the need to eliminate the causes of congestion and keep traffic flowing in the area of the Bourne and Sagamore Bridges and Routes 6 and 28. This will be accomplished by the application of four traffic pattern alterations that:

- 1) Prohibit access to Routes 6 & 28 at the southern, Cape side, base of both bridges;
- 2) Control access to the Scenic Highway, Sandwich Road and Route 6 to limit traffic attempting to merge into the main stream of off-Cape traffic;
- 3) Allow MSP flexibility in the opening and closing of exits in order to expedite off-Cape traffic flow across the Sagamore and Bourne Bridges; and
- 4) Detour traffic to alternate roadways in order to reduce congestion.

The CCETP contains two components in the Execution Stage, Traffic Operations (Phase I) and MMR Shelter Operations (Phase II). Traffic Operations and MMR Shelter Operations should be implemented simultaneously. The decision to implement either component rests with the Incident Commander. Traffic Operations facilitates the movement of traffic traveling off-Cape., MMR Shelter Operations provides for the temporary sheltering of motorists and their pets when the Bourne and Sagamore Bridges are closed due to safety considerations.

Execution Stage: Traffic Operations (Phase I)

PHASE I establishes traffic control points (TCP's) along major routes to facilitate/expedite Off-Cape traffic flow in the following manner:

Off-Cape Traffic heading west on **Route 6W** to Route 3 can proceed over the Sagamore Bridge flyover and continue on Route 3N at exit 1B.

Off-Cape Traffic heading west on **Route 6W** traveling to the Bourne Bridge to access routes 25/195/495 will have multiple options:

- a. Traffic can detour off Route 6W at Exit 2 in Sandwich, travel South on Route 130, enter the Mass Military Reservation (MMR) at the Convoy Gate and follow the detour through Otis AFB and Camp Edwards to Route 28N at the Otis Rotary. Traffic then travels north to the Bourne Bridge and Routes 25/195/495; or,
- b. Traffic can choose to disregard the detour on Rte 6W at Exit 2 above, and follow Route 6W to Route 3N where they can detour at Exit 7 in Plymouth and take

Route 44W to the Route 44 rotary in Middleboro and access Route 495. Traffic can travel Route 495 North to access Routes 24, 95 and other points north; or Route 495 South to access Routes 25, 195 or other points south.

- c. As an option, the Massachusetts State Police will monitor traffic flow and may open or close detours as necessary. This includes the option of opening the Route 6 exit ramp (Scenic Highway) between exits 1A and 1B after the Sagamore Bridge. That exit will open or close as directed by the MSP in order to minimize congestion.

Local traffic traveling on Route 6W can utilize Exit 1A after the Sagamore Bridge for local traffic only. No access to Rte 28/25 via Scenic Highway.

Off-Cape Traffic heading north on Route 28 to Routes 25/195/495 can travel over the Bourne Bridge and continue to those routes.

The Cape-side **Bourne Bridge Rotary will be blocked to prevent cross-rotary traffic**. Plan allows only north-south access to and from the Bridge via Route 28, and local traffic only via Trowbridge and Sandwich Roads.

Off-Cape traffic heading north on Route 28 which needs to get to the Sagamore Bridge to go North of Route 3 should either:

- i. Access Route 151 in Falmouth to Rte. 28 to Rte. 130 to Route 6; or,
- ii. Traffic can cross the Bourne Bridge, follow Route 25N, to Route 495N and take detour at Exit 5 (Route 18/44) and follow Route 44E to Route 3 north or south.

Local traffic traveling on Route 28N can use Waterhouse Rd. to access shelters at Bourne Middle School and Upper Cape Cod Regional Technical High School.

Local traffic traveling on Route 28N can cross the Bourne Bridge and use Exit 2 on Rte. 25W, to access local shelters and local destinations in Buzzards Bay and Wareham. Exit 3 (rte. 6) on Rte. 25W will be closed and the Scenic Highway will not be accessible from the Mainland-side Bourne Rotary in Buzzards Bay, in order to eliminate cross rotary traffic.

Execution Stage: MMR Sheltering Operations (Phase II)

PHASE II provides for temporary shelters on the Massachusetts Military Reservation at Camp Edwards to provide motorists with a safe haven when the Bourne and Sagamore Bridges have been closed. Phase II is activated when the U.S. Army Corps of Engineers contacts the Command Post and advises that *wind gusts* are at 70 mph in the vicinity of the bridges.

1. Both bridges must now be closed to *all traffic*.

2. **Rte 6W will be closed at Exit 2 in Sandwich, and Rte 28N will be closed at the Otis Rotary.**
3. All traffic between those points and the bridges will be allowed to cross. The bridges will be closed when this residual traffic has passed.
4. Any motorists still on the road will then have the option of going to designated emergency parking areas in the MMR and being shuttled to shelter on the MMR, or seeking their own shelter elsewhere, until the storm passes.
5. Once the storm has passed and it is deemed safe by officials, the Bridges will be reopened and motorists will be notified that it is safe to travel.

Phases I or II can be terminated at any time should the Incident Commander receive information that the threat of destructive weather no longer exists. The final **Re-Entry Stage** of the Plan includes the reopening of the Bridges. This may be accompanied by the reestablishment of the MSP Traffic Control Points to facilitate the departure of those motorists desiring to leave the Cape. This Phase is complete when the Incident Commander determines that the normal traffic pattern is no longer a hindrance to safe movement of motorists. Public service announcements will continue throughout this phase

Accidents or Breakdowns

Arrangements have been made with local tow companies to provide the fastest possible service to disabled motorists or accident victims. The quick removal of vehicles blocking the roadways for any reason will minimize potential backups. A wrecker will be stationed on each side of each bridge and will patrol the immediate area in addition to responding to any requests from CCETP personnel for service or a tow. They will remove vehicles only to pre-designated locations in the immediate area of their sector in order to maximize their availability.

Emergency Parking and Sheltering

PHASE II of the CCETP involves the closing of the bridges to all traffic. It is expected that the measures taken in PHASE I will be effective in draining all off-Cape traffic, thereby precluding the need for the emergency sheltering of people who are stranded because of bridge closings. If, however, emergency parking and sheltering should become necessary PHASE II does provide for the situation.

The Massachusetts National Guard, in cooperation with the American Red Cross, and the State of Massachusetts Animal Response Team, have formulated a contingency plan that provides a shelter of last refuge for the occupants (including service animals and pets) who chose to seek

last minute shelter on the MMR at Camp Edwards, as described in the PHASE II procedure. The National Guard will direct these vehicles into pre-designated areas on the MMR that are capable of providing parking for thousands of vehicles. Occupants would then be shuttled to designated shelter areas on the MMR until it is possible for them to leave the Cape safely.

Public Information

The ready availability of advance information to the public is a vital component that is necessary to maximize the efficiency of the CCETP. Traffic will flow only as fast as the slowest vehicles are traveling. If motorists are unclear as to how to respond to the changes in traffic patterns as they approach various decision points, the traffic flow will be greatly impeded and unnecessarily slowed. In an effort to achieve and maintain the maximum rate of flow, the CCETP strives to minimize the necessity of having to stop anywhere in traffic to ask directions.

The following measures have been taken in order to provide a high level of public knowledge regarding the various aspects and the changes in traffic patterns that will be encountered during activation of the CCETP:

- Signage

Mass DOT will erect a distinctive system of CCETP signs giving advance notice of all detours and changes in traffic flow. They will include the radio frequency to turn to for CCETP information. Permanent signage is also being planned to assist residents year round with routes to take during an emergency.

- FM Radio Broadcast

The public will be able to obtain advance notice of what to expect from changes in the traffic patterns by tuning their home and car radios to WQRC (99.9 FM). WQRC will continually play a variety of pre-taped instructions geared to address the various phases of the CCETP as well as other emergency related messages.

- Internet

The public will also have the ability to download detour instructions and maps on the Internet from this web site. Motels and other hosts will be able obtain these instructions in advance of their guests' departure. Employers will be able to download the information and distribute copies to employees prior to their dismissal. If school is in session, administrators will be able to send information home with students.

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In addition to the above, MEMA officials will be working with state and local agencies in conducting an ongoing public information campaign to provide a well-informed and well-prepared public. Informational pamphlets are being developed that will provide relevant information on emergency actions that Cape travelers and residents can take, as well as information about the traffic plan itself.

Summary

There is a recognized need to expedite the flow of traffic off Cape Cod in the event of a hazardous weather situation. Although shelter options are available locally, many motorists will choose to leave. The response to this need has taken shape in the development of the Cape Cod Emergency Traffic Plan, a multi agency effort designed to minimize the limitations and resultant risks that exist due to this outdated and overburdened road system. Through the combined efforts of the various state, local and federal agencies involved in the CCETP these risks have been defined, analyzed, and answered with a flexible and extensive emergency plan that is designed to neutralize them.

The CCETP will be reviewed and updated annually to ensure that it is current as it relates to any temporary changes in road design, construction, or other factors that could affect its implementation. This will maintain the CCETP at a maximum state of readiness and applicability.

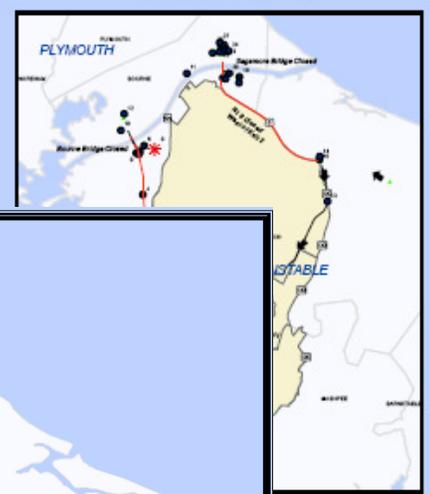
Maps

On the following pages, maps showing the various pieces of the Cape Cod Emergency Traffic Plan implementation are shown.

1. The first map depicts traffic alterations during Phase I (Traffic Operations), when the bridges are still open.
2. The second map shows the changes once the bridges are closed due to dangerous wind conditions. This map relates to Phase II (MMR Shelter Operations) in the plan.
3. The final map shows the area where sheltering on the MMR may take place. Barracks are highlighted, as are the main roads near where the barracks would be.

Cape Cod Emergency Traffic Plan

Phase II



State Police Posts
Exits
Command Post
Evacuation Direction
Evacuation Route
Major Roads
Mass Military Reserves
Airfields
Town Boundaries



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Acronyms

ARC	American Red Cross
CCETP	Cape Cod Emergency Traffic Plan
CP	Command Post
EMS	Emergency Medical Service
EOC	Emergency Operations Center
EPO	Emergency Planning Officer
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
IAP	Incident Action Plan
IC	Incident Commander
ICS	Incident Command System
IMT	Incident Management Team
MACC	Multi-Agency Coordination Center
MANG	Massachusetts National Guard
Mass DOT	Massachusetts Department of Transportation
MDMH	Massachusetts Department of Mental Health
MDPH	Massachusetts Department of Public Health
MEMA	Massachusetts Emergency Management Agency
MMR	Massachusetts Military Reservation
MRC	Medical Reserve Corps
MSP	Massachusetts State Police
NIMS	National Incident Management System
NWS	National Weather Service
POC	Point of Contact
SEOC	State Emergency Operations Center
SMART	State of Massachusetts Animal Response Team
SOP	Standard Operating Procedure
TCP	Traffic Control Point
UCCRTHS	Upper Cape Cod Regional Technical High School
USACE	U.S. Army Corps Engineers
USCG	United States Coast Guard, Air Station Cape Cod