DEBRIS MANAGEMENT PLAN

**[Insert County Name]**

Emergency Operations Plan (EOP)

Support-Specific Plan

[Date]

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# DISCLAIMER

This template was created by the Indiana Department of Homeland Security (IDHS) to assist Indiana county emergency management agencies (EMAs) and their stakeholders in developing a Debris Management Plan.

This template provides ***SAMPLE*** language based on state and federal guidance, but IDHS has tailored it for a more county-specific approach. Included are charts and diagrams to assist county emergency managers with identifying and documenting their specific needs. This template follows Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101 and National Incident Management System (NIMS) guidance.

This template can be scaled up or down and **modified to follow each county’s unique organizational structure, activation protocol, threat and hazard assessments and current capability and capacity gaps.** This template follows all federal, state and Emergency Management Accreditation Program (EMAP) guidance.

IDHS welcomes feedback on this template. The goal is to provide county stakeholders with best practices and the most comprehensive product for county EMAs and stakeholders in their planning initiatives.

***REMOVE THIS PAGE PRIOR TO PUBLISHING THE COUNTY DOCUMENT***

# EXECUTIVE SUMMARY

Tornadoes, earthquakes and other natural, man-made or technological disasters generate unprecedented amounts of debris in just a few minutes to a few hours. Disasters precipitate a variety of debris such as trees, sand, gravel, building/construction material, vehicles and personal property. Managing debris involves removing and disposing of such debris and includes emergency roadway clearance, public rights-of-way removal, mobile home park removal, private property removal, navigation hazard removal and household hazardous waste (HHW) removal.

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. In a major or catastrophic disaster, many local and state government agencies will have difficulty in locating staff, equipment and funds to devote to debris removal, in the short as well as long-term.

Debris removal, regardless of source, becomes a high priority following a disaster as it is a visible sign of action that helps to restore a sense of normalcy to a shocked and stunned population. Beyond the high cost of cleaning up debris after a major disaster, large amounts of debris threaten public health and safety by harboring rodents and disease; creating fire hazards; contaminating water supplies, threatening housing and businesses and blocking road access for emergency vehicles, vital supply vehicles and repair equipment. Commencement of clean-up operations improves general sanitation and signals the beginning of recovery and the restoration of public order.

To address this need, **[Insert Name of County Emergency Management Agency]** has developed the following Debris Management Plan to address the prompt, safe and effective clearance, removal and disposal of debris following disasters in **[Insert County Name]**. The plan provides best practices and identifies specific roles and responsibilities of various departments and agencies. Considerations are also made for current statutes and policies regarding waste management; long- and short-term environmental concerns; pre-incident contracts; and the private sector and state government roles.

Coordinating debris management efforts before a disaster or emergency event is critical to protecting and preserving the county’s citizens, property, economy and environment in times of need.

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**[Insert Name and Signature of Appropriate Authority]**  **[Insert Date]**

# PLANNING AGENCIES

Within each plan, an agency or organization has been given the designation of primary, supporting, non-governmental or local agency based on their authorities, resources and capabilities. The primary agency identifies the appropriate support agencies that fall under this plan. The primary agency collaborates with each entity to determine whether they have the necessary resources, information and capabilities to perform the required tasks and activities within each phase of emergency management. This includes activations in the county Emergency Operations Center (EOC) and impacted areas. Though an agency may be listed as a primary agency, it does not control or manage those agencies identified as supporting agencies. The agencies listed below are members of the Whole Community Planning Team for this plan.

## PRIMARY AGENCY

**[Insert Name of Primary Agency]**

## SUPPORTING AGENCIES

With coordination from **[Insert County Name]**, supporting agencies will strive to build, maintain and promote a process of effectively preparing for, protecting against, mitigating against, responding to and recovering from the challenges and demands of debris management which could affect our citizens and communities.

|  |  |
| --- | --- |
| **[Insert name of supporting agencies/ departments/organizations]** |  |
|  |  |
|  |  |
|  |  |
|  |  |
| Indiana Department of Homeland Security (IDHS) |  |
| Indiana Department of Environmental Management (IDEM) | Federal Emergency Management Agency (FEMA) |
| Indiana State Board of Animal Health (BOAH) | United States Environmental Protection Agency (EPA) |
| Indiana Department of Transportation (INDOT) | United States Coast Guard (USCG) |
| Indiana Department of Natural Resources (DNR) | United States Army Corps of Engineers (USACE) |

# PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS

## PURPOSE

The purpose of the **[Insert County Name]** Debris Management Plan is to identify the actions required to plan for and respond to a natural, man-made or technological event that generates a significant amount of debris. It identifies local, state and federal agencies responsible for facilitating and coordinating the removal, collection and disposal of debris following a disaster, to mitigate against any potential threat to the health, safety and welfare of the impacted citizens and expedite recovery efforts in the impacted area.

## SCOPE

This Debris Management Plan provides guidance to **[Insert County Name]** and its municipalities for all activities related to the rapid, efficient, cost-effective and environmentally compliant clearance, separation, removal, storage, reduction and disposal of disaster debris.

## SITUATION

**[Insert County Name]** faces several natural, man-made and technological hazards and threats that may produce significant accumulations of debris. These threats include but are not limited to:

* Tornadoes
* Damaging Winds
* Flooding
* Earthquakes
* Ice Storms
* Acts of Terrorism/Explosions
* Infectious Human and Animal diseases

Any of these hazards and threats may impact multiple jurisdictions in a single event. Significant amounts of debris may impact the movement and health and safety of the general public and response personnel.

## PLANNING ASSUMPTIONS

For successful preparedness and response operations to take place, the following key assumptions are listed to gauge participation and support provided by **[Insert County Name]** stakeholders and those at the state and federal levels:

* Natural, man-made and technological disasters precipitate a variety of debris such as trees, sand, gravel, building/construction materials, vehicles, personal property, etc.
* A disaster requiring debris removal from public or private lands and waters could occur at any time.
* The quantity and type of debris generated, its location and the size of the area over which it is dispersed directly impacts the type of collection and disposal methods used to address the debris problem, associated costs incurred and the speed with which the problem can be addressed.
* The amount of debris resulting from a disaster may quickly exceed the local or county’s ability to dispose of it.
* In a major or catastrophic disaster, it may be difficult to locate staff, equipment and funds to devote to debris removal, in the short as well as long term.
* Large scale/catastrophic debris-generating disasters will necessitate greater county and state involvement in managing debris operations.
* The successful management of removing disaster debris typically requires a unified, coordinated effort by local, state and federal agencies, contractors, non-governmental organizations, business and industry, public and private institutions and the general public.
* Initial debris removal will concentrate on clearing roadways for emergency responders and lifesaving activities.
* Hazardous material/environmental issues must be addressed throughout the debris management operation.

# CONCEPT OF OPERATIONS

## GENERAL CONCEPT

This plan anticipates and plans for debris management needs resulting from any type of disaster event creating unusual or extensive debris management challenges. These challenges may temporarily overwhelm existing solid waste, recycling and composting programs. The types of disaster events that this plan addresses include natural disasters such as tornadoes, floods and earthquakes; animal or human infectious diseases; acts of terrorism; and facility specific chemical spills or fires. Different types of disasters can pose very different debris management challenges depending on the amount, scope and types of debris generated.

## ACTIVATION AUTHORITY

The activation of the **[Insert County Name]** Debris Management Plan begins with the activation of the county Emergency Operations Plan (EOP) **[or Comprehensive Emergency Management Plan (CEMP)]**. The activation of the EOP establishes the emergency operations framework and structure needed to deliver coordinated emergency support to local governments. This support-specific plan will be activated when larger-scale debris management operations are required.

The following individuals have the authority to activate this plan:

* **[Insert Titles]**

## PHASE ONE – ASSESSMENT

### Initial Damage Assessment

Immediately following an incident, the **[Insert County Name]** Emergency Management Agency (EMA) will perform an initial damage assessment and identify the area(s) impacted. This assessment will allow the EMA to determine the extent of loss or harm and address immediate unmet needs.

### Preliminary Damage Assessment

Following an incident, preliminary damage assessments (PDAs) will be conducted by a team that the county EMA defines. The EMA can request assistance for damage assessments through the Recovery Program Director at the Indiana Department of Homeland Security (IDHS). This assessment will identify the homes, businesses and public facilities/property impacted by the incident and will be submitted to the IDHS Recovery Section within 72 hours, if possible. The assessments must utilize the Federal Emergency Management Agency (FEMA) and United States Small Business Association (SBA) guidelines, provided in References on page 25 of this document. During the PDA, damage assessment teams will make immediate notification of debris accumulations that hamper the provision of life, safety or emergency services.

### Debris Estimation

During or following preliminary damage assessments, the EMA and/or damage assessment teams will estimate the debris quantity by type of debris. Debris estimates can be calculated in the following manner:

#### Debris Piles:

*A rule of thumb when estimating piles of debris is to picture a typical washing machine which is 3x3x3 or 1 cubic yard.*

#### Buildings:

#### Single-wide Mobile Home: Standard estimate of 290 Cubic Yards

#### Double-wide Mobile Home: Standard estimate of 415 Cubic Yards

### Debris Removal Priorities

Based on preliminary damage assessments and debris estimations, debris clearing priorities will be established by the EMA. Priorities should consider the following:

1. Life safety
2. Protecting property
3. Egress for emergency responders
4. Ingress to hospitals, jails and public shelters
5. Major traffic routes
6. Major flood drainage systems
7. Supply distribution points and mutual aid assembly areas
8. Government facilities
9. Public safety communication towers/utility restoration
10. Secondary roads
11. Neighborhood streets
12. Private property adversely affecting public welfare

## PHASE TWO – DEBRIS REMOVAL

**It is vital to debris management operations that all debris be thoroughly documented from debris estimation through removal and disposal processes. Necessary documentation is outlined in the Public Assistance section beginning on page 22 of this document.**

### Debris Classification

#### Typical Disaster Debris

Typical disaster debris includes, but is not limited to:

* Wood
* Concrete
* Yard waste
* Soil and rocks
* Asphalt
* Metals
* Glass
* Plastic
* Household hazardous waste
* Personal belongings
* Bricks
* Sandbags
* Furniture
* Drywall
* White goods (large metal appliances such as refrigerators, washers and dryers)
* Brown goods (small appliances such as microwave ovens and televisions)

#### Special Considerations

##### Electrical Utilities

When live electric lines are involved, work crews should coordinate with local utility companies to have power lines de-energized. Utility crews will remove and dispose of all utility-related debris such as power transformers, utility poles, cable and other utility company material.

##### Household Hazardous Waste

Household hazardous waste may be generated as a result of a natural disaster. Household hazardous waste may consist of common household chemicals, propane tanks, oxygen bottles, batteries and petroleum products. Residents will be encouraged to separate and transport household hazardous waste to a pre-identified collection center. Private contractors will be directed to separate household hazardous waste at the curb and not haul it to a temporary debris storage and reduction site.

##### Other Hazardous Materials

Any material release that is found to be classified as hazardous, toxic, bio-hazardous or medical waste shall be documented and reported immediately to the county EMA. Emergency responders may attempt to contain releases however, hazardous material cleanup and disposal shall be addressed by the owner/generator of the materials and/or their contractors, not public employees or disaster debris volunteers. Disposal of hazardous waste shall be documented and reported to the Indiana Department of Environmental Management (IDEM) by the responsible party.

##### Vehicles

Any vehicles that deter access for emergency vehicles may be moved or otherwise relocated. Abandoned vehicles are subject to being towed in accordance with local or state law.

### Debris Location

#### Private Property

Disaster-generated debris on non-commercial, private property must be moved to the curb or public right-of-way by the property owner before it can be disposed of at public expense. Dangerous structures are the responsibility of the owner to demolish and remove at the owner’s expense to protect the health and safety of adjacent residents. Private contractors hired by the county cannot enter and remove debris from private property without a signed right-of-entry/hold harmless agreement executed by the county. This debris removal is at the cost of the county and is not eligible for reimbursement.

Debris removal and disposal from private communities is the responsibility of the homeowner’s association. The county may push debris from the roadway to open a single lane within the community to provide access for fire and medical response units. However, homeowner’s associations must make arrangements with private contractors to have debris removed and hauled to a legal disposal site.

##### Debris Sorting

Debris sorting is environmentally preferrable and limits the amount of material to be disposed of, reducing demand on limited disposal capacity. Debris sorting also enables opportunities for cost-effective diversion of some debris types; separating mixed debris is extremely difficult and expensive. It also helps to ensure hazardous products or infectious waste do not contaminate other debris streams. Debris from private properties must be sorted into the following categories:

* **Household Garbage** (Bagged garbage, discarded food, paper, packaging; Large Appliances/white goods. *Note: Do not leave doors unsealed or unsecured.*)
* **Construction or Demolition** (Lumber, roofing and other structural debris)
* **Vegetative** (Trees, tree branches, logs, plants, leaves)
* **Hazardous Waste** (Oil, batteries, pesticides, cleaning supplies, compressed gas, paints. *Note: If you suspect that materials contain lead-based paint, keep them moist or contain materials in plastic bags so that the paint does not become airborne.*)
* **Electronic** (television, computer, audio equipment, phone, DVD player)

Figure 1 on the next page depicts the Federal Emergency Management Agency (FEMA) debris removal guidelines from private residential properties.

Diagram

AI-generated content may be incorrect.

Figure . FEMA DEBRIS REMOVAL GUIDELINES

##### Condemnation Criteria and Procedures

When the county assumes the responsibility to demolish structures, it must comply with its normal condemnation procedures. The county building safety official will contact the homeowner to assess and determine building structural integrity. The county’s normal building safety assessment should be used for the disaster condemnation criteria as well. Typically, any building or structure may be condemned if the building official determines it represents a hazard to the health and safety of the public or poses a threat to public rights-of-way. Following that determination, the county will then initiate condemnation proceedings following existing ordinances.

##### Demolition Permitting

The county will follow standard procedures that apply to its condemnation process for demolition. During this process, the county should have its legal counsel review and update any documents for inclusion within the permitting process. The following is a general list of items to review:

* Proof of ownership
* Right-of-entry form
* Building official assessment
* Verification of insurance
* Archaeological review
* Environmental review
* State Historic Preservation Officer (SHPO) review, if applicable
* Photos/videos

##### Mobile Homes

The most complex aspect of debris removal operations may be documenting legal responsibility within mobile home parks. Sometimes, the mobile home park site is owned, operated and maintained by one or more parties. The individual homes may be owned by one of those same parties or by the individuals that occupy the structures. Debris operations staff must investigate the legal responsibility for debris issues within the mobile home parks within its jurisdiction. The county should coordinate the potential private property debris removal and demolition operations with the park owners to expedite recovery after an event. Agreements need to be made with respect to debris collection, location, separation of materials and the amount of debris expected to be handled.

#### Commercial Property

Debris on commercial property is the responsibility of the owner/operator. Debris on private commercial property must *not* be placed at the curb and must be removed at the owner/operator’s expense.

#### Right of Way

Land reserved for pedestrian and vehicle traffic or utilities is in the public right-of-way. Debris may initially be pushed from roadways into the right-of-way to allow for emergency egress. Debris collection and removal from the right-of-way is the responsibility of each local jurisdiction (towns and cities).

#### Public Property

Debris collection and removal from public property is the responsibility of each local jurisdiction (towns and cities). If local debris removal capabilities are overwhelmed, the county may assist. The county is responsible for debris removal from public property in unincorporated jurisdictions within the county.

##### Roadways

Roadway debris operations are based on legal responsibility. Municipalities are responsible for municipal roads. The county is responsible for county roads and the Indiana Department of Transportation (INDOT) is responsible for removing and disposing debris from state and federal roads.

#### Waterways

Significant amounts of debris may collect in navigable and non-navigable waterways. The party with legal responsibility of the waterway is charged with debris removal and disposal operations. The United States Environmental Protection Agency (EPA) and United States Coast Guard (USCG) have specific authority to remove hazardous materials from waterways. The EPA will respond to inland water zones and the USCG to coastal water zones. The USCG and the United States Army Corps of Engineers (USACE) have specific authorities for removing hazardous substances, vessels and other obstructions from federally maintained navigable waterways. Debris removal from waterways usually requires coordination with USACE for the use of a nationwide permit and with the National Marine Fisheries Service (NMFS) and U.S. Fish and Wildlife Service (USFWS) to ensure compliance with Section 7 of the Endangered Species Act (ESA). The Indiana Department of Environmental Management (IDEM) must also be notified of hazardous materials in waterways.

#### Environmental and Historic Sites

Debris removal operations at environmental historic preservation (EHP) sites must avoid impacts to such resources as floodplains, wetlands, federally listed threatened and endangered species and their critical habitats and historic properties (including maritime or underwater archaeological resources if waterways are impacted). Special consideration permits and/or waivers for debris removal activities affecting historic sites, floodplains and wetlands must be reviewed by the Indiana Department of Natural Resources (DNR) Division of Historic Preservation and Archaeology (DHPA). Additionally, debris removal operations must avoid impacts that contribute to hazardous gas release and water supply contamination. Debris must be staged at a safe distance from property boundaries, surface water, floodplains, wetlands, structures, wells and septic tanks with leach fields. Additional coordination may be necessary for debris removal from waterways, stump removal and use of fill. The property owner/manager is responsible for permits and compliance with federal, state, tribal and territorial requirements and must work with the disaster EHP staff to gain clarity on compliance requirements and permits for debris-related operations. Upon completion of debris removal, recycling and disposal, site remediation may be necessary. Further information on EHP considerations is provided in FEMA’s Public Assistance Program and Policy Guide (PAPPG) v5, Chapter 10.

## PHASE THREE – DEBRIS DISPOSAL

### Temporary Debris Storage

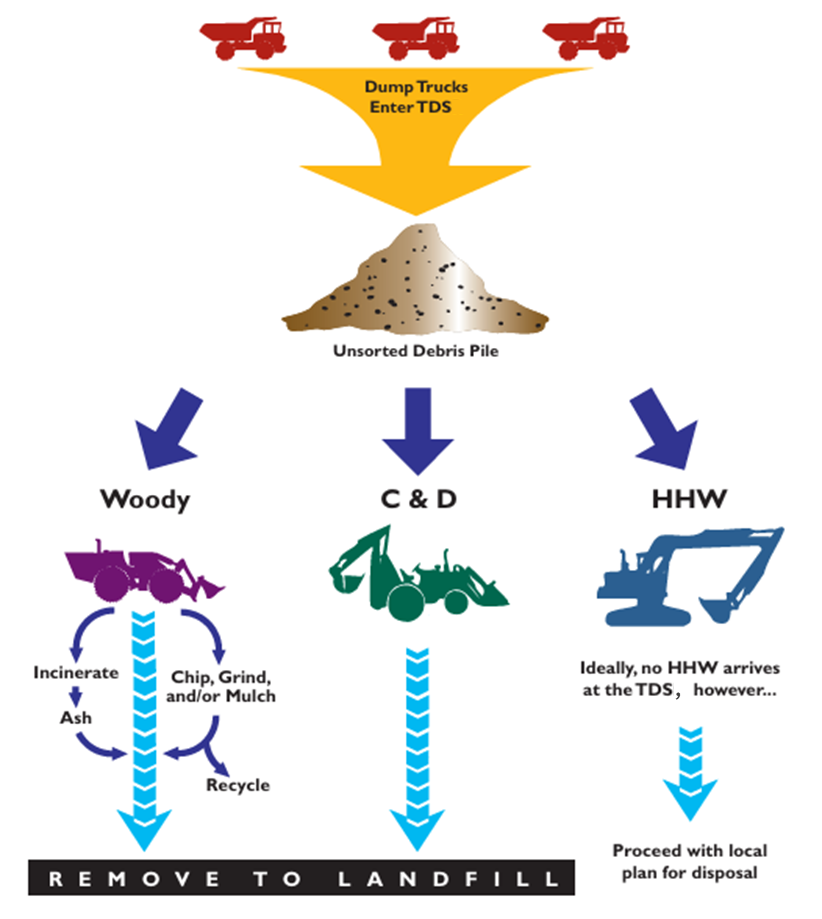
Debris will temporarily be collected and stored at strategically located sites at which it will be reduced in volume for eventual permanent disposal via land filling or recycling. The number of sites designated as temporary debris sites (TDS) will be dependent on the disaster conditions and the nature and volume of debris to be stored, reduced and disposed. These sites are the responsibility of each local jurisdiction. The following should be considered when selecting temporary debris sites:

* If possible, public land should be used to avoid costly leases.
* If viable public sites are not available, private land can be used – but only if a lease is developed that clearly prescribes all use conditions and close-out procedures and timetables.
  + If applicable, the lease should have provisions for temporary waivers regarding normal site use.
* What permits are necessary for local, state and federal use of the site
* What permits are necessary for noise, traffic, environmental degradation and pre-existing site conditions
* Avoid environmentally sensitive areas such as wetlands, rare/endangered plant and animal species, well fields, surface water supplies and historical or archaeological sites.
* Sites must have appropriate egress and ingress.
* Sites should be between 50-200 acres in size.
* Consider proximity to permanent disposal sites and their logistical capabilities.

The Indiana Department of Environmental Management (IDEM) requires the following criteria to be met for temporary debris storage sites:

* All locations being considered for temporary staging sites must obtain approval from IDEM’s Solid Waste Compliance Section prior to use.
* Sites shall be limited to accepting emergency debris and must make provisions for security to ensure the site is not being used for routinely generated household waste.
* Sites shall not accept hazardous waste, lead acid batteries, used oil filters, used motor oil, whole used or scrap tires, any item containing chlorofluorocarbons (CFC), radioactive waste, regulated polychlorinated biphenyl (PBC) waste and regulated infectious wastes.
* Sites must be located above the 100-year floodplain and outside of wetlands.
  + The floodplain map used for locating the site must be from an original Flood Insurance Rate Map prepared by FEMA, a copy of the Flood Prone Area Map prepared by the U.S. Geological Survey or an equivalent constructed map that depicts the limits and elevations of any 100-year floodplain on or adjacent to the proposed site.
* Sites must have run-on/run-off controls in place.
* Sites must be located at least one-quarter mile from a public or private (surface or ground) water supply.
* Sites must be located a minimum of one-half mile from any known caves, springs or streams.

Figure . TEMPORARY DEBRIS SITE PROCESS



**If temporary debris sites have been identified, list them here:**

* **Site name, location and types of debris accepted**

### Disposal Site Operations

The following operational guidelines should be considered at debris disposal sites:

* Site topography and soil/substrate conditions will dictate the most appropriate layout.
* Before activities begin, a baseline report should be developed to include videos or photos of the site, documentation of important physical features, random soil and water samples, documentation of potentially problematic operations and a plan for environmental remediation actions.
* Site restoration and environmental compliance should be addressed at the start of operations to avoid problems at site close-out.
* The site operational plan should have provisions for immediate fuel and hydraulic spill cleanup (equipment usage must be monitored).
* Holding areas for ash, household hazardous waste, fuels, generators and mobile lighting plants should be lined with plastic to avoid potential environmental contamination.
* The site should have sufficient buffer zones between storage, transportation/unloading and volume reduction areas, as well as with surrounding land uses.
* Debris should be segregated based on volume reduction methods.
* The site should be viewed as a multi-stage operation with continuous volume reduction.
* The site should have groundwater and air quality monitoring on an appropriate basis.
* Spot soil samples should be taken at potentially problematic storage areas.
* Documentation of public information regarding site operations should be created.
* Reports of fuel spills/cleanup, hazardous waste storage and disposal, etc should be completed.

### Volume Reduction Methods

Debris removal and disposal should be viewed as a multi-staged operation with continuous volume reduction. There should be no significant accumulation of debris at temporary storage sites. Debris volume will be continuously reduced by one of three methods:

#### Grinding and Chipping

The most environmentally friendly method for reducing woody debris is grinding or chipping, though it is more expensive than incineration. Grinding or chipping results in mulch which can be recycled or used as an alternative fuel for industrial heating. It reduces the volume of debris on a 4-to-1 ratio.

Grinders are ideal for use at debris staging and reduction sites because of their high-volume reduction capacity. Choosing where to place grinders is critical from a noise and safety point-of-view. In addition, there is a need for a large area to hold the woody debris and an area to hold the resulting mulch.

Chipping operations are suitable in urban areas where streets are narrow or in largely wooded areas where it is cheaper to reduce the woody vegetation to mulch than to move it to a central grinding site. This reduces the cost associated with double handling.

#### Recycling

Recycling reduces mixed debris volume before it is hauled to the landfill. Recycling presents an opportunity to reduce the overall costs of debris management. Metal, wood and soil are prime candidates for recycling. Most non-ferrous metals are also suitable for recycling.

#### Incineration

Burning debris occurs by one of three primary methods: open burning, air curtain pit burning and incineration. Controlled open burning is a cost-effective method for reducing clean woody debris in rural areas. Burning reduces the volume by 95%, leaving only ash residue to be disposed of. Air curtain pit burning substantially reduces environmental concerns. The blower unit must have adequate air velocity to provide a “curtain effect” to hold smoke in and to feed air to the fire below. Portable incinerators use the same methods as air curtain pit systems; the only difference is that portable incinerators utilize a pre-manufactured pit in lieu of an onsite constructed earth/limestone pit. Prior to any burning activity, the county shall receive a verbal release from the Indiana Department of Environmental Management (IDEM) Office of Air Quality.

The following conditions must be met before burning may take place:

* Only the tree waste debris will be burned, and only after other disposal methods are determined to be impractical.
* No asbestos-containing material shall be burned.
* No burning shall be conducted during unfavorable meteorological conditions, such as high winds or wind stagnation; or when an open burning ban has been officially declared by either appropriate state or local officials; or when a pollution alert has been declared.
* No burning shall be conducted during an ozone action day.
* No burning shall be conducted on days when the forecast of PM 2.5 are in the Unhealthy for Sensitive Groups category or worse.
* Fire(s) must be attended at all times while burning and until completely extinguished.
* If, at any time, the fire creates an air pollution problem, a threat to public health, a nuisance or a fire hazard, the burning shall be extinguished.
* Adequate fire-fighting equipment shall be on-site for extinguishing purposes during burning time.
* No burning shall take place within 100 feet of any structure or power line or 300 feet of any frequently traveled road, fuel storage area or pipeline.
* Fire(s) shall not be ignited or fueled with tires or smoke-producing petroleum products. Minimal amounts of clean-burning petroleum products may be used for starting fires.
* All burning must comply with other federal, state or local laws, regulations and ordinances.

## PUBLIC INFORMATION

Public information regarding debris removal and disposal operations should be communicated through the incident Public Information Officer (PIO) and county emergency management agency (EMA). Emphasis should be placed on actions that the public can perform to expedite the cleanup process.

Because of the disruption of normal communication channels during a disaster, communication regarding disaster debris collection needs to rely on alternate outreach methods than those typically used for regular program outreach. Flyers, newspapers, radio, county website, mass notification systems, social media and television public service announcements will be used to encourage public cooperation for such activities as:

* Separating burnable and non-burnable debris
* Segregating household hazardous waste (HHW)
* Placing disaster debris at the curbside
* Keeping debris piles away from fire hydrants and valves
* Reporting locations of illegal dump sites or incidents of illegal dumping
* Segregating recyclable materials
* Disseminating debris route clearing and pickup schedules through the local news media and web postings

Effective public outreach will reduce the need to hold multiple collections for the same materials in the same areas.

# ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

## ORGANIZATION

Debris management preparedness, response and recovery activities exist at all levels of government. Activities tasked to various agencies, departments and organizations are based on the legal responsibility of the property on which debris is located. Effective and efficient debris management operations are dependent upon the coordination and cooperation of such entities.

## ASSIGNMENT OF RESPONSIBILITIES

### Local Municipalities

All cities and towns within **[Insert County Name]** maintain the responsibility for solid waste collection, removal and disposal within their jurisdiction. When a debris-generating event occurs:

* Cities and towns are responsible for managing disaster debris within their jurisdictions.
* Cities and towns may extend special assistance to their residents in removing and disposing debris from private property but will be responsible for absorbing the cost.
* Cities and towns may request that the county assist in removing disaster debris if failing to do so poses a life safety risk (i.e. emergency services cannot be provided) and city and town resources are exhausted.

### [Insert County Name]

Debris management operations will be coordinated out of the **[Insert County Name]** Emergency Operations Center (EOC). When a debris-generating event occurs:

* The county EMA will conduct initial windshield and preliminary damage assessments and debris quantity estimates.
* The county will be responsible for managing disaster debris in unincorporated areas.
* The EOC will assist local municipalities with available resources when local resources become overwhelmed or are anticipated to become depleted.
* The county commissioners will sign a local disaster declaration, if applicable.
* The county or county EOC will assign personnel to oversee or perform the following activities:
  + Debris management planning
  + Debris collection
  + Debris removal
  + Debris volume reduction
  + Permanent debris disposal
  + Assess public and environmental health risks
  + Obtain necessary permits
  + Coordinate with private utilities
  + Public information and media relations
  + Documentation
  + Financial tracking

### State Agencies

The state agencies listed below have specific debris management responsibilities. Additional state agencies may be called upon to support these activities.

#### Indiana Department of Homeland Security (IDHS)

The Indiana Department of Homeland Security (IDHS) coordinates state resources in support of local, district and state-level needs through the State Emergency Operations Center (SEOC). Specific debris management responsibilities include:

* Coordinating the establishment of temporary debris sites with IDEM
* Coordinating available response and recovery resources, if local resources become overwhelmed or are anticipated to become depleted
* Conducting damage assessments when requested by county emergency management agencies
* Assisting with monitoring and tracking debris removal costs statewide
* Applying for a state or presidential disaster declaration, if appropriate

#### Indiana Department of Environmental Management (IDEM)

The Indiana Department of Environmental Management (IDEM) is responsible for protecting human health and the environment while providing for safe industrial, agricultural, commercial and governmental operations vital to a prosperous economy under 329 IAC 10. Specific debris management responsibilities include:

* IDEM’s Solid Waste Compliance Section must approve all temporary debris storage sites.
* IDEM’s Office of Air Quality must give prior approval for all emergency burning.
  + IDEM may grant verbal approval to burn clean wood waste or vegetation resulting from a natural disaster, if alternative disposal methods are impractical. Alternative disposal methods that must be considered include separating for recycling, hauling to an approved landfill and salvaging merchantable materials.

#### Indiana Department of Natural Resources

The Indiana Department of Natural Resources (DNR) Division of Historic Preservation & Archaeology (DHPA) facilitates state and federal preservation programs through its State Historic Preservation Officer (SHPO). This division:

* Manages the statewide survey of historic buildings, districts and landscapes
* Is the repository of National Register nominations related to the survey
* Provides environmental review of state and federal actions on affected historic and archaeological properties and resources
* Provides technical assistance to owners when restoring historic properties
* Reviews applications for special consideration waivers and/or permits for debris removal activities affecting historic sites, floodplains and wetlands

#### Indiana State Board of Animal Health (BOAH)

The Indiana State Board of Animal Health (BOAH) is responsible for managing or disposing dead animals under 345 IAC 7-7-3.

#### Indiana Department of Transportation (INDOT)

The Indiana Department of Transportation (INDOT) maintains safe and innovative transportation infrastructure that enhances quality of life, drives economic growth and accommodates new modes of transport. Specific debris management responsibilities include:

* Clearing debris from all state and federal roadways
* Clearing vegetative and woody debris that is lodged against or is within 100 feet of structures, substructures or embankments of state or federal transportation infrastructure

### Federal Agencies

#### United States Environmental Protection Agency (EPA)

The United States Environmental Protection Agency’s mission is to protect human health and the environment. Specific debris management responsibilities include:

* Removing hazardous materials from inland water zones
* Monitoring and tracking the efforts to locate and remediate sites which have produced or are continuing to produce, hazardous substances
* Monitoring air, soil and water quality

#### United States Coast Guard (USCG)

The United States Coast Guard (USCG) provides maritime law enforcement capabilities, controls maritime approaches and protects federally regulated ports and waterways. Specific debris management responsibilities include:

* Removing hazardous materials from coastal water zones
* Removing vessels and other obstructions from federally maintained navigable waterways

#### United States Army Corps of Engineers (USACE)

The United States Army Corps of Engineers (USACE) delivers vital engineering solutions to secure the nation, energize the national economy and reduce disaster risk. Specific debris management responsibilities include:

* Coordinating with the USCG to clear debris from federally maintained navigable waterways
* Issuing permits with the National Marine Fisheries Service (NMFS) and U.S. Fish and Wildlife Service (USFWS)
* Ensuring compliance with Section 7 of the Endangered Species Act (ESA).
* Estimating debris quantities

#### Federal Emergency Management Agency (FEMA)

When response needs exceed local and state capabilities, requests for federal assistance can be submitted from the county emergency management agency through WebEOC to the State Emergency Operations Center (SEOC). The SEOC then submits the request to the Federal Emergency Management Agency (FEMA). Specific debris management responsibilities include:

* Coordinating federal resources, if and when requested
* Conducting Joint Preliminary Damage Assessments (JPDA) with state and local officials

### Individuals and Households

* Do not approach damaged buildings or debris areas unless it is determined to be safe.
* Use caution when handling any debris materials and do not disturb any asbestos-containing materials or buildings.
* Sort private property debris into the categories shown in Figure 1 above.
* Move private property debris to the right of way.
* Follow public information statements from local officials.

# ADMINISTRATION AND FINANCE

## ADMINISTRATION

All county departments will maintain records of personnel, equipment, load tickets and material resources used to execute this plan. Such documentation will be used to support reimbursement from any state or federal assistance requested or required.

## FINANCE

The **[Finance Section** **in the Emergency Operations Center (EOC)/Auditor’s Office]** provides financial management guidance to **[Insert County Name]** and other county agencies to ensure funds are provided and financial operations are conducted in accordance with county policies and procedures during the response and recovery phases of an emergency or disaster.

Depending upon the magnitude and nature of the disaster event, federal assistance and financial support may be made available following an approved Governor’s Emergency or Major Disaster Declaration. This assistance may be through financial reimbursement to the state or local eligible entity or through tasking federal assets to aid with recovery. When an event is not large enough for federal support, the State Disaster Relief Fund (SDRF) under Indiana Code 10-14-4 may assist eligible entities with limited response and recovery costs.

### Financial Management Responsibilities

The primary individual charged with the responsibility to collect, organize, report and disseminate disaster funds is **[Identify Position Title]**. The **[Identify Position Title]**:

* Serves as the primary advisor to the EMA Director or designee on all financial matters during the response phase.
* Has signatory authority for funds allocated to an emergency or disaster.
* Will work closely with program managers to ensure proper management of funds.

The county EMA Director will act as the primary coordinator for disaster operations and will outline critical resources, equipment and services which may require expending funds to manage and stabilize emergency situations.

### Public Assistance

FEMA’s Public Assistance (PA) program provides supplemental grants to state, tribal, territorial and local governments and certain types of private non-profits so communities can quickly respond to and recover from major disasters or emergencies. Debris management falls under Category A of emergency work. To be eligible for reimbursement under Public Assistance, the following must be true:

1. An Emergency or Major Disaster Declaration has been requested by the Governor.
2. The declaration has been authorized by the President of the United States.
3. Debris removal activities are in the public interest, based on whether the work is necessary to:
   1. Eliminate immediate threats to life, public health and safety; or
   2. Eliminate immediate threats of significant damage to improved public or private property; or
   3. Ensure economic recovery of the affected community to the benefit of the community-at-large; or
   4. Mitigate the risk of life and property by removing substantially damaged structures and associated ancillary facilities as needed to convert property acquired using Hazard Mitigation Grant Program (HMGP) funds for uses compatible with open space, recreation or wetlands management practices.
4. Such removal is completed within six (6) months of the declaration date.

After a debris-generating event, it is important to document the entirety of the debris management process with the following information:

* Pictures/videos of debris and debris impacts
* Debris location with latitude and longitude
* Debris quantity
* Debris clearance, removal, transportation, collection, reduction and disposal processes, locations and costs
* Equipment hours of operation using the FEMA Schedule of Equipment Rates
* Load tickets/tipping fees
* Force account labor costs, including backfill staffing if required
* Contracts and emergency purchases, in accordance with procurement policies
* Any additional costs directly tied to debris management operations

The above information is compiled into a county report as part of the total incident cost and is submitted to the Indiana Department of Homeland Security. If the incident cost meets or exceeds the county threshold, the county may be eligible for Public Assistance reimbursement of up to 75%. The county threshold is calculated by multiplying the latest county census population by the [current Per Capita Impact Indicator](https://www.fema.gov/assistance/public/tools-resources/per-capita-impact-indicator). The Per Capita Impact Indicator is determined by FEMA and is updated annually. The state must also meet or exceed its threshold based on the state population and its Per Capita Impact Indicator, found at the same link. FEMA assistance is never guaranteed, even when the county and state thresholds are met or exceeded. Information on the Public Assistance process is detailed in FEMA’s Public Assistance Program and Policy Guide (PAPPG) v5, 2025.

If FEMA assistance is not approved, the State Disaster Relief Fund (SDRF) may provide up to 50% reimbursement for local disasters. Documentation prepared for the FEMA application should be utilized for the SDRF application.

# PLAN DEVELOPMENT AND MAINTENANCE

The **[Insert County Name]** Debris Management Plan is developed and maintained by the county Emergency Management Agency (EMA) Director. Distribution is intentionally limited as this document is designated as For Official Use Only (FOUO) **(If County is limiting public release – if not, remove sentence).**

The Debris Management Plan is a living document that is continuously revised and updated as needed. Revisions are made when there is a change in policy, a need to amend specific action guidance or there are new requirements to meet state or federal standards.

The Debris Management Plan shall be reviewed annually for possible revision and updated at least every **[3]** years. The plan may also be reviewed for necessary changes based upon recommendations from an exercise or actual event After-Action Report/Improvement Plan (AAR/IP) or at the request of a coordinating or primary agency within the plan. All recipients of the plan shall be provided with a notice of change or copy of change. Any previous editions should be discarded.

# AUTHORITIES, REFERENCES AND RELATED PLANS

**AUTHORITIES**

### Local

* **[List applicable ordinances, statutes, policies, etc]**

### State

* Indiana Administrative Code (IAC) Title 329, Article 10-39, Solid Waste Land Disposal Facilities
* Indiana Administrative Code (IAC) Title 345, Article 7-7-3 Livestock Dealers, Marketing, Exhibitions and Slaughter Livestock
* Indiana Code 10-14-3, Emergency Management and Disaster Law
* Indiana Code 10-14-5, Emergency Management Assistance Compact
* Indiana Code 10-19-2, Establishes the Indiana Department of Homeland Security
* Indiana Code 16-19-3, Protecting the Health and Lives of Citizens
* Indiana Code 36-1-3, Home Rule

### Federal

* Endangered Species Act, 1973
* National Historic Preservation Act, 1966
* Occupational Safety and Health Administration (OSHA), Hazardous Waste Operations and Emergency Response (HAZWOPER), 29 CFR 1910.120, 1986

## REFERENCES

* [FEMA’s Damage Assessment Matrices](https://www.in.gov/dhs/files/FEMA-Preliminary-Damage-Assessment-Guide.pdf)
* [FEMA’s Debris Removal Contracts and Price Amendments Fact Sheet, 2024](https://www.fema.gov/sites/default/files/documents/fema_pa_debris-removal-contracts-price-amendments_112024.pdf)
* [FEMA’s Debris Removal Guidance (Category A), 2024](https://www.fema.gov/sites/default/files/documents/fema_pa-debris-removal-guidance-category-a.pdf)
* [FEMA’s Per Capita Impact Indicator](https://www.fema.gov/assistance/public/tools-resources/per-capita-impact-indicator)
* [FEMA’s Public Assistance Debris Monitoring Guide, 2021](https://www.fema.gov/sites/default/files/documents/fema_debris-monitoring-guide_sop_3-01-2021.pdf)

* [FEMA’s Public Assistance Program and Policy Guide (PAPPG) v5, 2025](https://www.fema.gov/sites/default/files/documents/fema_pa_pappg-v5.0_012025.pdf)
* [FEMA’s Schedule of Equipment Rates, 2023](https://www.fema.gov/assistance/public/tools-resources/schedule-equipment-rates)
* [U.S. Army Corps of Engineers Information for FEMA, Local Governments](https://www.usace.army.mil/Missions/Emergency-Operations/emergency_support/debris/)
* [U.S SBA Damage Assessment Just-in-time Training](https://www.in.gov/dhs/files/individual-assistance-just-in-time-training-small-business-administration.pdf)

## RELATED PLANS

* **[Insert County Name]** Emergency Operations Plan (EOP)/CEMP, year
* **[List related plans]**

# CONTRACTS AND AGREEMENTS

**CONTRACTS**

* **[List any contracts related to debris management operations]**

## AGREEMENTS

* **[List any mutual aid agreements, memorandums of understanding, land use agreements, etc]**

# Appendix A – CHECKLISTS

## PRE-EVENT CHECKLIST

|  |  |  |
| --- | --- | --- |
| **STEP** | **ACTION** | **ü** |
| **1** | Develop and maintain a Debris Management Plan | □ |
| **2** | Develop pre-scripted public information and educational materials | □ |
| **3** | Identify and train damage assessment and debris management teams | □ |
| **4** | Identify equipment, facilities and personnel necessary for debris management operations and assign responsibilities | □ |
| **5** | Obtain and become familiar with the following:   * Local and state ordinances that apply to debris management operations, including noise, traffic and environmental considerations * Procurement and payroll policies * Condemnation criteria and demolition permitting * Debris management contracts and agreements | □ |
| **6** | Identify temporary debris sites and obtain approval from the Indiana Department of Environmental Management | □ |
| **7** | Document the pre-event conditions of critical infrastructure, including bridges and roadways and temporary debris sites in photo or video media | □ |

## DEBRIS MANAGEMENT OPERATIONS CHECKLIST

|  |  |  |
| --- | --- | --- |
| **STEP** | **ACTION** | **ü** |
| **1** | Conduct an Initial Damage Assessment immediately following the event to:   * Identify impacted areas * Determine the extent of loss or harm * Address immediate unmet needs | □ |
| **2** | Alert key personnel and hold briefings/meetings as necessary | □ |
| **3** | Request Preliminary Damage Assessment assistance, if necessary, from the Indiana Department of Homeland Security (IDHS) Recovery Section | □ |
| **4** | Conduct Preliminary Damage Assessments utilizing the Federal Emergency Management Agency (FEMA) matrices and U.S. Small Business Administration (SBA) guidance and provide results to the IDHS Recovery Section within 72 hours, if possible | □ |
| **5** | Prepare or request a local or county disaster declaration, if necessary | □ |
| **6** | Estimate the quantity of debris by type in cubic yards | □ |
| **7** | Activate debris removal contractors and prepare temporary debris sites | □ |
| **8** | Begin debris clearance, removal and disposal operations with the following priorities:   1. Life safety 2. Protection of property 3. Egress for emergency responders 4. Ingress to hospitals, jails and public shelters 5. Major traffic routes 6. Major flood drainage systems 7. Supply distribution points and mutual aid assembly areas 8. Government facilities 9. Public safety communication towers/utility restoration 10. Secondary roads 11. Neighborhood streets 12. Private property adversely affecting public welfare | □ |
| **9** | Document the entirety of the debris management process including:   * Pictures/videos of debris and debris impacts * Debris location with latitude and longitude * Debris quantity * Debris clearance, removal, transportation, collection, reduction and disposal processes, locations and costs * Equipment hours of operation using the FEMA Schedule of Equipment Rates * Load tickets/tipping fees * Force account labor costs, including backfill staffing if required * Contracts and emergency purchases, in accordance with procurement policies * Volunteer contact information, assigned duties and hours * Any additional costs directly tied to debris management operations | □ |
| **10** | Share public information regarding debris removal and disposal operations and locations, debris sorting and other actions the public can take to expedite the cleanup process. | □ |

## POST-EVENT CHECKLIST

|  |  |  |
| --- | --- | --- |
| **STEP** | **ACTION** | **ü** |
| **1** | Ensure that temporary debris sites are returned to pre-event conditions | □ |
| **2** | Test soil, groundwater and air quality as necessary or required | □ |
| **3** | Prepare records of all personnel, equipment, load tickets and material resources used in debris management operations. | □ |
| **4** | Prepare the following forms for FEMA and/or SDRF Public Assistance applications:   * [Force Account Labor](https://www.fema.gov/sites/default/files/2020-06/fema-public-assistance-force-account-labor-summary_Form009-0-123_06-2020.pdf) * [Benefits Calculation Worksheet](https://www.fema.gov/sites/default/files/documents/fema_applicant-benefits-calculation-worksheet-FEMA-form-FF-104-FY-21-135_102021.pdf) * [Contract Work Summary Record](https://www.fema.gov/sites/default/files/documents/fema_contract-work-summary-record-FEMA-Form-FF-104-FY-21-140_102021.pdf) * [Force Account Equipment Summary Record](https://www.fema.gov/sites/default/files/2020-06/fema-public-assistance-force-account-equipment-summary-record_form09-0-127_06-2020.pdf) * [Force Account Materials Summary Record](https://www.fema.gov/sites/default/files/documents/fema_materials-summary-record-FEMA-Form-FF-104-FY-21-138_102021.pdf) * [Rented Equipment Summary Record](https://www.fema.gov/sites/default/files/documents/fema_rented-equipment-summary-record-FEMA-Form-FF-104-FY-21-139_102021.pdf) | □ |
| **5** | Conduct an after-action review of the entire debris management process and update plans, policies and procedures as necessary | □ |

# Appendix B – ACRONYMS [ADD TO AS NEEDED]

|  |  |
| --- | --- |
| **ACRONYM** | **FULL DESCRIPTION** |
| **AAR** | After-Action Report |
| **BOAH** | Indiana State Board of Animal Health |
| **C & D** | Construction and Demolition |
| **CFC** | Chlorofluorocarbons |
| **CFR** | Code of Federal Regulations |
| **DHPA** | Division of Historic Preservation and Archaeology |
| **DNR** | Indiana Department of Natural Resources |
| **EMA** | Emergency Management Agency |
| **EHP** | Environmental Historic Preservation |
| **EOC** | Emergency Operations Center |
| **EOP** | Emergency Operations Plan |
| **EPA** | United States Environmental Protection Agency |
| **ESA** | Endangered Species Act |
| **FEMA** | Federal Emergency Management Agency |
| **FOUO** | For Official Use Only |
| **HAZWOPER** | Hazardous Waste Operations and Emergency Response |
| **HHW** | Household Hazardous Waste |
| **IAC** | Indiana Administrative Code |
| **IC** | Indiana Code |
| **IDEM** | Indiana Department of Environmental Management |
| **IDHS** | Indiana Department of Homeland Security |
| **INDOT** | Indiana Department of Transportation |
| **IP** | Improvement Plan |
| **JPDA** | Joint Preliminary Damage Assessment |
| **NMFS** | National Marine Fisheries Service |
| **OSHA** | Occupational Safety and Health Administration |
| **PA** | Public Assistance |
| **PAPPG** | Public Assistance Program and Policy Guide |
| **PBC** | Polychlorinated Biphenyl |
| **PDA** | Preliminary Damage Assessment |
| **PIO** | Public Information Officer |
| **SDRF** | State Disaster Relief Fund |
| **SEOC** | State Emergency Operations Center |
| **SHPO** | State Historic Preservation Officer |
| **TDS** | Temporary Debris Site |
| **USACE** | United States Army Corps of Engineers |
| **USCG** | United States Coast Guard |
| **USFWS** | United States Fish and Wildlife Service |

# Appendix C – DEFINITIONS [ADD TO AS NEEDED]

|  |  |
| --- | --- |
| **TERM** | **DEFINITION** |
| **Burning** | Reduction of woody debris by controlled burning. Woody debris can be reduced in volume by approximately 95% through burning. |
| **Chipping or Mulching** | Reducing wood related material by mechanical means into small pieces to be used as mulch or fuel. Woody debris can be reduced in volume by approximately 75%, based on data obtained during reduction operations. The terms “chipping” and “mulching” are often used interchangeably. |
| **Construction and Demolition Debris** | Any type of solid waste resulting from land-clearing operations, the construction of new buildings or remodeling structures or the demolition of any building or structure. |
| **Damage Assessment** | The systematic process of determining and appraising the nature and extent of loss, suffering or harm to a community resulting from a disaster. |
| **Debris** | Scattered items and materials that were broken, destroyed or displaced by a natural disaster. Example: trees, construction and demolition material, personal property. |
| **Debris Clearance** | Clearing the major road arteries by pushing debris to the roadside to accommodate emergency traffic. |
| **Debris Disposal** | Placing mixed debris and/or residue from volume reduction operations into an approved landfill. |
| **Debris Monitoring** | Actions taken to document eligible quantities and reasonable expenses during debris activities to ensure that the work complies with the contract scope-of-work and/or is eligible for Public Assistance grant reimbursement. |
| **Debris Removal** | Picking up debris and taking it to a temporary storage site or permanent landfill. |
| **Hazardous Waste** | Any waste or combination of wastes of a solid, liquid, contained gaseous or semisolid form which because of its quantity, concentration or physical, chemical or infectious characteristics may pose a substantial present or potential hazard to human health or the environment when improperly treated, stored, transported or disposed of or otherwise managed. |
| **Household Garbage** | Waste that is normally picked up by a designated department such as the Department of Solid Waste or a contractor. Examples: food, plastics, etc. |
| **Household Hazardous Waste** | Used or leftover contents of consumer products containining chemicals with one or more of the following characteristics, as defined by the Environmental Protection Agency: 1) toxic, 2) flammable, 3) corrosive and/or 4) reactive. Examples of household hazardous waste 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. |
| **Legal Responsibility** | In the context of debris management, a statute, formally adopted legal  code or ordinance that gives local government officials responsibility to perform work on public and/or private property |
| **Recycling** | The recovery and reuse of metals, soils and construction materials that may have a residual monetary value. |
| **Right of Entry** | As defined by FEMA, the document by which a property owner confers to an eligible applicant or its contractor or the United States Army Corps of Engineers the right to enter onto private property for a specific purpose without committing trespass. |
| **Right-of-Way** | The portions of land over which facilities, such as highways, railroads or power lines are built. Includes land on both sides of the highway up to the private property line. |
| **Temporary Debris Site** | A location where debris is temporarily staged until it is sorted, processed and reduced in volume and/or taken to a permanent landfill. Also referred to as a Debris Management Site. |
| **Volume Reduction** | Any of several processes used to reduce the volume of debris brought to a temporary debris storage and reduction site. |