

CHATHAM COUNTY EMERGENCY OPERATIONS PLAN

ESF-03 ANNEX
APPENDIX 3-1

DEBRIS MANAGEMENT OVERALL COORDINATION AND STRATEGY

FEBRUARY 2014





THIS PAGE INTENTIONALLY BLANK



RECORD OF CHANGES



THIS PAGE INTENTIONALLY BLANK



ACRONYMS

44 CFR	Title 44 – Code of Federal Regulations
C&D	Construction and Demolition
CDTF	County Debris Task Force
CEMA	Chatham Emergency Management Agency
CPG	Command Policy Group
CWF	Critical Workforce
DA	Damage Assessment
DFA	Direct Federal Assistance
DMS	Debris Management Site
DMW	Debris Management Workgroup
DRP	Disaster Recovery Plan
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPD	Environmental Protection Division
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
GADNR	Georgia Department of Natural Resources
GDOT	Georgia Department of Transportation
GEMA	Georgia Emergency Management Agency
HAZMAT	Hazardous Material(s)
HHW	Household Hazardous Waste
PA	Public Assistance
POC	Point of Contact
ROW	Right of Way
RST	Render Safe Team(s)
SOC	State Operations Center
USACE	US Army Corps of Engineers
USCG	US Coast Guard



DEFINITIONS

Applicant. An Applicant is a County jurisdiction or eligible private nonprofit organization that intends to apply for FEMA PA Program Grants.

Burnable C&D. Burnable Construction and Demolition (C&D) consists of non-creosote structural timber, wood products, and other materials that may be designated.

Burnable Debris. Burnable Debris consists predominately of trees and vegetation. Burnable debris does not include household garbage or C&D.

Chipping and/or Grinding. Chipping and/or Grinding refers to the process of reducing woody material, such as lumber and vegetative debris and other materials by mechanical means into small pieces. The terms “chipping” and “grinding” are often used interchangeably.

Construction and Demolition Debris (C&D). C&D is defined as damaged components of buildings and structures such as lumber and wood, gypsum wallboard, glass, metal, roofing material, tile, carpeting and floor coverings, window coverings, pipe, concrete, fully cured asphalt, equipment, furnishings, and fixtures.

Debris. The term Debris is a generic description for items and materials broken, destroyed, or displaced by a natural or man-made Federally declared disaster. Examples of debris include, but are not limited to, vegetative debris, C&D, and personal property.

Debris Clearing. Debris Clearing is the act of clearing roads by pushing debris to the roadside to accommodate emergency traffic.

Debris Management Site (DMS). A DMS is a location where debris is sorted, processed, reduced in volume, and/or disposed of (if debris management activities take place at a permanent disposal site).

Debris Removal. Removing Debris is the act of picking up debris and taking it to a, collection center, DMS, composting facility, recycling facility, permanent landfill, or other reuse or end-use facility.

Demolition. Demolition is the act or process of reducing a structure, as defined by State or local code, to a collapsed state. It contrasts with deconstruction, which is the taking down of a building while carefully preserving valuable elements for reuse.

Federal Highway Administration Emergency Response Program (FHWA ER Program). The FHWA ER Program is intended to supplement the commitment of resources by States, counties, and cities to help pay for unusually heavy expenses resulting from extraordinary conditions to Federal-aid highways. Federal-aid highways are all the public roads not functionally classified as either local or rural minor collectors.



If the costs are incurred in the first 180 days after the occurrence of the disaster, the Federal share is 100 percent for costs associated with restoring essential highway traffic, minimizing the extent of damage, or protecting the remaining facility.

FEMA Publication 322, Public Assistance Guide (FEMA 322).

This document provides a general overview of the FEMA PA Program protocol immediately following a disaster. The PA Program provides the basis for the federal/local cost-sharing program. This document specifically describes the entities eligible for reimbursement under the PA Program, the documentation necessary to ensure reimbursement, and any special considerations that local governments should be aware of to maximize eligible activities.

FEMA Publication 323, Applicant Handbook (FEMA 323).

The Applicant Handbook (Handbook) is the official “how to” for local governments who are considering applying for reimbursement following a disaster through the PA Program. The Handbook provides the rules, procedures and sample documents that local governments need as an applicant to FEMA. The publication is formatted as a step-by-step guide for each phase of the reimbursement process, and identifies what information is critical to ensure reimbursement.

FEMA Publication 325, Debris Management Guide (FEMA 325).

This publication is specifically dedicated to the rules, regulations and policies associated with the debris cleanup process. Familiarity with this publication and any revisions can aid a local government in limiting the amount of non-reimbursable expenses. The Debris Management Guide provides the framework for the debris removal process authorized by the Stafford Act

Force Account Labor. Labor performed by the applicant’s permanent, full time, or temporary employees.

Garbage. Garbage refers to waste regularly picked up by an applicant. Common examples of garbage are food, packaging, plastics, and papers.

Hazardous Stump. A Hazardous Stump is a stump posing an immediate threat to public health and safety.

Hazardous Waste. Hazardous Waste is waste with properties that make it potentially harmful to human health or the environment. Hazardous waste is regulated under the Resource Conservation and Recovery Act (RCRA). In regulatory terms, a RCRA hazardous waste is a waste that appears on one of the four hazardous wastes lists or exhibits at least one of the following four characteristics: ignitability, corrosivity, reactivity, or toxicity.



Hold Harmless. Generally, to Hold Harmless is a contractual arrangement whereby one party agrees to hold the other party without responsibility for damage or other liability incurred as a result of a particular action or transaction.

Household Hazardous Waste (HHW). HHW is household waste that could pose a threat to human health and the environment. Used or leftover contents of consumer products that contain chemicals defined in regulatory terms under the RCRA as appearing on one of the four hazardous waste lists or exhibiting one of the following characteristics: ignitability, corrosivity, reactivity, or toxicity. Examples of HHW include small quantities of normal household cleaning and maintenance products, latex and oil based paint, cleaning solvents, gasoline, oils, swimming pool chemicals, pesticides, and propane gas cylinders.

Household Waste. Household Waste is the generic term used to describe all solid waste generated from residential structures.

Leaner. A tree is considered hazardous and defined as a Leaner when the tree's present state is caused by a disaster, the tree poses a significant threat to the public, and the tree is six inches in diameter or greater as measured two feet from the ground or at chest height.

Monitoring Firm. The Monitoring Firm is an organization under contract with the County jurisdiction to monitor debris removal operations. The monitoring firm ensures the debris removal contractor is working within the scope of work contracted by the jurisdiction, and documents debris removal operations.

Mutual Aid Agreement. A written understanding between communities and/or states obligating assistance during a disaster. See FEMA RP9523.6, Mutual Aid Agreements for Public Assistance and Fire Management Assistance.

Non-Burnable Debris. Non-burnable debris includes, but is not limited to: creosote timber, plastic, glass, rubber and metal products, sheet rock, roofing shingles, carpet, tires, and other materials as may be designated by the coordinating agency. Garbage will be considered non-burnable debris.

Recycling. Recycling is the act of recovering material from the waste stream to be sale, use or, re-use.

Right-of-Entry. As used by FEMA, the document by which a property owner confers to an eligible applicant or its contractor or the USACE the right to enter onto private property for a specific purpose without committing trespass.

Right-of-Way (ROW). The portions of land over which facilities such as highways, railroads, or power lines are built. It includes land on both sides of the facility up to the private property line.



Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act).

This act provides the authorization of the PA Program. The fundamental provisions of this act are as follows:

- Assigns FEMA the authority to administer federal disaster assistance;
- Defines the extent of coverage and eligibility criteria of the major disaster assistance programs;
- Authorizes grants to the states;
- Defines the minimum federal cost-sharing levels.

Solid Waste. Solid Waste is any garbage or refuse; sludge from a wastewater treatment plant, water supply treatment plan, or air pollution contract facility; and other discarded materials including solid, liquid, semisolid, or contained gaseous material resulting from industrial, commercial, mining, and agricultural operations and from community activities, but does not include recovered materials; solid or dissolved materials in domestic sewage; solid or dissolved materials in irrigation return flows or industrial discharges that are point sources subject to permit under 33 U.S.C. section 1342; or source, special nuclear, or by-product materials as defined by the Federal Atomic Energy Act of 1954 as amended.

The Code of Federal Regulations – Title 44 – Emergency Management and Assistance (44 CFR).

44 CFR provides procedural requirements for the PA Program operations. These regulations are designed to implement a statute based upon FEMA's interpretation of the Stafford Act. They govern the PA Program and outline program procedures, eligibility and funding

Vegetative Debris. As outlined in FEMA 325, Vegetative Debris consists of whole trees, tree stumps, tree branches, tree trunks and other leafy material. Vegetative Debris will largely consist of mounds of tree limbs and branches piled along the public ROW by residents and volunteers.

White Goods. As outlined in FEMA 325, White Goods are defined as discarded household appliances, such as refrigerators, freezers, air conditioners, heat pumps, ovens, ranges, washing machines, clothes dryers and water heaters. White Goods can contain ozone-depleting refrigerants, mercury or compressor oils that the Federal Clean Air Act prohibits from being released into the atmosphere. The Clean Air Act specifies that only certified technicians can extract refrigerants from White Goods before they can be recycled.



THIS PAGE INTENTIONALLY BLANK



TABLE OF CONTENTS

Record of Changes	i
Acronyms and Definitions.....	iii
Table of Contents	ix
I. Introduction.....	1
II. Purpose	1
III. Scope	1
IV. Authorities and References	2
V. Assumptions	4
VI. Implementation	5
VII. Concept of Operations.....	6
A. Pre-Event Planning Coordination – Normal Operations	6
B. Debris Collection Strategy.....	7
1. General	7
2. Response Phase	8
3. Recovery Phase	11
C. Private Property Debris Removal and Demolition of Private Structures.....	15
D. Debris Removal from Area Waterways	15
E. Debris Management Sites	16
F. Debris Volume Reduction.....	16
G. Final Disposition	16
H. Contracted Services.....	16
I. Public Information	16
J. Health and Safety	17
K. Communications	17
VIII. Roles and Responsibilities	17
IX. Annex Management and Maintenance	23
A. Executive Agent	23
B. Types and Changes	23
C. Coordination and Approval.....	23



D. Notice of Change	23
E. Distribution	24

TABS

TAB A	Overview	A-1
TAB B	Events and Assumptions.....	B-1
TAB C	Debris Collection and Removal	C-1
TAB D	Debris Disposal Locations and Debris Management Sites.....	D-1
TAB E	Debris Removal on Private Property	E-1
TAB F	Use and Procurement of Contracted Services	F-1
TAB G	Use of Account Force Labor	G-1
TAB H	Monitoring of Debris Operations.....	H-1
TAB I	Health and Safety Requirements	I-1
TAB J	Environmental Considerations and Other Regulatory Requirements ...	J-1
TAB K	Public Information	K-1
TAB L	Identification of Debris Removal Contractors	L-1



I. INTRODUCTION

- A. This Annex was developed to assist Unincorporated Chatham County and Chatham County Municipal Jurisdictions (County jurisdictions) plan for and be prepared to respond to emergency debris removal situations.
- B. This document outlines components critical to successful debris removal operations throughout Chatham County (County) and provides key information that will help the County coordinate and effectively manage debris removal efforts should the County be affected by a major debris-generating event. Central to the success of debris removal operations is the understanding of the following elements prior to a debris-generating event:
 - 1. The parties involved and their roles and responsibilities with regard to the debris operation;
 - 2. Rules, regulations and guidelines enacted by the Federal Emergency Management Agency (FEMA) and other agencies governing debris removal;
 - 3. The process of collecting debris;
 - 4. The process(s) used to reduce and dispose of debris, including where the debris will be staged for reduction and/or hauled to final disposal.

II. PURPOSE

- A. To provide organizational structure, guidance, and standards for a County-wide strategy to coordinate the clearing, removal and disposal of debris to mitigate any actual or potential threats to the health, safety, and/or welfare of the population within the impacted areas of the County following a major disaster.
- B. To provide a unified and coordinated approach for pre-event planning and post event debris response and recovery operations.

III. SCOPE

- A. This Annex provides a coordinated response blueprint for County jurisdictions. To assist County jurisdictions expeditiously recover from a debris-generating event, the approach contained in this Annex is to outline Pre-Event Planning during Normal Operations, Pre-Event Preparation, Post-Event Response, and Post-Event Recovery.



- B. Provisions of this Annex shall be implemented to the degree necessary and required to coordinate the management of debris removal and disposal County-wide following a disaster. This Annex is not intended to replace established County jurisdictional emergency response plans and/or procedures.

IV. AUTHORITIES AND REFERENCES

A. Authorities

- 1. This Annex is developed under the authority of the Chairman of the Board of the County Commission, Chatham County, Georgia; and the Director of the Chatham Emergency Management Agency (CEMA) Chatham County, Georgia. This Annex supersedes all similar and previous versions to date.
- 2. CEMA has primary responsibility for compliance with provisions for the County's Emergency Operations Plan (EOP); and is responsible for ensuring execution of the response activities outlined in this Annex and supporting documents.

B. References. This Annex is developed in accordance with the following legal references:

- 1. Federal:
 - a. Code of Federal Regulations – Title 44 – Emergency Management and Assistance (44 CFR);
 - b. Federal Atomic Energy Act of 1954, as amended;
 - c. Federal Clean Air Act;
 - d. Federal Highway Administration (FHWA), Emergency Response Program;
 - e. Federal Highway Administration (FHWA), Required Contract Provisions Federal-Aid construction contracts;
 - f. Federal Water Pollution Control Act;
 - g. FEMA:
 - 1) FEMA Disaster Assistance Policy DAP9523.6, Mutual Aid Agreements for Public Assistance and Fire Management Assistance;



- 2) FEMA Fact Sheet RP9580.201, Debris Contracting Guidance;
 - 3) FEMA Fact Sheet 9580.203, Debris Monitoring;
 - 4) FEMA Policy 9525.11, Payment of Contractors for Grant Management Tasks;
 - 5) FEMA Publication 321, Public Assistance Policy Digest;
 - 6) FEMA Publication 322, Public Assistance Guide;
 - 7) FEMA Publication 323, Applicant Handbook;
 - 8) FEMA Publication 325, Debris Management Guide;
 - 9) FEMA Recovery Policy RP9523.9, 100% Funding for Direct Federal Assistance and Grant Assistance.
 - 10) FEMA Publication 329, Debris Estimating Field Guide
 - 11) FEMA Publication 327, Debris Monitoring
 - 12) FEMA RP9525.11, Payment of Contractors for Grant Management Tasks.
- h. Homeland Security Presidential Directive #5 – Management of Domestic Incidents;
- i. National Response Framework October 2008, as amended;
- j. Resource Conservation and Recovery Act;
- k. Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act).
2. State
- a. Georgia Emergency Management Act of 1981, as amended;
 - b. Georgia Emergency Management Agency (GEMA), EOP, August 2010;
 - c. Georgia Department of Natural Resources (GADNR), Environmental Protection Division (EPD), Storm-Generated Debris Guidance, March 2008.



3. County

- a. Chatham County Code, Chapter 4, Article III, Emergency Management (Civil Defense), March 2006;
- b. Chatham County Debris Management Workgroup (DMW), County Debris Management and Coordination Recommendations, November 2010;
- c. Chatham County Disaster Recovery Plan (DRP), October 2009;
- d. Chatham County EOP, April 2007.

V. ASSUMPTIONS

- A. Natural and manmade disasters precipitate a variety of debris that include, but are not limited to, such things as trees, sand, gravel, building construction material, vehicles, personal property, and hazardous materials;
- B. The quantity and type of debris generated from any particular disaster will be a function of the location and kind of event experienced, as well as its magnitude, duration, and intensity;
- C. The quantity and type of debris generated, its location, and the size of the area over which it is dispersed will have a direct impact on the type of collection and disposal methods utilized to address the debris problem, associated costs incurred, and how quickly the problem can be addressed;
- D. In a major or catastrophic disaster, many state agencies and local governments will have difficulty in locating staff, equipment, and funds to devote to debris removal, in the short-term as well as long term;
- E. A natural disaster that requires the removal of debris from public or private lands and waters could occur at any time;
- F. The amount of debris resulting from an event or disaster could exceed the local government's ability to dispose of it;
- G. If the natural disaster warrants, the Governor would declare a state of emergency that authorizes the use of State resources to assist in the removal and disposal of debris. In the event Federal resources are required, the Governor would request through FEMA a Presidential Disaster Declaration;



- H. Private contractors will play a significant role in the debris removal, collection, reduction, and disposal process;
- I. The debris management program implemented by the local government will be based on the waste management approach of reduction, reuse, reclamation, resource recovery, incineration and landfilling;
- J. The County will operate under current FEMA Public Assistance (PA) Program guidelines for reimbursement as described in the Stafford Act. The County should reevaluate provisions of this Annex should significant changes to the PA Program occur;
- K. In the event of a debris-generating incident exceeding the County's ability to manage internally, the County jurisdictions will activate one or more pre-positioned debris removal contractors;
- L. In the event of a debris-generating incident exceeding the County's ability to manage internally, the County jurisdictions will activate pre-positioned monitoring contractors;
- M. If warranted, the County will request State and Federal assistance through the State Operations Center (SOC);
- N. Throughout this document, the terms Annex and Strategy may be used interchangeably.

VI. IMPLEMENTATION

- A. The provisions of this Annex are implemented upon the recommendation of the CEMA Director, with approval of the Chairman, Chatham County Board of Commissioners, and concurrence of the Mayors of the municipalities as appropriate (referred within this document as the Command Policy Group or CPG).
- B. Implementation of this Annex is accomplished through the County Debris Task Force (CDTF) and primary coordinators of established County Emergency Support Function (ESF) Groups. ESF coordinators participate in pre-event planning and provide resources to the CDTF necessary to coordinate County-wide debris operations. ESF Groups with identified support responsibilities in this Annex include:
 - 1. ESF-1, Transportation;
 - 2. ESF-3, Public Works and Engineering;
 - 3. ESF-5, Emergency Management;



4. ESF-7, Logistics Management and Resource Support;
5. ESF-8, Public Health and Medical Services;
6. ESF-10, Oil and Hazardous Materials Response;
7. ESF-12, Energy;
8. ESF-14, Long Term Recovery and Mitigation; and
9. ESF-15, External Affairs.

VII. CONCEPT OF OPERATIONS

- A. Pre-Event Planning Coordination – Normal Operations: Pre-event County-wide debris management planning coordination is accomplished through the County Debris Management Workgroup (DMW). Normal Operations is the period of time when the County is not in any serious threat of a disaster event. It is imperative to maintain a constant state of preparedness throughout Normal Operations by reviewing and updating this Annex. The purpose of the review is to ensure all partners with debris responsibilities maintain the capacity to fulfill their obligations in a timely and effective manner should a disaster strike the County. Once roles and responsibilities have been reviewed, updates to this Annex will be posted prior to hurricane season. The annual review/update of this Annex will include at a minimum:
1. Review Debris Guidance from GEMA and FEMA: Rules and regulations dictating operational procedures change periodically; the information in the Annex should be updated annually to reflect such changes.
 2. Update Primary Debris Contact Lists: The list of Primary Debris Contacts from County jurisdictions should be updated as required to reflect changes in personnel or contact information. See Appendix 1, Primary Debris Contacts.
 3. Review County Priorities.
 - a. Road Clearing Priorities: Changes or updates relating to road segments and applicable maintenance responsibility among local, State and Federal agencies are critical for reimbursement through the PA Program and the Federal Highway Administration (FHWA) Emergency Response Program. It is critical County jurisdictions review and update priority road clearing lists and maps annually. Updated and accurate priority road clearing lists and maps will assist in



documenting debris clearing/removal operations and thereby assist County jurisdictions during the reimbursement process.

- b. Critical Facility Restoration Priorities: Changes or updates relating to Critical Facilities identified by County jurisdictions are critical for reimbursement through the PA Program. Updated and accurate Critical Facilities lists and maps will assist in documenting debris clearing/removal operations and thereby assist County jurisdictions during the reimbursement process.
 - c. Review Pre-Position Debris Management Contracts: During times of normalcy, County jurisdictions should establish and maintain pre-position contracts for debris monitoring and debris removal services. The procurement of such services should be compliant with County jurisdictional procurement practices, and the procurement competition requirements specified in Code of Federal Regulations, Title 44, Emergency Management and Assistance (44 CFR), Part 13.36. For additional guidelines regarding procurement, see FEMA Fact Sheet RP9580.201, Debris Contracting Guidance.
 - 4. Review Debris Management Site (DMS) Locations: Locations identified to serve as DMS following a debris-generating event should be approved by the local jurisdiction to ensure compliance with DMS location standards and local zoning laws. These sites should be reviewed annually to ensure they remain viable options for DMS operations. Likewise, additional DMS locations may be identified as the development and landscape of the County progresses over time.
 - 5. Coordinate with local landfill operators to ensure they will be in operations following a disaster and to ensure capacity for debris from a large scale event.
 - 6. Review/update County jurisdictional Debris Forecasts as required. See Appendix 2, Debris Forecasting and Estimating.
- B. Debris Collection Strategy.
- 1. General: County-wide Debris Management Operations are accomplished by the CDTF, See Appendix 3, County Debris Task Force. Debris management operations are generally divided into two phases, Response and Recovery. In order to develop effective



and efficient management strategies for each phase, County jurisdictional debris planners must consider several variables which include but are not limited to:

- a. Amount and type of forecasted debris;
 - b. Employee labor resources;
 - c. Available equipment;
 - d. Urgency of the debris operations;
 - e. Damage to priority infrastructure; and
 - f. Limitations of forces and skills for specialized debris issues.
2. Response Phase: County jurisdictions begin the Response Phase sometimes during but always immediately after an event in order to gain access into the affected area. Actions required during the response phase are usually completed within a matter of days following a disaster event. The primary goals of debris operations during the Response Phase include but are not limited to: Emergency Roadway Clearing, Damage Assessment, and Estimating the Amount of Debris.
- a. Emergency Roadway Clearing.
 - 1) Objective: The objective of Emergency Roadway Clearing (sometimes referred to as the "Initial Push") is to provide for the safe movement of emergency and support vehicles into and out of the disaster area to facilitate search and rescue efforts, allow access to critical facilities, and prevent further damage to critical infrastructure. This is accomplished by pushing debris off of the roadway onto the shoulder and away from overhead power lines, primarily onto the public right-of-ways (ROW). There is little time or concern for sorting debris at that time, therefore there is no attempt during this phase to physically remove or dispose of the debris, unless life-safety issues warrant. Debris that is moved or relocated during the Initial Push should be placed as close as possible to the edge of the roadway. Driveway cutouts, fire hydrants, valves, and storm-water inlets will be left unobstructed.



- 2) The type of debris encountered during the Initial Push will most likely include, but may not be limited to: trees blown down and broken limbs; yard trash such as outdoor furniture, trash cans, utility poles, power-telephone-cable TV lines, transformers and other electrical devices; building debris such as roofs, sheds, and signs; and personal property such as clothing, appliances, boats, cars, trucks and trailers.
- 3) Priorities:
 - a) Priority Roadways: Response Phase operations primarily focus on emergency access routes and main arterials. County jurisdictions have designated priority roadways for initial debris clearing based on its particular situation. The Georgia Department of Transportation (GDOT) will be contacted to coordinate priorities for clearance on State roads.
 - b) Access to Critical Facilities: County jurisdictions have also defined priority routes to gain access to critical community facilities, such as: municipal buildings, water treatment plants, wastewater treatment plants, power generation units, and airports.
 - c) Note: 9-1-1 emergency calls will take priority of road clearing debris removal crews and resources at all times to ensure access for emergency vehicles and resources into the impacted area to protect public health and safety following a major disaster or catastrophic event.
- 4) Resources:
 - a) Render Safe Team (RST): RSTs are jurisdiction based teams organized and equipped to initiate immediate re-entry back into the County from defined Critical Work Force (CWF) Shelter locations. Each RST has pre-defined re-entry routes, destinations, and priorities designed to ensure debris is initially pushed from critical transportation routes and



priority critical facilities are assessed. County jurisdictions initially utilize their own labor force and equipment to staff RSTs during re-entry. It is plausible to expect jurisdictional RSTs to cross jurisdiction boundaries in support of a mission to ensure efficient and expeditious re-entry. In circumstances when the existing labor force is not sufficient, or when specialized services are required, work efforts may be supplemented by activating mutual aid agreements or by awarding short-term debris removal contracts for specific work.

- b) Direct Federal Assistance (DFA): In catastrophic events, DFA can be provided by FEMA to support local governments. It is important to remember, the response capabilities of the County jurisdictions and the State must be exceeded before this request is made by CEMA to the SOC. The request is made by GEMA to FEMA if circumstances justify the need for DFA. FEMA Recovery Policy RP9523.9, 100% Funding for Direct Federal Assistance and Grant Assistance has been issued by FEMA to detail the requirements and scope for DFA, including provisions for funding at 100% Federal share for a limited period.
- c) NOTE: FEMA may use its authority under the Stafford Act to mission assign other Federal agencies, such as the U.S. Corps of Engineers (USACE) or the U.S. Coast Guard (USCG), to execute debris removal operations. If FEMA assumes responsibility for County debris removal project(s), the County essentially loses control over these projects and can be required to reimburse a portion of these projects. If assistance is needed by FEMA to provide debris management operations, the following considerations apply:
 - (i) The assistance provided by FEMA is subject to the cost share provisions, including any administrative costs.



- (ii) DFA for debris operations should only be used for emergency clearance for immediate lifesaving issues. Beyond emergency clearance, debris contracts should be established by the local governments if the need exists.
 - (iii) If the disaster is catastrophic and DFA is needed beyond emergency debris clearance, FEMA may provide the assistance needed, which may be subject to the cost share provisions by GEMA and FEMA.
 - b. Damage Assessment (DA): As soon as practical following an event, an initial evaluation of the impacted area will be conducted utilizing available state and local assets. The purpose of the evaluation is to provide the EOC and CPG with an initial DA and overall situational awareness information needed to estimate the amount of debris in the affected area and review emergency roadway clearing priorities and objectives.
 - c. Estimating the Amount of Debris: Debris estimating is normally used in a post-disaster situation to establish a reasonable estimate of the actual debris quantities and mix. Debris estimates will be used to establish debris removal priorities, DMS and landfill space requirements, and the possible need for contracted, State, and/or Federal resources. See Appendix 2, Debris Forecasting and Estimating.
- 3. Recovery Phase: The Recovery Phase begins as emergency access routes are cleared and residents are returning to their homes where they begin to bring debris to the public ROW. At this time, County jurisdictions begin to collect, reduce, and dispose of the debris generated during the event utilizing the most cost-effective and environmentally responsible methods available. Depending on the quantity of debris generated by the event, and the complexity of the operations required to mitigate debris issues, debris management operations throughout the County and/or specific County jurisdiction(s) could continue for several months. Debris management activities will be handled at the lowest level possible based on the magnitude of the event. County jurisdictional requests for additional debris management resources (non-contract) will be made through the County EOC.



- a. Debris Collection Methods: A fundamental component of the County's debris management strategy is the collection of debris. The public expects to have debris removed from neighborhoods as soon as possible following a disaster event. The implementation of disaster debris collection as soon as practical after the disaster event assures the public that recovery efforts are in progress and that the community will return to normal quickly.
- b. Residents are encouraged to keep debris separated to quicken the removal process and to meet local sanitary codes.
- c. During disasters operations, debris management is of critical importance. Independent contractors working for a private entity are encouraged to include contract provisions to deliver the debris directly to a disposal site versus leaving it in the ROW.
- d. County jurisdictions tailor debris collection operations based on the quantities and types of debris generated by the event. The two main methods of debris collection are curbside collection and collection centers or a combination of both.
 - 1) Curbside Collection: Curbside Collection is similar to normal neighborhood garbage and trash collection operations. The initial roadside debris piles created during emergency roadway clearing will quickly become the initial dumping location for residents bringing additional storm-generated debris from their properties to the public ROW. Previous events indicate this typically occurs in three stages, with the type(s) of debris changing during each stage. The three stages are:
 - a) Stage 1: Consists mainly of vegetation (woody debris and yard waste);
 - b) Stage 2: As residents begin to "clean house", debris on the public ROW changes to household waste including damaged personal goods, white goods, electronic goods, household hazardous waste (HHW), trash and garbage. Residents should not mix garbage with debris. In order to be picked up and disposed of by County jurisdictions, the debris



deposited at the curbside must be disaster related. County jurisdictions and private waste management services should resume normal garbage pick-up schedules as soon as possible.

- c) Stage 3: When residents start the recovery process and initiate repairs, debris accumulated on public ROW begins to include construction and demolition materials removed by homeowners prior to the receipt of insurance and Grants through the FEMA Individual Assistance Program.
- d) NOTE: Construction and demolition materials from minor or major repairs or reconstruction generated by private contractors should not be deposited at the curbside. Contractors should remove and deposit the debris at approved collection locations and/or landfills. Insurance proceeds usually cover the cost for demolition debris removal from private property. It is also important to watch for non-disaster related materials (bagged grass clippings, household garbage, automobile parts etc.). County jurisdictions are eligible for reimbursement for only disaster-related debris removal costs not covered by insurance. County jurisdictions are not required to pick up ineligible items during recovery operations.
- e) Curbside Collection Methods: County jurisdictional collection plans may be based on collecting Mixed and/or Source-Segregated Debris.
 - (i) Mixed Debris: Collecting mixed debris allows for residents to place all debris types in one specified area, usually along the public ROW in front of their residence. While this is the most convenient for the public, it does not facilitate effective recycling and reduction efforts, as the debris will need to be handled multiple times. Therefore, this method prolongs recycling and



reduction efforts and increases operational costs.

- (ii) **Source-Segregated Debris:** Collecting Source-Segregated Debris requires residents to sort debris by material type and place it at the curb in separate piles. Trucks designated for a particular debris type collect the assigned debris and deliver it to a Collection Center or DMS. The disadvantage of this method is that it requires more trucks to collect the different types of debris; however, this increased equipment cost may be offset by avoiding the labor cost and time to separate the debris by hand. Collecting Source-Segregated Debris offers the potential of high salvage value and efficient recycling/reduction processing. This method is important when collecting hazardous and environmentally sensitive debris, such as HHW and White Goods.
- 2) **Collection Centers:** The second collection method is to have residents transport their debris to a common location.
 - a) The number of Collection Centers required will depend on the amount and location of debris requiring disposal. Collections centers may be permanent or temporary facilities. Large roll-off bins may be placed on public ROW or public property for the residents to bring their debris for collection. Separate bins can be designated for particular types of debris. The associated costs are generally low since the public essentially accomplishes the material collection and separation themselves. This method is well suited for rural, sparsely populated areas or logistically difficult conditions where curbside collection is not practical.
 - b) Collection Centers require supervision. Jurisdictional debris planners must assign staff to manage the development of the site and



oversee the collection operations. Collection Center Staff arrange for empty bins to be brought in to replace full ones, ensure debris materials are placed in the correct bins, and are responsible for making sure the Center does not become a dumping ground for non-disaster-related debris.

- c) The site selection and set up parameters for a Collection Center are similar to those defined for DMS locations. See Appendix 5, Debris Management Sits.
 - d) Collecting HHW: Items classified as HHW must be separated and WILL NOT be collected with other debris. County jurisdictions may send HHW response teams ahead of the general collection effort to identify and remove HHW. Otherwise, County jurisdictions will refer individuals with material of this nature to the appropriate government agency and/or to qualified Hazardous Materials (HAZMAT) contractors.
- C. Private Property Debris Removal and Demolition of Private Structures: County jurisdictions are responsible for removing debris from the public ROW. When large-scale disaster events cause mass destruction and generate large quantities of debris over vast areas, debris on private property may sometimes pose health and safety threats to the public-at-large. If private property owners are not available because they have evacuated, and ONLY when approved; the State and/or County jurisdiction may enter private property and remove debris and/or demolish private structures to mitigate situations considered to be an immediate threat to the lives, public health, and the safety of its residents. See Appendix 4, Private Property Debris Removal and Demolition of Private Structures.
- D. Debris Removal from Area Waterways: County jurisdictions may be required to coordinate with State and/or Federal agencies to ensure debris (including floundered watercraft) is removed from area waterways not within their authority, such as:
 - 1. Georgia Department of Natural Resources (GADNR) for streams and waterways (non-navigable);
 - 2. USCG for all navigable waterways; and



3. USACE for flood control debris issues.

- E. Debris Management Sites (DMS): A DMS is a location for County jurisdictions to temporarily store, reduce, segregate, and/or process debris before it is hauled to its final disposition. It is frequently used to increase the operational flexibility when landfill space is limited or when the landfill is not in close proximity to the debris removal area. In some situations, debris processing and final disposition will be accomplished at the same DMS location. See Appendix 5, Debris Management Sites.
- F. Debris Volume Reduction: Once debris is removed from the damaged areas, it will be taken to the DMS to be reduced and/or prepared for disposal. At the DMS, County jurisdictions must be prepared to work with/process numerous types of debris including construction and demolition (C&D), Trees, Stumps, Limbs, Leaves, Metals, White/Electronic Goods, Household Waste, and other HAZMAT. County jurisdictions may choose to bring in chipping and grinding operations to reduce vegetation and other materials; out-source HAZMAT clean-up to appropriate, certified, disposal companies; use air curtain destruction methods, and use available resources to recycle materials that are recyclable. See Appendix 6, Debris Volume Reduction.
- G. Final Disposition: County jurisdictional debris plans must include final disposition sites of their whole, reduced, and/or recycled debris. The most cost-efficient measure is usually to make use current approved landfills within the jurisdiction. Available remaining space at these established landfills may not be adequate and other disposal locations will have to be located.
- H. Contracted Services: Contracting for labor and equipment may be necessary if the magnitude of the emergency debris clearance, removal and disposal operation is beyond the capabilities of the local force account resources, State resources, mutual aid agreements and volunteer labor and equipment. County jurisdictions must be familiar with contracting procedures in order to define specific debris removal tasks and recommend specific contract types based on the magnitude of the debris clearance, removal and disposal operation and the site clearance and restoration requirements. See Appendix 7, Debris Contracting.
- I. Public Information: County jurisdictions must develop Public Information management plans in order to facilitate debris cleanup and removal. This plan should contain definitions of the types of debris, public and private debris sites, and recycling guidance. Emphasis should be placed on actions the public can perform to expedite the cleanup process. See Appendix 8, Public Information.



- J. Health and Safety: The County complies with all Department of Health and Environmental Control requirements to maintain and ensure the highest quality of health and safety standards for its residents. In addition, Information will be disseminated to the public regarding basic health and safety issues as necessary. See Appendix 9, Health and Safety.
- K. Communications
 - 1. Communications following an event will be a challenge. Mass communications networks, along with radio and land line communications methods routinely used by both government and private agencies may or may not be operational or available. Because of this possibility, both government and private agencies must plan to maintain redundant communications capabilities with the County Emergency Operations Center (EOC).
 - 2. Communications Methods: Regardless of the location of the County EOC, available communications resources will be coordinated through ESF 2 (Communications) and may include:
 - a. Commercial Land Line Telephone ;
 - b. Commercial Satellite Telephone;
 - c. 800 MHz Radio;
 - d. UHF Radio;
 - e. VHF Radio;
 - f. Internet Connectivity;
 - g. Message Courier; and
 - h. Commercial Radio and Television Stations.

VIII. ROLES AND RESPONSIBILITIES

- A. County Jurisdictions
 - 1. County Jurisdictions are responsible for their own public works and infrastructures, and have primary responsibility for debris planning, response and recovery within their respective jurisdiction. County jurisdictional debris plans should be prepared to account for jurisdictional characteristics, such as landfill capacity, availability of equipment and experience of contractors, environmental characteristics, types of debris, etc.



2. County jurisdictional Finance Officers are responsible for ensuring their respective governments comply with State and Federal laws regarding disaster financial accounting. This requires instituting local financial principles, policies, regulations and management controls to ensure proper accountability of funds and provides financial management support to Incidents of Critical Significance.
- B. Chatham County Emergency Management Agency (CEMA).
1. Pre-event Debris Planning Coordination
 - a. CEMA supports pre-event debris planning by providing advice and assistance to the DMW regarding County-wide Debris Management Goals, including but not limited to coordinating policies, procedures, and resources.
 - b. CEMA coordinates annual reviews and updates of County jurisdictional emergency information including but not limited to:
 - 1) NIMS Compliance;
 - 2) Debris Points of Contact (POC);
 - 3) Critical Workforce (CWF);
 - 4) Render Safe Teams (RST);
 - 5) Priority Roadways; and
 - 6) Critical Facilities
 - c. CEMA contacts Federal agencies as required on behalf of the DMW to coordinate and/or deconflict debris removal activities that fall under the Federal agencies' respective authorities, such as GADNR for streams and waterways; USACE for flood control works; USCG for navigable waterways, and/or GDOT for roadways.
 2. Post-Event Debris Management Operations Coordination: CEMA coordinates activation and operation of the County's EOC. When required, the following EOC functions support Debris Management Coordination County-wide:
 - a. EOC Manager: The EOC Manager oversees the progress of debris operations County-wide and advises the CPG on recommended adjustments to pre-established tasks. The



EOC Manager institutes the CPG's objectives for each operational period.

- b. EOC Planning Section Chief: The EOC Planning Section Chief is responsible for coordinating the overall CWF Re-entry Plan and is the EOC Manager's primary POC for all re-entry planning issues. The Planning Section receives, tracks and analyses damage reports all available resources and maintains overall situational awareness.
- c. EOC Operations Section Chief: The EOC Operations Section Chief is responsible for executing the County's overall Re-entry Plan; serves as the primary coordinator for the CWF RST program; and is the EOC Manager's primary POC for all re-entry operational issues. Re-entry operations (including debris management coordination) are executed through the EOC Operations Section.
- d. EOC Infrastructure Branch Director:
 - 1) Coordinates the restoration of essential public services;
 - 2) Provides the ESF-3 Group Supervisor with guidance and direction on problems, procedures, and policies pertaining to debris operations;
 - 3) The Operations Section Chief is the primary POC for all infrastructure issues, and the primary contact in the EOC regarding actual and/or potential debris issues;
 - 4) Approves all requests for debris related assistance made to GEMA.
- e. ESF-3, Public Works and Engineering Group Supervisor:
 - 1) Responsible for coordinating pre-event debris planning through the DMW;
 - 2) Coordinates overall re-entry tasks and priorities, and maintains status of RSTs;
 - 3) Coordinates with State and local agencies to effect repairs of damaged infrastructure throughout the County;



- 4) Identifies major debris issues and potential problems based on available DA information;
 - 5) Ensures County-wide debris management coordination through the CDTF, See Appendix 3, County Debris Task Force;
 - 6) Secures sufficient staffing resources to assist coordinating debris management operations through the CDTF;
 - 7) Provides the CDTF Leader with guidance and direction on problems, procedures, and policies pertaining to debris operations;
 - 8) Helps coordinate debris-related mission assignments County-wide; and
 - 9) Advises the Infrastructure Branch Director on actual and/or potential debris issues.
 - 10) NOTE: The EOC Infrastructure Branch maintains contact with Federal agencies as required to coordinate debris removal activities that fall within Federal jurisdictions.
- f. Debris Management Workgroup (DMW): The DMW is the primary organization conducting pre-event debris planning and coordination for the County. The DMW is made up of representatives with debris responsibilities from the various County jurisdictions. The DMW:
- 1) Recommends and coordinates changes to the County-wide Debris Management Goals, See Appendix 10, County-Wide Debris Management Goals;
 - 2) Provides County jurisdictions with advice and assistance to develop and/or update and coordinate their local debris plans;
 - 3) Assists with planning, coordination, and execution of debris management training and exercises for County jurisdictions.



- g. County Debris Task Force (CDTF): The CDTF is the primary organization coordinating post-event debris management operations. When activated, the staffing level of the CDTF depends on the size and severity of the event. See Appendix 3, County Debris Task Force.

C. Georgia Emergency Management Agency (GEMA).

- 1. Once the disaster has been declared by the President, and eligible County jurisdictions are established, then Applicant Briefings will be conducted, as well as Kick-Off meetings regarding the specifics of the event. At this time, debris planning teams will be established which will be comprised of local, State and Federal representatives. The teams will primarily be located in the Joint Field Office and will deploy to County jurisdictions as the need arises. The debris teams will assist County jurisdictions with activities ranging from establishing eligibility guidelines to assisting in the completion of project worksheets. Depending on the severity of the disaster, other State and/or Federal agencies will recommend actions pertaining to debris management and removal operations.
- 2. In addition, GEMA may contract for management services to assist County jurisdictions in the administration of the PA Program. The scope of services needed will be determined at the time of the disaster. The scope may range from debris specialist in the field to overall management of debris removal operations. The contract for assistance must be consistent with FEMA Policy 9525.11, Payment of Contractors for Grant Management Tasks.

D. Federal Emergency Management Agency (FEMA).

- 1. In disasters that present a tremendous impact to the state following a Presidential Declaration, FEMA can provide DFA to support the state and local jurisdictions. DFA can be provided for activities related to debris clearance, removal and disposal. The DFA is limited to emergency work under Sections 402(4), 403 and 407 of the Stafford Act. The assistance provided under DFA will be subject to the cost share requirements found in the FEMA-State Agreement. Refer to FEMA Policy 9525.11, Payment of Contractors for Grant Management Tasks. Should the need arise; FEMA may choose to use its mission assignment authority to allow USACE or another Federal agency to contract for and/or manage the debris clearance and removal operations. The USACE or another Federal agency may also be used as technical advisors to the State or County jurisdiction. FEMA will work directly with USACE and/or



other Federal agencies on these assignments and will monitor all task orders based on a defined scope of work. In some cases, FEMA may provide assistance for disaster-related emergency work, such as debris removal, when the other Federal agencies will not.

2. In addition to the above, FEMA can provide technical assistance to the State or County jurisdictions with debris management and removal issues. Such technical assistance may be provided by FEMA staff, mission assigned debris subject-matter experts, or technical assistance contractors. FEMA debris specialists may be assigned to the County or to County jurisdictions requiring significant debris operations to assist with eligibility issues.
 3. FEMA will advise State and County jurisdictions and provide assistance with respect to issues such as demolition of unsafe structures or in connection with replacement of eligible facilities; debris on private property; removal of tree limbs and leaning trees; removal and disposal of hazardous tree stumps and root balls; removal of sediment from engineered channels; removal and disposal of HAZMAT, etc.
 4. FEMA may advise State and County jurisdictions on issues related to compliance with Federal environmental and historical preservation laws, regulations and executive orders, especially when work is in waterways or when dealing with HAZMAT.
- E. Other Agency & Organization Debris Management Partners. It is essential to interface with other agencies (government and private; local, State, and Federal) with debris clearance, removal, and/or disposal capabilities and/or responsibilities. Before the event is the time to get to know who these other agencies are and what resources may be available. Other agencies involved in the pre-event planning process include but not limited to:
1. Private Waste Management Contractors within Chatham County;
 2. Other Debris Management Contractors, Vendors, and Service Providers;
 3. Georgia Department of Defense;
 4. GADNR/EPD;
 5. GDOT; and
 6. Georgia Ports Authority.



IX. ANNEX MANAGEMENT AND MAINTENANCE

- A. Executive Agent: CEMA is the executive agent for Annex management and maintenance. The Annex and supporting documents will be updated periodically as required to incorporate new directives and changes based on lessons learned from exercises and actual events. This section establishes procedures for interim changes and full updates of the Annex.
- B. Types and Changes: Changes include additions of new or supplementary material and deletions. No proposed change should contradict or override authorities or other plans contained in statute, order, or regulation.
- C. Coordination and Approval: Any department or agency with assigned responsibilities within this document may propose a change. CEMA is responsible for coordinating all proposed changes with primary agencies, support agencies and other stakeholders. CEMA will coordinate review and approval for proposed modifications as required.
- D. Notice of Change: After coordination has been accomplished, including receipt of the necessary signed approval supporting the final change language, CEMA will issue an official Notice of Change. The notice will specify the date, number, subject, purpose, background, and action required, and provide the change language on one or more numbered and dated insert pages that will replace the modified pages in the appropriate document. Once published, the modifications will be considered part of the EOP for operational purposes pending a formal revision and re-issuance of the entire document. Interim changes can be further modified or updated using the above process.
- E. Distribution: CEMA will distribute the Notice of Change to all participating agencies. Notice of Change to other organizations will be provided upon request. Re-issuance of the individual document or the entire EOP will take place as required. Working toward continuous improvement, CEMA is responsible for an annual review and update of the EOP to include related Appendices, and a complete revision every four years (or more frequently if the County Commission or GEMA deem necessary). The review and update will consider lessons learned and best practices identified during exercises and responses to actual events, and incorporate new information technologies. CEMA will distribute revised EOP documents for the purpose of interagency review and concurrence.



THIS PAGE INTENTIONALLY BLANK