

**CITY OF VERO BEACH,
FLORIDA**



**COMPREHENSIVE
EMERGENCY MANAGEMENT PLAN**

**PART III
DEBRIS MANAGEMENT PLAN**

May 2, 2006

DEBRIS MANAGEMENT PLAN

FOREWORD

This Debris Management Plan identifies the actions required to plan for and respond to a natural or man-made debris-generating event. It is designed to identify the City of Vero Beach (City), the State of Florida, and Federal agencies responsible for debris operations and defines the procedures to be followed in the aftermath of a major debris-generating event.

The Director of the Department of Public Works (DPW) recognizes the need for close coordination between departments, and between county, state and federal agencies identified in this plan. Therefore, debris operations will be directed and coordinated from a centralized Debris Management Center (DMC) located at 3405 Airport West Drive, Vero Beach, Florida 32962. The Director of Public Works has designated the Public Works Administration Manager as the City Debris Manager.

The City Debris Manager will direct and coordinate Debris Clearing Operations (Phase I) and Debris Removal and Disposal Operations (Phase II), utilizing personnel and equipment from DPW and private contractors.

The City Debris Manager will be responsible for coordinating all disaster debris operations with respect to the emergency clearance and permanent removal, and disposal of all debris deposited along or immediately adjacent to public rights-of-way in consultation with other City departments. This approach will ensure a seamless and efficient cleanup operation.

Your support and understanding of the importance of having a coordinated Debris Management Plan in place prior to a natural or man-made disaster will contribute to the safety and well being of all residents of the City of Vero Beach.

Monte Falls
Director
Department of Public Works

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City of Vero Beach, Florida Disaster Recovery Plan

1.0 AUTHORITY

This Plan is developed, promulgated, and maintained under the following State and Federal statutes and regulations:

- Chapter 252, Florida Statutes (Emergency Management)
- Governors' Executive Order 80-29 (Disaster Preparedness) dated April 14, 1980, Executive Order 87-153 (State Emergency Response Commission) dated April 17, 1987, as updated by Executive Orders 98-153 and 98-155.
- Public Law 93-288 as amended by Public Law 100-107, the Stafford Disaster Relief and Emergency Assistance Act, and in this plan referred to as "the Stafford Act".
- Public Law 81-920, Federal Civil Defense Act of 1950, as amended.
- CFR, Title 44, Part 200 et seq.
- State of Florida Comprehensive Emergency Operations Plan, dated February 1, 2004.
- County Comprehensive Emergency Operations Plan, dated 2002
- City's Comprehensive Emergency Management Plan (CEMP) May 2, 2006.

2.0 OVERVIEW

2.1 *Background*

The City of Vero Beach ("City") serves as the county seat of Indian River County. The 2000 Census showed a total population of approximately 17,700 residents. The City is situated on 11.1 square miles, including 1.9 square miles of intercoastal waterway (the Indian River) which separates the mainland of Vero Beach from the Barrier Island. The Barrier Island has 5 miles of oceanfront on the Atlantic. The Indian River County is bordered by Brevard County to the north, St. Lucie County to the south, and Okeechobee County to the west.

The City is vulnerable to numerous natural and technological disasters or emergencies. The Director of Emergency Management, the Vero Beach

Police Department and the Department of Public Works jointly share the responsibility for the City's emergency planning and preparedness. The Director of Emergency Management directs pre-emergency and emergency response activities by City departments and such emergency services personnel as the Director of Emergency Services may designate or appoint. The Police Department coordinates the City's response to disasters, emergencies, severe weather conditions, and other catastrophic events. The City's Public Works Department is the lead agency for recovery activities. The City's Planning and Development Department is responsible for mitigation activities.

The foundation of City's coordinated emergency management system is the City of Vero Beach Comprehensive Emergency Management Plan (CEMP) which establishes a comprehensive framework of policy and guidance for local disaster preparedness, response, recovery, and mitigation operations. The CEMP details capabilities, authorities, and responsibilities. It establishes mutual understanding among City, County, State, Federal, and other public and private non-profit organizations.

The CEMP begins with an operational approach consistent with the State plan and the commonly accepted Incident Command System (ICS). ICS is a standardized system used to organize emergency response, and is the basis for the National Incident Response System (NIMS). Under this system the types of assistance are grouped by functions, and then organized by section to ensure that coordination and communication is maintained throughout a crisis.

These support functions are assigned lead and support agencies whose job is to establish, maintain, and carry out plans developed for accomplishing assigned tasks.

The CEMP establishes the concepts under which all elements of the City government will operate during disasters and emergencies by providing for the integration of those resources.

A comprehensive listing of acronyms and a glossary providing definitions of common terms used herein that are associated with the management of debris operations are provided in Appendix A.

2.2 Purpose

This Debris Management Plan (Plan) has been developed to provide the framework for the City government and other entities to clear and remove debris generated during a public emergency within city limits. This Plan unifies the efforts of City, County, State, and Federal organizations for a comprehensive and effective approach to:

1. Provide organizational structure, guidance, and standardized guidelines for the clearance, removal, and disposal of debris caused by a major debris-generating event.
2. Establish the most efficient and cost effective methods to resolve disaster debris removal and disposal issues.
3. Implement and coordinate private sector debris removal and disposal contracts to maximize cleanup efficiencies.
4. Expedite debris removal and disposal efforts that provide visible signs of recovery and demonstrate the impact of City emergency operations on the health, safety, and welfare of residents.
5. Coordinate partnering relationships through communications and pre-planning with local, State, and Federal agencies that have debris management responsibilities.

2.3 General Approach

The City of Vero Beach is vulnerable to numerous natural and technological hazards, including severe weather and hazardous materials spills. The City can manage many disaster situations with internal resources. However, there are potential debris-generating events that may overwhelm the City's assets and capabilities. This Plan establishes the framework within which the City will manage and handle the debris generated by potential manmade and natural disasters. This Plan will also address the potential role that Federal agencies and other groups will take in a debris operation.

The Public Works Administration Manager will be designated as the City Debris Manager (CDM) and will coordinate all Debris Clearing Operations (Phase I) and Debris Removal and Disposal Operations (Phase II) from a centralized Debris Management Center (DMC) located at the Public Works Compound: 3405 Airport West Drive, Vero Beach, Florida 32962.

The CDM will provide overall supervision of a joint debris staff made up of personnel from the Department of Public Works. The CDM will be the single point of contact responsible for all disaster debris removal and disposal operations, and interfacing with representatives from other communities, the County, State and Federal agencies.

The Department of Public Works (DPW) is responsible for coordinating clearance of debris (Phase I) from emergency evacuation routes, access routes to critical facilities, and all other streets throughout the city; and the DPW is responsible for the permanent removal and disposal (Phase II) of all debris deposited along or immediately adjacent to public rights-of-way throughout the city.

When properly implemented, the result will be a coordinated and comprehensive effort to reduce debris-related impacts of an emergency or disaster within the City.

2.4 Planning Basis and Assumptions

This Plan takes an all-hazards approach to responding to possible threats to the City. The specific categories of hazards are:

- Natural Hazards – severe weather, hurricanes, tornadoes, flooding, or earthquakes;
- Human-caused Events and Hazards – urban fires, special events, civil disorder, or transportation accidents; and
- Terrorist Incidents – bomb threats or attacks, sabotage, hijacking, armed insurrection, or Weapons of Mass Destruction (WMD) incidents.

Natural disasters such as hurricanes, tornadoes, and flooding precipitate a variety of debris that includes, but is not limited to, trees and other vegetative organic matter, construction materials, appliances, personal property, mud, and sediment. Man-made disasters such as terrorist attacks may result in a large number of casualties and heavy damage to buildings and basic infrastructure. Crime scene constraints may hinder normal debris operations, and contaminated debris may require special handling. These factors will necessitate close coordination with local, State and Federal law enforcement, health, and environmental officials.

This Plan addresses the clearing, removal, and disposal of debris generated by the above hazards based on the following assumptions:

- A major natural or man-made disaster that requires the removal of debris from public or private lands could occur at any time;
- The amount of debris resulting from a major natural disaster will exceed the City's in-house removal and disposal capabilities;
- The CDM will contract for additional resources to assist in the debris removal, reduction, and disposal processes;
- The City Council is empowered to declare that a local state of emergency exists within the boundaries of the municipality as a

prerequisite to requesting emergency or major disaster assistance under a Presidential or Governor's Disaster Declaration; and

- Federal assistance will be requested to supplement City debris capabilities in coordination with the CDM.

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 removal and disposal methods utilized the associated costs, and the speed with which the problem can be addressed. Further, 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.

2.5 Federal Assistance

The CDM will request Federal assistance when the debris-generating event exceeds the City's in-house and private contractor(s) debris clearing, removal, and disposal capabilities. The request will be submitted to the county's Director of Emergency Management (DEM) in the County Emergency Operations Center (EOC). The DEM will forward the request for a mission assignment to the State Office of Emergency Management who will then forward the request to the Federal Emergency Management Agency (FEMA). FEMA will assign the United State Army Corp of Engineers (USACE) to the task of debris removal which is the USACE's responsibility as lead federal agency for ESF#3 (Engineering, Emergency Power and Debris). Additionally, the USACE will provide a liaison to the City EOC when Federal Assistance is requested and a Presidential Disaster Declaration is made. This liaison will serve as an advisor to the EOC staff providing advice as needed and ensuring that the USACE is prepared to respond when tasked.

The USACE will alert a Debris Planning and Response Team (PRT) and the Advance Contracting Initiative (ACI) contractor under contract for that area to ready for response when a mission assignment is received. Once the USACE receives a mission assignment from FEMA, the management groups for both the PRT and ACI contractor will be available to meet with the CDM to conduct contingency planning as required.

The USACE will also provide staffing to the DMC when activated to ensure a coordinated debris operation. USACE will coordinate with the DMC staff on the use of any pre-identified debris management sites and disposal sites, and identify/acquire other sites as required to accomplish the mission assignment.

3.0 CONCEPT OF OPERATIONS

3.1 *Pre-Event Actions*

The City Manager/Director of Emergency Management and the Director of Public Works have the responsibility for coordinating the City emergency preparedness, planning, management, and disaster assistance functions, which are part of the Emergency Response Team (ERT). The Emergency Management Operations Center (EOC) is located at 1055 20th St., Vero Beach, Florida 32960.

In accordance with the City Response Plan, the EOC and ESFs will be activated in response to a public emergency in the City. Notification of all ESFs will be accomplished by the City Manager, who is the City's Emergency Management Director (EMD) during emergency activation using the following three operational alert levels:

- **Operational Level 1** is a monitoring phase triggered by the forecast of an event that could threaten life, property, or the environment. Scenarios may include potential flood, severe storm or hurricane watch, and heightened terrorist threat or alert conditions.
- **Operational Level 2** requires partial activation of the ERT and will require the presence of ESF representatives at the EOC. This Operational Level is triggered by highly probable hazardous conditions and a strong potential for property damage or loss of life, including flood, severe storm or hurricane warning, actual terrorist threat conditions, or other cases where a hazard may be imminent.
- **Operational Level 3** provides full activation of the ERT. It is triggered by extremely hazardous conditions that are imminent or occurring, such as hurricane, tornado, or terrorist activity. The EOC is fully staffed on a 24-hour basis at this Operational Level.

Staff responsibilities at each operating level are detailed in Appendix I, "Standard Operating Guidelines for Debris Removal Operations".

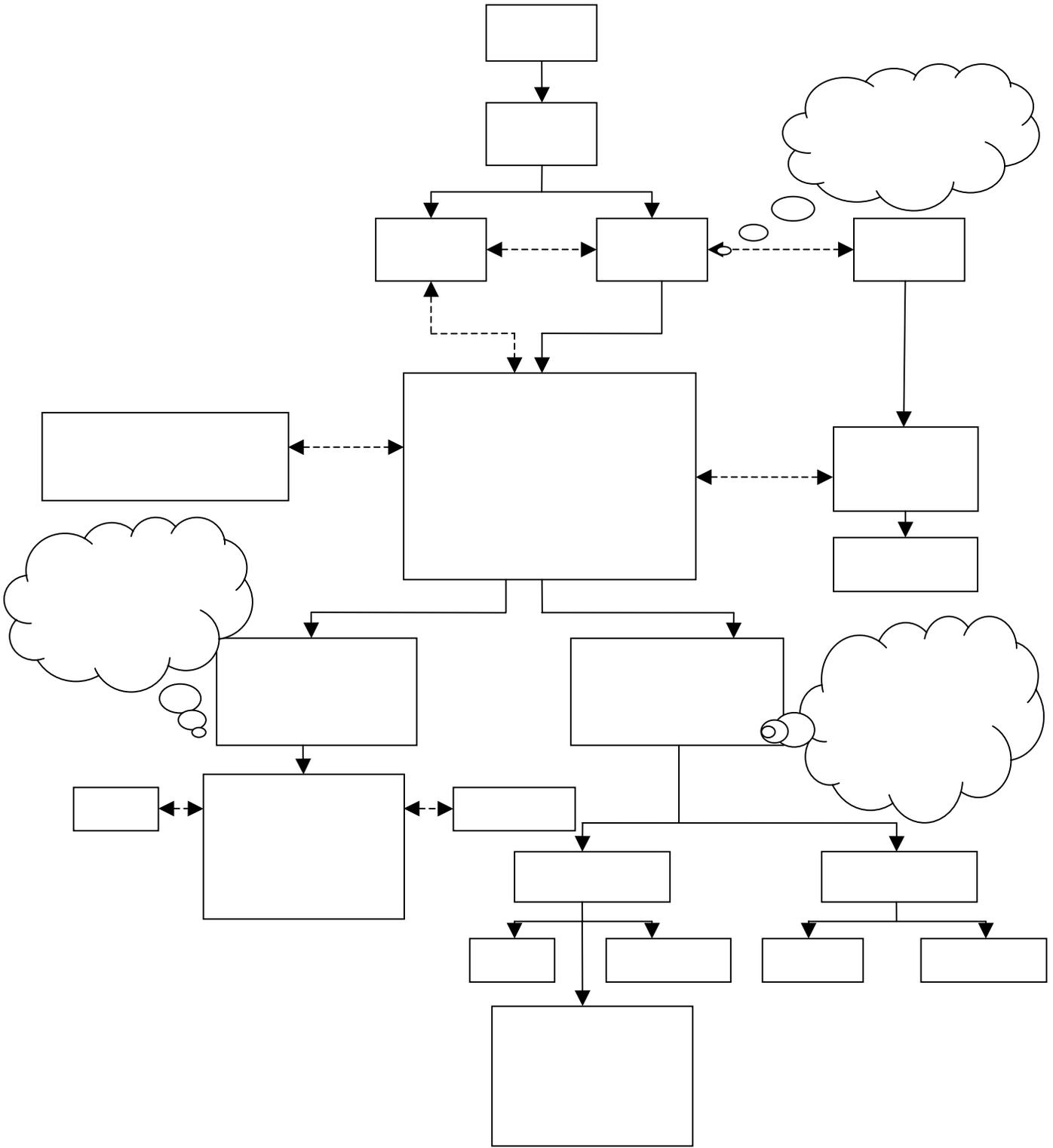
3.2 *Post-Event Actions*

The Director of Public Works will direct the Public Works Administration Manager to implement the Debris Management Plan and activate the Debris Management Center by alerting staff according to the above operational levels. The Public Works Administration Manager will be designated as the City Debris Manager (CDM) for the duration of the disaster response and recovery debris operation.

The CDM will be responsible for establishing and staffing the DMC utilizing DPW personnel. A Deputy Manager will be appointed to exercise daily operational control of the DMC staff.

The City Director of Public Works will assign a DPW representative to the DMC, who will be responsible for coordinating the deployment of DPW and other supporting agency emergency personnel and equipment during Debris Clearing Operations (Phase I). Primary responsibility for Phase 1 will be exercised by Streets, Storm Sewer Maintenance, Parks Maintenance and Solid Waste personnel and equipment and DPW contractors having a debris clearing mission. All debris clearing operations requiring additional city assets will be coordinated with the CDM located at the DMC.

The CDM will conduct coordination meetings on an as-needed basis with DPW, debris contractors, and other city agencies to ensure a coordinated response. These coordination meetings should include any county, state or Federal agencies that are or could be involved at some point in the disaster. These meetings will ensure a timely response and facilitate a coordinated effort.



4.0 DEBRIS RESPONSE AND RECOVERY ORGANIZATION AND RESPONSIBILITIES BY AGENCY

One of the primary functions of this Plan is to clearly delineate basic organization and assign specific responsibilities. During the conduct of debris operations, many issues will arise that are not specifically mentioned in this Plan. However, responsibilities are sufficiently defined so that unexpected issues can be assigned and resolved efficiently.

This section provides a listing of Departmental debris-related responsibilities for CO agencies. Specific responsibilities of the various supporting agencies are shown in the sections that follow. A more detailed listing of debris-specific assignments for tasks and issues that normally arise during debris operations is provided in Appendix I.

4.1 *Department of Public Works*

The Department of Public Works' responsibilities include, but are not limited to, the following with respect to any and all debris management issues:

- Ensure that the Director of DPW reports to the EOC and acts as the City Recovery Manager (CRM) during response and recovery.
- Designate the Public Works Administration Manager as the City Debris Manager (CDM) responsible for overall control of the Debris Management Center (DMC).
- Provide a DMC Liaison Officer to the EOC operation center to coordinate debris requests and actions between the City Manager, Emergency Management Director, and the CDM.
- Provide a Streets/Stormwater Debris Coordinator and a SW Debris Coordinator to the DMC staff to coordinate all debris assignments.
- Provide a Public Information Officer (PIO) to the DMC staff to coordinate all media reports on debris operations with the EOC PIO.
- Provide personnel and equipment to augment the Rapid Response Team.
- Provide personnel and equipment to initiate the clearing of emergency evacuation routes and access to critical facilities throughout the City (Phase I) as directed by the CDM in coordination with the DPW Debris Coordinator located at the DMC.
- Provide personnel and equipment to remove and dispose of debris as directed by the CDM through the Debris Coordinators.

- Provide personnel and equipment to operate and staff the Debris Contractor Oversight Team (DCOT) element of the DMC, including communications equipment, transportation, etc.
- Ensure that the DMC is provided all needed administrative staff and equipment support, including administrative support personnel, computers, desks, chairs, etc.
- Assist in monitoring illegal dumping activities.
- Assist in monitoring debris management sites to ensure compliance with local traffic regulations.
- Coordinate traffic control at all loading sites and at entrances to and from debris management sites.
- Ensure that the Debris Coordinators keep the CDM informed of cleanup progress and any problems encountered or expected.
- Coordinate identification of condemned properties and removal of debris from private property with CDM.
- Identify ten staff members for debris management monitoring duties (Roving, Load Site, and Disposal Site Monitors) and provide list of names to the CDM (& Contractor).
- Provide yearly training and refresher training for all personnel assigned to debris management monitoring responsibilities.
- Coordinate training requirements with the City Department of Human Resources Training Manager.
- Provide personnel and equipment to the Rapid Response Team.

Primary Point of Contact: Monte K. Falls, P.E., Director of Public Works.

4.2 City of Vero Beach Marina

- Assist, as necessary, with all debris issues related to the City marina.
- Coordinate debris removal from marina mainland with the CDM.
- Coordinate identification of abandoned properties and removal of debris from waterways with CDM if assistance is needed.

Primary Point of Contact: *Tim Grabenbauer, Marina Director*

4.3 City of Vero Beach Airport

- Assist, as necessary, with all debris issues related to the City airport.
- Coordinate debris removal and disposal requirements on airport facilities with the CDM if assistance is needed.

Primary Point of Contact: *Ericson W. Menger, Airport Director*

4.4 Department of Water and Sewer

- Coordinate debris removal and disposal requirements on Water and Sewer facilities with the CDM if assistance is needed.

Primary Point of Contract: *Lawrence J. Keating, Director, Water & Sewer*

4.5 Department of Electric Power and T&D

- Coordinate with the CDM with regards to debris removal along electrical easements and rights-of-way to ensure that all lines are de-energized.
- Provide an Electric Power Coordinator to the DMC if requested by the CDM.
- Provide Electric Power Coordinator personnel and equipment to the Rapid Response Team.

Primary Point of Contact: *Pete Lindberg, Director of Electrical Utilities*

4.6 Finance Department

- Assist with all procurements for the debris operation including but not limited to procurement of disaster debris removal contractor(s) and monitoring contractor(s).
- Assist with any request from the warehouse for the debris operation.

Primary Point of Contact: *John O'Brien, Manager of Finance Department*

4.7 County Fire and Emergency Medical Services

- Respond to fire and other emergencies at debris management sites.
- Respond to requests to investigate and handle hazardous materials incidents.
- Approve debris management burn sites in accordance with appropriate local requirements to ensure safe burning.

- Issue bans on open burning based upon assessment of local conditions and ensure dissemination of information to the public.
- Supervise burn sites in accordance with all appropriate local requirements to ensure safe burning, subject to amendments by the Health Department and/or Fire Marshall.

Primary Point of Contact: *Fire Chief of Operations*

5.0 THE DEBRIS CENTER OPERATIONS AND KEY STAFF

The Debris Management Center and its staff have one of the most important roles in a disaster operation. The roads must be cleared before any type of response or recovery operation can begin. It is clear that this type of an operation must be facilitated at a location that is away from the main emergency operations centers, and must be completely self-contained and able to operate regardless of the conditions in the disaster area. The following information is for field staff to have a clear idea of how they should operate in a disaster, which is usually very different from day-to-day office operations and often a stressful environment.

5.1 *City Debris Manager*

The Director of Public Works will designate the Public Works Administration Manager as the City Debris Manager (CDM). The CDM's responsibilities include, but are not limited to, the following with respect to any and all debris management activities:

- Communicate timely information to the EOC and the City Recovery Manager (CRM) regarding the status of debris clearing, removal, and disposal operations.
- Assure that the City is represented at all meetings with other government and private agencies involved with the debris cleanup operation.
- Coordinate with appropriate County, State and Federal agencies, including FEMA, USACE, and others as necessary.
- Develop and implement a system to rapidly notify appropriate staff as to where and when to report for duty. This system must be kept up-to-date to ensure key staff can readily be reached. The communication system should be maintained in such a manner that notification can be made at any time.
- Convene emergency debris coordinating meetings.

- Appoint a Deputy Debris Manager responsible for daily operational control of the DMC.
- Ensure that the DMC is provided all needed administrative staff support.
- Provide media relations in coordination with the mayor's communications director.
- Identify a State Department of Transportation Liaison to coordinate the disposal of debris removed from State and federal roadways. The locations of State and Federal roads within the City are shown in Appendix D.

In all disaster debris generating events a DMC Liaison Officer will be assigned to the EOC. Actions will focus on keeping track of Debris Rapid Response Team assignments and progress of the initial debris clearance (Phase I) from emergency evacuation routes and critical facilities. The DMC Liaison Officer will keep the EOC staff informed of any problems encountered or expected.

5.2 Deputy City Debris Manager

The CDM will be supported by a joint debris staff made up of personnel from the DPW divisions and representatives from other supporting departments and agencies as requested by the CDM, to include Recreation, Water & Sewer, T&D, airport, marina and the Finance Department. The joint staff will constitute the daily operating element of the DMC.

The Deputy CDM is responsible for daily operational control of the DMC staff. The CDM will receive current information on the severity of the disaster from the DMC Liaison Officer located at the EOC. All requests for debris removal or disposal from the EOC staff will go through the DMC Liaison Officer to the Deputy CDM. Requests for debris removal from public facilities and roadways will be reviewed and approved by the CDM before being directed to the appropriate DMC Debris Coordinators (SW, Streets, Stormwater) to implement the request.

The Deputy CDM will be kept apprised of the extent of damage and resulting debris and issue directives to the appropriate Debris Coordinators who in turn will notify their agencies to execute the tasking as defined by their department's Standard Operating Guidelines.

The CDM will ensure that all contractor debris removal and disposal operations are properly monitored utilizing personnel assigned to the Debris Contractor Oversight Team.

The Deputy CDM will keep the CDM and DMC staff informed on all ongoing debris management operations through, at a minimum, daily meetings and/or reports.

The Deputy CDM will maintain a daily journal and file on all debris related documents and issues.

5.3 Debris Management Center Staff

The DMC is organized to provide a central location for the coordination and control of all debris management requirements. The DMC will be located at Public Works Compound: 3405 Airport West Drive, Vero Beach, Florida 32960.

The DMC organizational diagram shown in Figure 2 identifies the DMC staff positions required to coordinate the actions necessary to remove and dispose of debris using both City and contractor assets.

Specific DMC staff actions will include the following:

- Making recommendations for city agency and contractor work assignments and priorities based on the 26 City Debris Control Zones. Appendix B contains a map showing the boundaries of the various Debris Control Zones.
- Reporting on debris removal and disposal progress, and preparing of status briefings.
- Providing input to the EOC PIO on debris removal and disposal activities.
- Coordinating City debris removal and disposal operations with solid waste managers and environmental regulators from the following county:
 - Indian River County and others as may be necessary.
- Coordinating with the following State and Federal agencies in the event of a major natural or man-made debris-generating disaster:
 - Federal Emergency Management Agency (FEMA)
 - U.S. Army Corps of Engineers (USACE)
 - Federal Bureau of Investigation (FBI)
 - State Bureau of Investigation (SBI)
 - State Office of Emergency Management
 - State Department of Transportation

- State Department of Environmental Protection
- State Water Management Districts

5.4 Administrative Support Staff

A minimum of 3-4 personnel with administrative skills are required to handle the routine DMC office procedures. Their primary responsibility will be to:

- Enter debris load ticket information into a Debris Tracking database on a daily basis.
- Keep track of citizen complaints against the city's debris removal Contractors.

5.5 DPW Emergency Liaison Officer

The DPW Emergency Liaison Officer (ELO) will be located at the EOC. The ELO will be responsible for coordinating with the DMC Liaison Officer all requests for debris activities initiated by the city EOC staff.

5.6 Public Information Officer

The City PIO will serve as the DMC liaison to the EOC PIO. The City PIO's responsibilities will include, but not be limited to, the following:

- Develop a proactive information management plan that informs the public about debris management issues throughout the response and recovery process.
- Coordinate pre-scripted press releases to coincide with CMT press conferences and regularly scheduled news broadcasts.
- Issue press releases that emphasize actions that the public can perform to expedite the cleanup process.
- Develop flyers, newspapers, radio, and TV public service announcements 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 vegetative from construction & demolition, household goods and recyclable materials
 - Disseminating pickup schedules through the local news media

5.7 Department of Public Works Debris Coordinators

The DPW Streets & Stormwater and Solid Waste Debris Coordinators' responsibilities will include, but not be limited to, the following:

- Coordinate all DPW debris assignments.
- Coordinate debris clearance from evacuation routes and access to critical facilities and other roadways within the City (Phase I).
- Provide personnel and equipment to assist in the removal and disposal of debris (Phase II) to include specialized equipment and trained operators to assist in the clearing and removal of woody vegetation from park areas such as playgrounds, tennis courts, pools, etc., as directed by the CDM.
- Ensure that debris removal from recreational facilities is coordinated through and approved by the CDM through the Department of Recreation.
- Coordinate with the CDM for the removal, storage, burning, and disposal of debris at debris collection/management sites at city parks to insure a safe environment for city residence to utilize the recreation facilities as soon as possible following a disaster event.
- Inform the CDM of cleanup progress and any problems encountered or expected.
- Coordinate personnel and equipment to the Debris Rapid Response Team.
- Maintain a listing of all available DPW equipment identified for possible debris removal and disposal missions.
- Coordinate all DPW debris assignments approved by the CDM.
 - Ensure that required logistical support is available, including cell phone, transportation, etc.

5.8 Debris Contractor Oversight Team

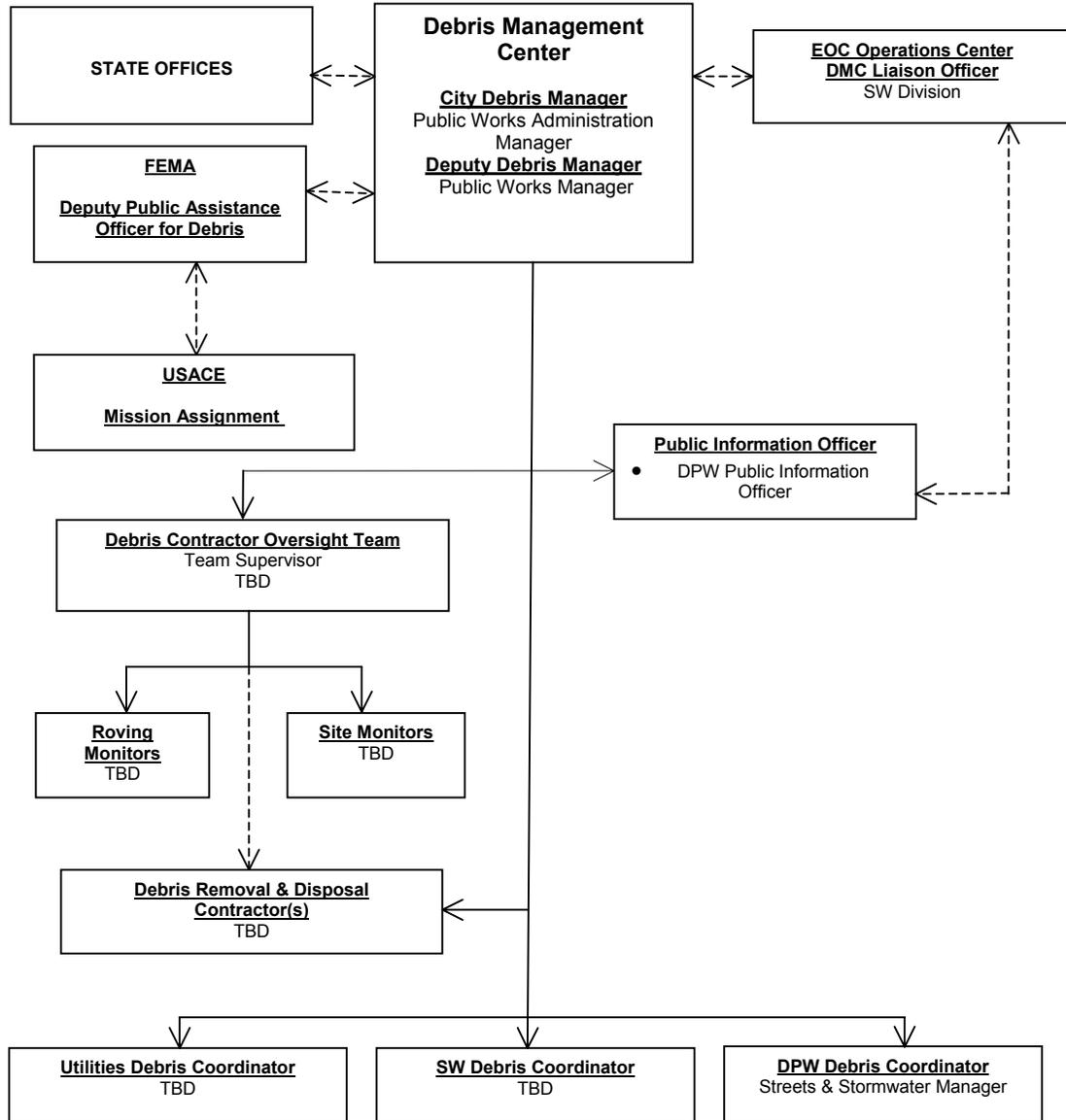
The Debris Contractor Oversight Team (DCOT) is responsible for the coordination, oversight, and monitoring of all debris removal and disposal operations performed by DPW contractors.

The DCOT Supervisor and team members will be detailed from DPW compound. The DCOT team may also be supplemented with contract inspectors and other personnel as needed.

The DCOT team supervisor will be located at the DMC and will provide overall supervision of the three monitoring elements described in this section. Specific responsibilities include the following:

- Planning and conducting debris management site inspections, quality control, and other contractor oversight functions.
- Receiving and reviewing all debris load tickets that have been verified by a Disposal Site Monitor.
- Making recommendations to the CDM regarding distribution of City and Contractor work assignments and priorities.
- Reporting on progress and preparation of status briefings.
- Providing input to the DMC PIO on debris cleanup activities and pickup schedules.

Figure 2 – City of Vero Beach Debris Management Center Organization



5.9 Monitoring Operation

The DCOT Supervisor will oversee the activities of three types of monitors. The functions and responsibilities of the field inspectors are described in the following sections. (See Appendix G, Sample Debris Removal and Disposal Monitoring Plan.)

5.9.1 Roving Monitors

Roving Monitors (2 person team) will be assigned to specific Debris Control Zones, or to a specific contractor depending upon the distribution of work assignments. The Roving Monitor's mission is to act as the "eyes and ears" for the CDM and DCOT Supervisor to ensure that all contract requirements, including safety, are properly implemented and enforced.

Staff to fulfill the Roving Monitor positions will be provided by contract personnel. Roving Monitors will have the authority to monitor City contractor operations and to report any problems back to the DCOT Supervisor. Roving Monitors may request contract compliance, but do not have the authority to otherwise direct contractor operations or to modify the contract scope of work.

Roving Monitors will monitor debris operations on a full-time basis and make unannounced visits to all loading and disposal sites within their assigned debris management zone(s). In addition, Roving Monitors are responsible to do the following:

- Assist in the measuring of all Contractor trucks and trailer with the Contractor's representative. Also take photographs of all trucks and trailers.
- Obtain and become familiar with all debris removal and disposal contracts for which they are providing oversight.
- Observe all phases of debris management operation, to include loading sites, debris management sites, and final landfill sites.
- Prepare a daily written report of all contractor activities observed to include photographs.
- Periodically monitor each debris management site to ensure that operations are being followed as specified in the applicable Debris Removal and Disposal Contract, with respect to local and Federal regulations and the Debris Management Site Baseline Checklist.

Roving Monitors will also submit daily written reports to the DCOT supervisor outlining their observations with respect to the following:

- Is the Contractor using the site properly with respect to layout and environmental considerations?

- Has the Contractor established lined temporary storage areas for ash, household hazardous wastes, and other materials that can contaminate soil and groundwater?
- Has the Contractor established environmental controls in equipment staging areas, fueling, and equipment repair areas to prevent and mitigate spills of petroleum products and hydraulic fluids?
- Are plastic liners in place under stationary equipment such as generators and mobile lighting plants?
- Has the Contractor established appropriate rodent control measures?
- Are burn sites constructed and operating in accordance with the plans and requirements in Appendix G?
- Has the Contractor established procedures to mitigate smoke, dust, noise, and traffic flow?

Roving Monitor's reports will also include written observations at loading sites, disposal sites, and the locations of any illegal dumping sites. If the monitor sees a problem they are to notify the DMC immediately and take photographs of the site.

5.9.2 Load Site Monitors

Load Site Monitors will be stationed at designated contractor debris loading sites. The Load Site Monitors' primary function is to verify that debris being picked up is eligible under the terms of the contract.

Load Site Monitor positions will be staffed from force account, contract or a combination of personnel depending on the magnitude of the debris-generating event. The primary asset will be contract personnel. Load Site Monitors will be assigned to each of the Contractor's debris loading site within designated Debris Control Zones, and will initiate and sign load tickets as verification that the debris being picked up is eligible.

5.9.3 Disposal Site Monitors

Disposal Site Monitors will be located at both debris management sites and landfill sites as identified by the DMC through out the recovery process. The Disposal Site Monitor's primary function is to ensure that accurate load quantities are being properly recorded on pre-printed load tickets (see Figure 3).

At each debris management site and landfill disposal site, the contractor will be required to construct and maintain a monitoring station tower for use by the Disposal Site Monitor. The Contractor will construct the monitoring station towers of pressure treated wood with a floor elevation

that affords the Disposal Site Monitor a complete view of the load bed of each piece of equipment being utilized to haul debris. The Contractor will also provide each site with chairs, table with umbrella, and portable sanitary facilities.

The Disposal Site Monitor will estimate the quantity (in cubic yards) of debris in each truck/trailer entering the temporary debris management site or landfill disposal site, and will record the estimated quantity on pre-numbered debris load tickets. The Contractor will only be paid based on the number of cubic yards of material deposited at the disposal site as recorded on City debris load tickets. This is to be done on all types of debris removal contracts and City force account vehicles.

Disposal Site Monitors will be staffed by SW personnel and supplemented by contract personnel depending on the magnitude of the debris-generating event. The Disposal Site Monitors will be stationed at all debris management sites and landfill disposal sites for the purpose of verifying the quantity of material being hauled by the contractor. The Disposal Site Monitor will be responsible for closing out and signing each load ticket and returning a copy to the DCOT Supervisor at the end of each day.

6.0 DEBRIS MANAGEMENT RESPONSE AND RECOVERY OPERATIONS

The CDM will be the single point of contact to coordinate and control all personnel and equipment responding to a major debris-generating event. This Plan provides guidance for the efficient and effective control and coordination of initial debris assessments through debris clearance, removal, and disposal operations.

6.1 *Rapid Response Teams*

DPW is responsible for coordinating impact assessments for all City public structures, equipment, and debris clearance immediately following a large-scale disaster. Impact assessments are performed by Preliminary Damage, Assessment Teams (RRT) and used to prioritize impacted areas and resource needs. The teams will be composed of City DPW, SW Division, DR, and Utilities personnel.

The DMC DPW Debris Coordinator will have the primary mission of coordinating the efforts of all department personnel within DPW to identify debris impacts on critical roads and make initial estimates of debris quantities. Based on this prioritization, the CDM will issue urgent assignments to clear debris from at least one lane on all evacuation routes and identified primary and secondary roads to expedite the movement of

emergency service vehicles such as fire, police, and medical responders. A listing of Critical Facilities is provided in Appendix C

The Rapid Response Team will conduct initial zone-by-zone windshield surveys to identify the type of debris and to estimate amounts of debris on the roadways and on private and public property. The results of the windshield surveys will be provided to CDM and to the DMC Liaison Officer located at the EOC.

The CDM will establish initial priority for debris clearance based upon the following ranking as provided by the Rapid Response Teams:

- Extrication of people;
- Major flood drainage ways;
- Egress for fire, police, and Emergency Operations Center;
- Ingress to hospitals, jail, and special care units;
- Major traffic routes;
- Supply distribution points and mutual aid assembly areas;
- Government facilities;
- Public Safety communications towers;
- American Red Cross shelters;
- Secondary roads to neighborhood collection points;
- Access for utility restoration;
- Neighborhood streets;
- Private property adversely affecting public welfare.

During the debris clearance and removal process, the DMC staff will be responsible for coordinating with the Utilities Department Debris Coordinator and other utility companies (telephone and cable TV) as appropriate to ensure that power lines do not pose a hazard to emergency work crews.

6.2 Phase I - Initial Response

For ease of control and coordination, debris management operations are divided into two phases, which are discussed in the following paragraphs.

Phase I will be implemented immediately after a debris-generating event to open emergency evacuation routes and roadways to critical facilities and affected neighborhoods. The major emphasis during this phase is to simply push debris from the traveled way to the right-of-way or curb. This

activity is commonly referred to as Debris Clearance. Little or no effort is made to remove debris from the right-of-way.

DPW will be responsible for implementing all Phase I activities with support as required. Requests for additional assistance will be submitted to the CDM located at the DMC.

Phase I activities include:

- Activation of the DMC;
- Implementation of the Debris Management Plan;
- Determination of incident-specific debris management responsibilities;
- Establishment of priorities based on evacuation needs and prediction models;
- Identification and procurement of debris management sites;
- Activation of pre-positioned contracts, if necessary, to support Phase I clearance operations;
- Implementation of Public Information Plan;
- Coordination and tracking of resources;
- Formal documentation of costs.

6.3 Phase II - Recovery

Phase II will be implemented within two to five days following a major debris-generating event, and will encompass the processes of debris removal and disposal. This delay is normal, and allows time for affected citizens to return to their homes and begin the cleanup process. All debris must be brought to the right-of-way or curb to be eligible for removal at public expense.

DPW will be responsible for implementing all Phase II activities. All debris removal and disposal operations will be coordinated by the CDM located at the DMC. Phase II may be quite lengthy as disaster recovery continues until pre-disaster conditions are restored.

Phase II activities include:

- Activation of pre-positioned contracts.
- Notification to citizens of debris removal procedures.
- Activation of debris management sites.
- Removal of debris from rights-of-way and critical public facilities.
- Movement of debris from debris management sites to permanent landfills.

6.3.1 Phase II Debris Removal and Disposal Overview

The general concept of debris removal operations includes multiple, scheduled passes by each critical site, location, or right-of-way. This manner of scheduling debris removal allows residents to return to their properties and bring debris to the edge of the right-of-way as property restoration proceeds.

The City has been divided into 3 Major Debris Control Zones and each major zone has been divided into additional sub-zones to control and expedite debris-removal and disposal operations (please refer to Appendix B for zone delineation). The estimated quantity of debris that would be generated for each Debris Control Zone from a Category 2 hurricane is shown in Table 1.

6.3.2 Phase II Debris Removal and Disposal Operations

The general concept of debris removal operations includes multiple, scheduled passes by each critical site, location, or right-of-way. This manner of scheduling debris removal allows residents to return to their properties and bring debris to the edge of the right-of-way as property restoration proceeds.

The CDM and staff will coordinate debris removal and disposal operations for all portions of the City. Phase II operations involve the removal and disposal of curbside debris by DPW and Contractor crews. While the City agencies will provide oversight of their own removal operations, Contractor operations will be overseen by the DCOT monitors.

Under this Plan, mixed debris will be collected and hauled from assigned Debris Control Zones to City-designated debris management sites or to designated landfill locations. Clean woody debris will be hauled to the nearest designated vegetative debris management site for eventual burning or grinding

The primary tracking mechanism for all debris loaded, hauled, and disposed of under this plan will be the Load Ticket, which is shown in Figure 3. Load tickets will be initiated at pickup sites and closed-out upon drop-off of each load at a debris management site or permanent landfill, and are to be used to document both City and contracted haulers. Load tickets will serve as supporting documentation for contractor payment as well as for requests for FEMA reimbursement.

DPW Division of Solid Waste will continue to pickup refuse in accordance with current procedures, routes, and removal schedules.

Residents will be encouraged to separate and transport HHW to pre-identified drop-off points established by IRC Solid Waste Division. DPW will coordinate with local Environmental Protection Agency (USEPA) officials for the collection of eligible industrial or commercial hazardous waste resulting from the disaster.

City of Vero Beach Utility crews and other utility crews (utility contractor(s)) will remove and dispose of all utility related debris such as, power transformers, utility poles, cable, and other utility company material in addition to their maintain rights-of-way (row).

6.3.2.1 City Assets

Appendix I presents a summary of assets that are available to the City for use in response to a debris-generating event.

Table 1 – Hurricane City Debris Control Zone Estimates

**SUMMARY CATEGORY 2 HURRICANE
ESTIMATED DEBRIS QUANTITIES, MIX, AND AREA FOR TEMPORARY
MANAGEMENT SITES**

ZONE	NUMBER OF EQUIVALENT STRUCTURES	CATEGORY 2 HURRICANE			
		ESTIMATED DEBRIS QUANTITY (CY)	AREA FOR TDMS SITE (ACRES)	USUAL MIX	
				VEGETATIVE	NON- VEGETATIVE
W1	122	3,216	0.33	1,126	2,090
W2	322	6,530	0.67	2,286	4,245
W3	304	6,165	0.63	2,158	4,007
W4	249	6,565	0.68	2,298	4,267
W5	29	765	0.08	268	497
W6	723	14,662	1.51	5,132	9,530
W7	385	7,808	0.80	2,733	5,075
W8	443	11,679	1.20	4,088	7,591
W9	742	15,048	1.55	5,267	9,781
W10	168	3,407	0.35	1,192	2,215
W11	164	4,324	0.45	1,513	2,811
B1	382	7,747	0.80	2,711	5,036
B2	237	4,806	0.50	1,682	3,124
B3	510	10,343	1.07	3,620	6,723
B4	518	12,606	1.30	4,412	8,194
B5	228	4,624	0.48	1,618	3,006
B6	430	11,337	1.17	3,968	7,369
B7	199	4,036	0.42	1,413	2,623
B8	241	4,887	0.50	1,710	3,177
B9	102	2,069	0.21	724	1,345
B10	515	10,444	1.08	3,655	6,789
B11	122	2,474	0.25	866	1,608
B12	161	3,265	0.34	1,143	2,122
C1	633	12,837	1.32	4,493	8,344
C2	462	11,243	1.16	3,935	7,308
C3	211	5,563	0.57	1,947	3,616
C4	272	7,171	0.74	2,510	4,661
C5	479	11,657	1.20	4,080	7,577
C6	435	8,822	0.91	3,088	5,734
C7	232	4,705	0.48	1,647	3,058
	10,020	220,805	23	77,282	143,523

Note: Estimated debris based on destruction of 50% of structures.

6.3.3 Contractor Debris Removal and Disposal Operations (City and Federal Operations)

The City recognizes that disasters may generate debris of types and quantities that exceed the City's capabilities. Thus, the City will implement a pre-positioned contracting process to have contractors on stand-by to respond within a pre-determined period to assist in requested aspects of the debris operation

The CDM or his or her authorized representative will contact the firm(s) holding pre-positioned debris removal and disposal contract(s) and advise them of impending conditions. The scope of the pre-positioned contract provides for the removal and lawful disposal of all natural disaster-generated debris, excepting household, industrial, or commercial hazardous waste. Debris removal will be limited to City streets, roads, and other public rights-of-way based on the extent of the disaster. Debris removal will be limited to disaster related material placed at or immediately adjacent to the edge of the rights-of-way by residents within designated Debris Control Zones.

Private property debris removal will be on a case by case basis, City Manager/Director of Emergency Management and the Recovery Manager will make that decision at the time of the event based on the magnitude of the disaster and will then direct the CDM to follow their recommendations.

Each contractor, upon receipt of notice to proceed, will mobilize such personnel and equipment as necessary to conduct the debris removal and disposal operations detailed in the Contractor's General Operations Plan (required by the Debris Removal and Disposal Contract). All contractor operations will be subject to review by the CDM.

The Contractor will make multiple, scheduled passes of each site, location, or area impacted by the disaster according to assigned Debris Control Zones and as directed by the CDM. Schedules will be provided to the DMC PIO for publication and notification by the news media.

The load ticket, coupled with inspections by Roving, Load Site, and Disposal Site Monitors, will be the primary mechanism for monitoring contractor performance and tracking quantities for pay purposes.

Federal support will be requested if the incident is beyond the capabilities of the City and its contractors. The USACE might be tasked by FEMA through the mission assignment process to provide the necessary support to the City.

The USACE will respond by providing trained and experienced Debris PRTs which are responsible for managing the debris mission from removal to final disposal. These tasks are accomplished utilizing ACI contracts to private industry contractors experienced in debris removal operations. One such contract is currently in place for the State of Florida and can be requested at anytime the State feels it is necessary. The USACE also has Debris Subject Matter Experts available to provide advice and support to the Contractor and the DMC staff.

6.3.4 Temporary Debris Management Sites

The City recognizes the economic benefits of debris volume reduction, and will realize this benefit through the use of local debris management sites for processing of clean woody debris. The DPW has identified pre-designated vegetative debris management sites for the sole purpose of temporarily storing and reducing clean woody debris through either burning or grinding.

Contractors will operate the debris management sites made available by the DPW. Each Contractor will be responsible for all site setup, site operations, rodent control, closeout, and remediation costs at each of its sites. The Contractor is also responsible for the lawful disposal of all by-products of debris reduction that may be generated.

The Contractor will restore the debris management sites as close to the original condition as is practical so that it does not impair future land uses. All sites are to be restored to the satisfaction of the CDM with the intent of maintaining the utility of each site.

Contractors are also expected to haul and manage construction and demolition (C&D) waste. C&D materials will be hauled to permitted landfill sites for final disposal.

It is important to note that all material deposited at temporary debris management sites will eventually be taken to a properly permitted landfill for disposal.

While residents will be encouraged to segregate HHW at curbside, small amounts of HHW may be mixed in with material deposited at the debris management sites. Therefore, the Contractor must be prepared to place any HHW in a separate enclosed and lined area for temporary storage, and must report any accumulation of HHW at the debris management sites to the DCOT staff. The DCOT staff will notify the DPW, who will coordinate for removal and disposal.

6.3.5 Load Ticket Disposition

The Load Ticket will be a 5-part pre-printed form (see Figure 3). For tracking of all debris moved in response to a given event, the following is the disposition of each ticket part:

- Part 1 (White) Load Site Monitor (Turned in daily to the DMC)
- Part 2 (Green) Disposal Site Monitor (Turned in daily to the DMC)
- Part 3 (Canary) Driver or Contractor's on-site representative (Contractor Copy)
- Part 4 (Pink) Driver or Contractor's on-site representative (Contractor Copy)
- Part 5 (Gold) Driver or Contractor's on-site representative (Driver/Sub-contractor Copy)

At initiation of each load, the Load Site Monitor will fill out all items in Section 1 of the Load Ticket and will retain Part 1 (White Copy). The remaining copies will be given to the driver and carried with the load to the disposal site. Upon arrival at the disposal site, the driver will give all four copies to the Disposal Site Monitor. The Disposal Site Monitor will complete Section 2 of the Load Ticket and retain Part 2 (Green). Parts 3, 4, and 5 will be given either to the contractor's on-site representative or to the truck driver for subsequent distribution. All trucks will be measured by the DMC staff and periodically rechecked throughout the operation.

The Contractor will be paid based on the number of cubic yards of eligible debris hauled per truckload. Payment for hauling debris will only be approved upon presentation of Part 4 (Pink) of the Load Ticket with the Contractor's invoice.

Load tickets will also be completed and retained for City force account vehicles as a primary mechanism for tracking debris quantities deposited at debris management sites.

6.3.6 Temporary Debris Management Site Setup and Closeout Procedures

The Contractor will be responsible for preparing and closing out a temporary debris management site in accordance with the guidelines contained in Appendix H.

6.3.7 Private Property Debris Disposal

Dangerous structures are the responsibility of the owner to demolish in order to protect the health and safety of adjacent residents. However, experience has shown that unsafe structures will often remain in place due to lack of insurance or absentee landlords. Care must be exercised to ensure that the City's Department of Planning properly identifies structures listed for demolition. Private property debris removal will be on a case by case basis. The City Council, City Manager, and the Recovery Manager will make that decision at the time of the event based on the magnitude of the disaster and will then direct the CDM to follow their recommendations. (See Appendix H for FEMA private property debris removal policies).

Under a Federal declaration, the CDM will coordinate with the County Debris Manager, and the State and FEMA Public Assistance Officer regarding:

- Demolition of private structures.
- Removing debris from private property.
- Local law and/or code enforcement requirement.
- Historic and archaeological sites restrictions.
- Qualified environmental contractors to remove hazardous materials such as asbestos and lead-based paint.
- Execution of Right-of Entry/Hold Harmless agreements with landowners. A sample Right-of-Entry/Hold Harmless agreement is shown in Appendix I, Attachment H-I.

Figure 3 - City Load Ticket Sample

City of Vero Beach, FL LOAD TICKET		Ticket No. 000001
Section 1		
Prime Contractor:		Date:
Subcontractor (Hauler):		Departure Time:
Driver:		Truck Plate No.:
Measured Bed Capacity (cu. yds.):		
Debris Pickup Site Location: (must be a street address)		
Debris Type: <input type="checkbox"/> Vegetation <input type="checkbox"/> Construction & Demolition <input type="checkbox"/> Mixed <input type="checkbox"/> Other		
Loading Site Monitor: Print Name: _____		
Signature:		
Remarks:		
Section 2		
Debris Disposal Site Location:		
Estimate Debris Quantity (cu. yds.):		Arrival Time:
Disposal Site Monitor: Print		Name:

Signature:		
Remarks:		
Copies: White – Load Site Monitor Green – Disposal Site Monitor Canary, Pink, Gold – Onsite Contractor's Representative or Driver		

7.0 WEAPONS OF MASS DESTRUCTION /TERRORISM EVENT

The handling and disposal of debris generated from a Weapons of Mass Destruction (WMD) or terrorism event may exceed the capabilities of the City and may require immediate Federal assistance.

Normally, a WMD or terrorism event will, by its very nature, require all available assets and involve many more State, Federal and county departments and agencies. The nature of the waste stream as well as whether or not the debris is contaminated will dictate the necessary cleanup and disposal actions. Debris handling considerations that are unique to this type of event include:

- Much of the affected area will likely be a crime scene. Therefore, debris may be directed to a controlled debris management site by City and Federal law enforcement officials for further analysis.
- The debris may be contaminated by chemical, biological, or radiological contaminants. If so, the debris will have to be stabilized, neutralized, containerized, etc., before disposal. In such an occurrence, the operations may be under the supervision and direction of a Federal agency and one or more specialty contractors retained by that agency in support of an applicable ESF.
- The presence of contamination will influence the need for pretreatment (decontamination), packaging, and transportation.
- The type of contaminant will dictate the required capabilities of the personnel working with the debris. Certain contaminants may preclude deployment of resources that are not properly trained or equipped.
- The CDM will continue to be the single point of contact for all debris removal and disposal issues within the City. Coordination will be exercised through the USACE ESF #3 Branch located at the designated FEMA Disaster Field Office.

8.0 ADMINISTRATION AND LOGISTICS

All CITY departments and agencies will maintain records of personnel, equipment, load tickets, and material resources used to comply with this Plan. Such documentation will then be used to support reimbursement from any Federal assistance that may be requested or required.

All City departments and agencies supporting debris operations will ensure 24-hour staffing capability during implementation of this plan, if the emergency or disaster requires, or as directed by the CDM.

The City and DPW are responsible for the annual review of this Plan in conjunction with the annual update to the CVBERP. It will be the responsibility of each tasked department and agency to update its respective portion of the Plan and ensure any limitations and shortfalls are identified and documented, and work around procedures developed, if necessary.

The review will consider such items as:

- Changes in Mission
- Changes in Concept of Operations
- Changes in Organization
- Changes in Responsibility
- Changes in Desired Contracts
- Changes in Pre-Positioned Contracts
- Changes in Priorities

This Plan will be updated on a yearly basis to ensure a coordinated response as other Debris Management Plans are developed. For example, USACE may be responsible for developing a Debris Management Plan for Federal property in the City. Surrounding states, counties, and cities may also develop Debris Management Plans that should be coordinated with the City Plan and other plans. This coordination is especially important with respect to allocation of resources such as temporary staging areas and disposal facilities.