

City of Los Angeles

EMERGENCY OPERATIONS PLAN



DEBRIS MANAGEMENT
Hazard Specific Appendix

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TABLE OF CONTENTS

APPENDIX DEVELOPMENT AND MAINTENANCE	1
APPROVAL AND IMPLEMENTATION	2
RECORD OF CHANGES.....	3
CITY EMERGENCY OPERATIONS PLAN /ANNEX CROSS REFERENCE	4
BACKGROUND.....	5
I.PURPOSE, SCOPE, SITUATION, AND ASSUMPTIONS	6
A. Purpose	6
B. Scope.....	6
C. Situation Overview.....	7
D. Assumptions.....	8
II. CONCEPT OF OPERATIONS.....	10
A. Debris Causing Events	10
B. Debris Management Organization.....	13
C. Response and Recovery Operations	16
D. Health and Safety.....	23
E. Internal Emergency Communications.....	27
F. Debris Reduction Methods	27
G. Assistance and Mutual Aid.....	28
H. Documentation & Time-Keeping	29
III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES.....	31
A. City of Los Angeles	31
IV. DIRECTION, CONTROL, AND COORDINATION.....	37
V. ADMINISTRATION, FINANCE, AND LOGISTICS	38
A. Contracts.....	38
B. Reasonable Cost.....	39
C. Types of Contracts	39
VI. AGREEMENTS AND UNDERSTANDINGS.....	43
VII. AUTHORITIES AND REFERENCES.....	44
Attachment A-1: Acronyms.....	46

Attachment A-2: Debris Removal from Private Property	48
Attachment A-3: On-Call Demolition Contractors	55
Attachment A-4: Non-Active Landfills	56
Attachment A-5: Construction and Demolition Recycling Guide	57
Attachment A-6: California Commercial Offsite Hazardous Waste Facilities.....	58

APPENDIX DEVELOPMENT AND MAINTENANCE

This Appendix is developed in support of the City of Los Angeles Emergency Operations Plan (EOP) to facilitate response during debris management incidents.

This Appendix is developed in cooperation and with input from the City departments with primary response or support activities, as well as input from appropriate non-City agencies with identified activities related to debris management incidents.

This Appendix is developed to describe the overall citywide response function and capabilities, and is to be used by each department identified within this annex to develop their own standardized operating procedures (SOPs) specifically for their department to direct tactical operations. When developing SOPs, each department is to take into consideration all of the activities identified in this Appendix directly related to their own department, as well as how those activities interact with, support, or require support from other departments identified within this Appendix. Departments must ensure that their SOPs are inclusive of planning for people with disabilities and others with access and functional needs. If, at any time, any department identifies a conflict in how their field response or support activities are performed in comparison to what is described in this Appendix or identifies a conflict between their listed activities and/or responsibilities within this Appendix and how they relate to or support another department's listed activities, such conflict is to be immediately reported to the Emergency Management Department– Operations Division–Planning Unit.

If, at any time, a department, agency, or stakeholder to this Appendix changes, develops, or amends any policy, procedure, or operation that will change or affect the contents of this Appendix, that entity is to immediately notify the Emergency Management Department– Operations Division–Planning Unit.

This Appendix is to be corrected immediately upon notification or observation of any operational errors or conflicts. Such corrections are to be reflected within the Record of Changes.

Every other year, a formal review of this Appendix will be conducted by departments and agencies that are identified within the Appendix, as well as any other departments or agencies that may need to be part of the review process. The Emergency Management Department – Operations Division – Planning Unit will lead such an effort. Upon completion of such formal review, all corrections to the Appendix will be reflected within the Record of Changes.

Department of Public Works is responsible for the annual updates and maintenance of the Debris Management Appendix. It will be the responsibility of each tasked department and agency to update its respective portion of the Appendix and ensure that any limitations and shortfalls are identified and documented, and work-around procedures developed, if necessary.

APPROVAL AND IMPLEMENTATION

This document is a Hazard Specific Appendix to the City of Los Angeles Emergency Operations Plan (EOP). It serves as either a stand-alone Appendix or companion document to an applicable Function Support Annex to the EOP. The Appendix was developed with input from all applicable City of Los Angeles departments and allied stakeholders. Upon completion, it is reviewed by the City's Emergency Management Committee (EMC). When approved by the EMC, the committee presents the Appendix to the Emergency Operations Board (EOB) with a recommendation for approval. Upon review and approval by the EOB, the Appendix goes to the Mayor of the City of Los Angeles with a recommendation to approve and forward to the City Council for adoption.

This Appendix was developed with input from all applicable Los Angeles City departments. This Appendix is compliant with the Federal Emergency Management Agency (FEMA) *Comprehensive Preparedness Guide (CPG) 101, Developing and Maintaining Emergency Operations Plans*, Version 2.0 (CPG 101 V.2).¹

Upon formal approval by the Mayor and adoption by the City Council, this Appendix becomes an official Appendix to the City of Los Angeles EOP.

¹ *Developing and Maintaining Emergency Operations Plans. Comprehensive Preparedness Guide (CPG) 101*, version 2.0 ed. (n.p.: U.S. Department of Homeland Security, Federal Emergency Management Agency, 2010).

CITY EMERGENCY OPERATIONS PLAN/ANNEX CROSS REFERENCE

- Throughout this document, where public information and communication with the public is referenced, see the **Emergency Public Information Annex**.
- Where internal communications systems is referenced, see the **Communications Annex**.
- Where early warning and notification is referenced, see the **Early Warning and Notification Annex**.
- Where sheltering, mass care, mass feeding and the provision of functional needs support services (FNSS) is referenced, see the **Mass Care and Sheltering Annex; Resettlement Processing Center Annex; and the Logistics Annex**.
- Where reference is made to evacuations, see the **Evacuation Annex**.
- Where reference is made to Federal, State, Local or Non-Governmental Organizations providing recovery information, see the **Local Assistance Center Annex and Recovery Annex**.
- Where reference is made to response and restoration of critical infrastructure, see the **Critical Infrastructure Annex**.
- Hazard specific Annexes include the **Tsunami Annex, Earthquake Annex, Adverse Weather Annex, Brushfire Annex, Urban Flooding Annex, Off-Airport Major Aircraft Response Annex, Debris Flow Annex, Civil Disturbance Annex, Terrorism Prevention & Protection Annex** and the **CBRN Annexes (Chemical, Biological, Radiological, and Nuclear)**.
- All actions related to fulfilling the purpose of this Appendix will adhere to the City of Los Angeles Citywide American with Disabilities Act (ADA) guides, documents, and checklists.
- Where City Departments have tasks assigned relative to this Appendix, please refer to that specific department's Standard Operating Procedures.

BACKGROUND

The City of Los Angeles is susceptible to many natural and human-made hazards and these hazards can generate large amounts of debris. The debris poses immediate public health and safety threats from disease, fire, and obstructions to emergency response activities in addition to the long-term environmental threats from debris storage and disposal operations. This Debris Management Appendix identifies the actions required to plan for and respond to a natural or human-made debris-generating event. When properly implemented, the result will be a coordinated and comprehensive effort to reduce debris-related impacts of a disaster within the City.

City of LA Department of Public Works (DPW) is the lead agency responsible for emergency debris clearance on essential transportation routes and for coordinating the permanent removal and disposal of all debris deposited along or immediately adjacent to public right-of- ways.

Natural disasters such as earthquakes 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. Human-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.

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.

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 to address the debris problem, the associated costs incurred, and the speed with which the situation can be addressed.

I. PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS

A. Purpose

The purpose of this Appendix is to provide for the orderly and coordinated response of the City of Los Angeles if it is determined that such action is the most effective means available for protecting the residents of the City of Los Angeles from the effects of an emergency debris management situation. Organizations, operational concepts, responsibilities, and procedures during a debris management incident are defined within this Appendix.

The Appendix details the City government's responsibilities for debris management incidents. This Appendix can be used in conjunction with other plans designed for the protection of the population. This Appendix is applicable to all locations and to all agencies, organizations, and personnel with debris management responsibilities.

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

- Provide a concept of operations and identify roles and responsibilities for each appropriate department within the City of Los Angeles.
- Ensure consistency with Federal, State of California, the Los Angeles County Operational Area, and other local governments' emergency response plans and operations.
- Provide organizational structure, guidance, and standardized guidelines for the clearance, removal, staging, reduction, recycling, processing, and disposal of debris caused by a major debris-generating event.
- Establish the most efficient and cost effective methods to resolve disaster debris removal staging, reduction, recycling, processing, and disposal issues.
- Mitigate potential health hazards from hazardous debris materials.
- Implement and coordinate private sector debris removal, recycling, and disposal contracts to maximize cleanup efficiencies.
- Expedite debris removal, recycling, and disposal efforts that provide visible signs of recovery in order to resume continuation of government services.
- Coordinate partnering relationships through communications and pre-planning with local, State, and Federal agencies that have debris management responsibilities.
- Develop the tracking and documentation procedures required to allow the reimbursement of debris removal, recycling, and disposal efforts resulting from a disaster.
- Develop a preventative program along with a monitoring and enforcement program to minimize fraudulent activities.

B. Scope

Effective incident management begins with a host of preparedness activities conducted well in advance of any potential incident. Preparedness involves an integrated combination of: planning; training; exercises; personnel qualification and certification standards; equipment acquisition and certification standards; and publication management processes and activities.

This Appendix is applicable to Los Angeles City departments with Emergency Operations Organization (EOO) responsibilities and other departments with essential resources. Of particular importance to this Appendix are:

- City Departments with emergency public safety functions.
- City Departments having routine interaction with at-risk populations.
- City Departments performing emergency public safety or other critical services.

C. Situation Overview

1. Characteristics

a) Location

The City of Los Angeles covers 498 square miles with approximately 468 square miles of land (214 square miles of which are hills and mountains) and approximately 29 square miles of water. The San Gabriel and Santa Susana Mountains bound the City on the north and the Santa Monica Mountains extend across the middle of the City. The Palos Verdes Hills and Pacific Ocean bound the City on the south and west.

b) Demographics

According to the latest report from the U.S. Census Bureau in 2011, the City of Los Angeles's population is estimated to be 3,819,702, a 0.7 percent increase from 2010. The U.S. Census Bureau's most recent report on population density in 2010 reported 8.092.3 persons per square mile.²

The term "people with disabilities" refers to a protected class; protected from discrimination as defined by federal civil rights laws such as ADA and other state civil rights protections that detail the right to equal participation to enjoy and use services. Civil rights definitions protect a broad group of people who meet specific criteria for participation in the class.

"People with disabilities and others with access and functional needs" is inclusive of broad and diverse groups of people who also directly benefit from physical, communication, and program access. This includes people who may or may not meet the definitions of civil rights laws or some of the 60 plus diverse definitions of disability.³

² "Los Angeles (City) State & County QuickFacts." Quickfacts.census.gov/qfd/states/06/0644000.html).

³ Los Angeles Department of Public Health, "Adult Disability in Los Angeles County." LA Health. Sept. 2006}

By accommodating the needs of “people with disabilities” a much larger portion, estimated to be up to 50%) of the City’s population benefits (people of ALL ages with vision and hearing loss, physical disabilities, mental health disabilities, developmental, intellectual and other cognitive disabilities, behavioral health issues, people with learning, understanding, remembering, reading, and speech and mobility limitations, and people from diverse cultures; who have limited English proficiency or are non-English speaking; and who are transportation disadvantaged).⁴

2. Vulnerabilities

The City of Los Angeles has multiple, accessible, redundant warning and notification systems that it will utilize to reach the public for warnings, notification, and support. Factors to consider are the type of disaster, the population density, and the terrain in areas of Los Angeles. In some instances, the consequences of a disaster along with terrain, and the geographical area, may impact the effectiveness of notification systems.

The City of Los Angeles recognizes that disasters may exhaust local resources. The City continues to develop, update and/or maintain memorandum of understandings (MOUs), memorandums of agreement (MOAs), and contract amendments with private vendors to increase response capability and available resources.

Due to the population density and terrain of the City of Los Angeles, the City recognizes that, despite a good faith effort, it may not have the capabilities or resources to reach every individual in terms of public warnings, notification and/or support.

D. Assumptions

In the event of an incident, the following assumptions should also be considered:

- All City, state, and federal processes, procedures, and protocols reflected or referenced in this document were current as of the date of approval of this Appendix. Before implementing this Appendix, confirm that the processes, procedures, and protocols are unchanged. If necessary, before implementing, modify the Appendix so that it is consistent with updated processes, procedures, and protocols.
- Only departments that have a response role or a role closely supporting the response to a Debris Management event will be included in this Appendix. The departmental roles listed are limited to those applicable to the event.
- In any disaster, primary consideration is given to the preservation of life. Additionally, time and effort must be given to providing critical life-sustaining needs.

⁴Kailes, J. and Enders, A. in “Moving Beyond ‘Special Needs’ A Function-Based Framework for Emergency Management Planning,” *Journal of Disability Policy Studies*, Vol./No. 44/207, pp. 230-237.

- In a catastrophic incident, damage control and disaster relief will be required from the State and federal government, other local governments and private organizations.
- The City Emergency Operations Center (EOC) may or may not be activated in support of an event. EOC activation will be determined based on the scope and scale of the event.
- Electronic communications utilizing information technology systems will be compliant with Section 508 of the Rehabilitation Act.
- All printed public education material produced to support this Appendix for distribution to the general public shall be produced in “large print” (18 pt. Arial Black font) and Braille.
- Many residential, commercial and institutional structures could be damaged; requiring a large Urban Search & Rescue/Heavy Rescue mobilization.
- Residents could be displaced; requiring shelter and welfare needs. Sheltering activities could be short term or long term depending on the severity of the incident.
- Vital infrastructure such as potable water supplies, electrical power, natural gas and sewer services could be compromised. Re-establishment of these vital resources will be critical.
- Transportation infrastructure could be damaged and in limited operation. Vital vehicle and rail corridors could be damaged and impassible. Re-establishment of transportation infrastructure will be critical.
- Communications infrastructure could be damaged; causing disruption in land-line telephone, cellular telephone, radio, microwave, computer and other communication services. Re-establishment of communications infrastructure will be critical.
- A major natural or human-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 disaster may exceed the City’s in-house removal, processing, recycling, and disposal capabilities.
- The city will contract for additional resources to assist in the debris removal, reduction, recycling, and disposal processes.
- The city will meet its State-mandated and city-adopted recycling policies and diversion goals, and will maximize reduction and recycling of divertible materials to minimize disposal at landfills.
- The governor may declare a state of emergency that will authorize state resources to assist in removal and disposal of debris. If the disaster exceeds both local and state resources, the governor will request a Presidential Disaster Declaration. Federal resources will be requested to assist in removal, reduction, recycling, and disposal of debris.
- If the debris event is at or around the facilities of the proprietary departments, these departments will have their own operating procedures to clear, remove, and dispose of the debris.

- During debris operations following a disaster, many issues will arise that are not specifically mentioned in this Appendix. However, responsibilities are sufficiently defined so that unexpected issues can be assigned and resolved efficiently.

II. CONCEPT OF OPERATIONS

A. Debris Causing Events

The City of Los Angeles may be susceptible to a variety of disasters, including earthquakes, brushfires, floods, civil unrest and weapons of mass destruction. These disasters can generate a significant amount of debris that could severely impact the existing solid waste collection, processing, reuse, and disposal system.

The following is a brief discussion of the various types of disasters affecting the City of Los Angeles, along with a description of the debris associated with each disaster.

1. Earthquakes

Seismic events present the most widespread threat of devastation to life and property and are considered as the highest-risk natural disaster to which the City is susceptible. With an earthquake, there is no containment of potential damage, as is possible with a brushfire or flood. Earthquakes generate shock waves and displace the ground along fault lines. These seismic forces can cause buildings and bridges to be displaced or collapse in a localized area and damage buildings and other structures citywide. Secondary damage from fires, explosions, and localized flooding from broken water pipes can increase the amount of debris.

Earthquake debris includes building materials, personal property, and sediment from mudslides. Post-earthquake debris composition evolves with time. If the material is from damaged structures, it is likely to contain personal belongings, valuables, and mementos. For damaged structures that are still habitable, residents and businesses will usually begin soon after the main shock to clean up broken glass and ceramics, spilled foods and liquids, and broken furniture and appliances. Later, demolition material (including concrete, asphalt, bricks, gypsum wallboard, metal, and soil) comprises the majority of the disaster-related waste stream. Household and other hazardous wastes may be mixed with any earthquake-related debris.

2. Fires

Brush fires are a major threat to life and property in the City of Los Angeles due to unique fuel, terrain and climatic conditions. The hazard is especially great when the dry "Santa Ana" winds arrive, usually in the fall and winter seasons. The desert-blown Santa Ana's turn vegetation to tinder and spread localized fires quickly.

While fires leave less debris than other types of disasters, they still generate much waste. For example, demolished houses contribute noncombustible debris. Burned out cars and other metal objects, as well as ash and charred wood waste, also must be managed. In addition, large-scale loss of plants serving as ground cover can lead to mud slides, adding debris to the waste stream.

3. Floods/ Mudslides

The City of Los Angeles is very susceptible to floods and mudslides. The population increase and urbanization have increased storm water runoff by creating impermeable foundations and surfaces which decrease the amount of water percolating into the soil. In turn, more runoff enters local storm drains and flood channels. Flood hazard areas, or flood plains which are subject to 100-year floods, comprise approximately 30 square miles of the City and approximately 15 square miles of the hazard areas were buildable. FEMA estimated that over 30,100 structures were located in flood hazard areas.

Debris from floods is caused by structural inundation, mudslide and high-velocity water flow. Flooding causes damage to structures and personal belongings, and can generate large volumes of downed vegetation, mud and soil, household debris (e.g. appliances; furniture; rugs, carpet, and padding; and HHW), sandbags, plastic sheeting, and demolition debris.

4. Civil Unrest

The entire City of Los Angeles is vulnerable to civil unrest. There are no specific hazard zones that can be identified or predicted. Civil disorders and disturbances are human-caused disasters with tremendous potential for causing damage to the City. Like many other disasters, they are taken for granted since they occur infrequently, but unlike other types of disasters, these events are especially harmful with their effects on human lives in that they generally occur in times of already heightened societal tensions, and in fact are often directly caused by them.

Civil unrest can result in property damage from fires or looting. Ash and demolition debris, along with damaged personal belongings are typical wastes.

5. Terrorism

An act of terrorism could generate little to no debris at all, or could result in large quantities of multiple types of debris, potentially requiring highly specialized personnel, procedures, and equipment for its removal and disposal. It could cause lasting disruption, spread panic and fear among the masses, and generate significant psychological impact on a population and its infrastructure.

Debris generated as a result of an act of terrorism is highly variable in both quantity and type, depending upon the specific means utilized by the terrorists. Depending on the choice of weapons used to terrorize the population, the debris may consist of dead bodies, property damage and demolition debris. Nuclear and explosive devices will result in infrastructure damage and death. The debris may be contaminated and require special debris handling and disposal with the support of law enforcement authorities, the coroner's office, and health officials.

The following are examples of debris that might be generated by a disaster:

Debris subject to Putrefaction

- Animal corpses: Cattle, pets and wild animals
- Food remnants: Meal leftovers or food spoiled as a result of power failure

Vegetation

- Leaves and branches
- Uprooted shrubs and tree

Inert Environmental Debris

- Dirt
- Mud
- Rocks
- Sand

Construction Debris

- Acrylic
- Asphalt
- Blinds
- Brick
- Carpet
- Concrete
- Drywall
- Electrical wires, lamps, bulbs
- Glass and mirror
- Insulation materials (fiberglass, Styrofoam, etc.)
- Masonry
- Metals (steel, iron, aluminum, copper, etc.)
- Pipes
- Plastic
- Rubble
- Tiles
- Vinyl
- Wood

Appliances, Household Equipment and Furniture

- Beds and mattresses
- Desks, chairs, chests
- Lamps
- Sofas
- Upholstered furniture
- Washing and drying machines, refrigerators, dishwashers, stoves, hot water tanks, furnaces

Personal Items and Objects

- Art work
- Books and papers
- Clothing
- Cooking utensils, china, glassware

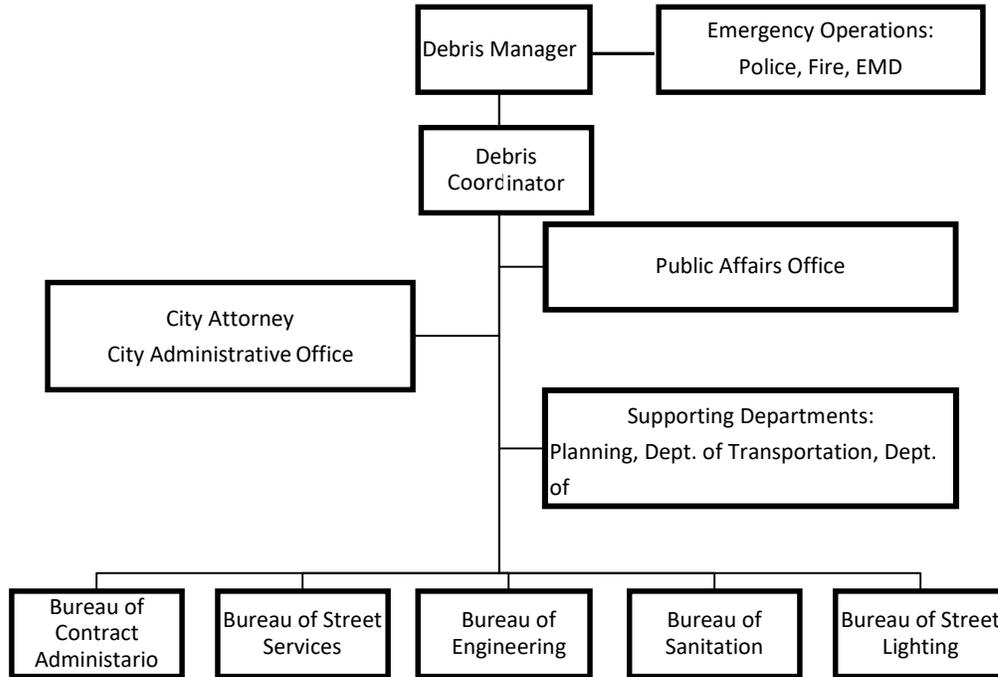
Hazardous Wastes

- Asbestos
- Biomedical wastes
- Cleaning agents
- Combustibles
- Computer equipment, telephones
- Explosives
- Fertilizers
- Lead
- Oils
- Other toxic substances or materials
- Paints
- Pesticides
- Radioactive substances
- Solvents

B. Debris Management Organization

1. Debris Management Team

The Debris Management Team is responsible for all debris management activities. This Appendix establishes a basic organization for a Debris Management Team and assigns specific responsibilities to the bureaus/department who will staff that team. The organizational structure of the Debris Team is as follows:



2. Debris Management Center

The Debris Management Center (DMC) is organized to provide a central location for the coordination and control of all debris management requirements. The Debris Manager, Debris Coordinator (DC), and a joint debris team made up of personnel from the five Bureaus of Department of Public Works, Environmental Affairs Department, and all applicable departments will staff the DMC as required. All requests for debris removal or disposal from the emergency response staff will go through the DC. Requests for debris removal from public facilities and roadways will be reviewed and approved by the DC before being directed to the appropriate Department/Bureau Coordinators to implement the request. The five Bureaus of Public Works will activate their Bureau Operation Center (BOC) to coordinate the bureau’s emergency response effort and may continue to be activated in the recovery phase.

The EOC will be activated during the disaster response phase to assist the DMC during a disaster. The EOC will request the DMC for debris clearance and removal.

During the long-term recovery phase, the EOC may not be activated but the DMC will continue to be activated to coordinate all recovery efforts.

3. Debris Manager

The Debris Manager (DM) for the City of Los Angeles is in charge of coordinating the disaster debris removal and disposal operations. The DM will conduct meetings as needed with DPW Bureau staff, contractors, and other local, county and Federal agencies to ensure a timely and coordinated response. The DM is responsible to ensure that BSS carries out Phase I of the Appendix, which is to clear evacuation routes and access routes to critical facilities and other streets as requested by the Mayor of Los Angeles, Fire and Police Departments, and Emergency Operations Center (EOC) Director. The DM will simultaneously implement Phase II of the Appendix, which is the permanent removal and disposal of debris along or immediately adjacent to the public right-of-way.

At the time of the disaster, Board of Public Works (BPW) will meet with the appropriate Bureau heads to identify the appropriate individual to take on the role of DM. Designation of the DM will depend on the disaster at hand and the employee best qualified to oversee the debris management process. The DM's role may be filled by a Principal Engineer from BOE, a Division Manager from BOS or an equally qualified employee.

The Debris Manager's responsibilities include, but are not limited to, the following:

- Overall control of the Debris Management Center (DMC). Ensure that the DMC is provided all needed administrative staff and equipment support.
- Coordinate with the PAO to provide a Public Information Officer (PIO) to conduct all media reports on debris operations.
- Coordinate with BSS to ensure clearing of major evacuation routes and access to critical facilities.
- Appoint a Debris Coordinator (DC). Receive regular updates from the DC regarding cleanup progress and any problems encountered or expected. Manage all necessary contracts and/or temporary employees associated with debris removal, reduction, recycling, and disposal activities.
- Communicate timely information to the EOC regarding the status of the debris clearing, removal, reduction, recycling, and disposal operations.
- Coordinate with appropriate County, State, and Federal agencies, including FEMA, USACE, and others. Assure that the City is represented at all debris cleanup meetings.
- Convene emergency debris coordination meetings.

4. Debris Coordinator

The Debris Coordinator (DC) for the City of Los Angeles is responsible for the daily operational control of the DMC staff. The DC will be notified of the severity of the disaster from the EOC. All requests for debris removal or disposal from the EOC staff will have to go through the DC to be reviewed by the DM. Once the DM approves the request, the DC will work with the DM to ensure that appropriate contracts are in place to efficiently and effectively remove the debris. The DC will keep the Debris Manager and DMC staff informed on all ongoing debris management operations through, at a minimum, daily meetings and/or reports. The DC will maintain a daily journal and file on all debris related documents and issues.

At the time of the disaster, BPW will meet with the appropriate Bureau heads to identify the appropriate individual to take on the role of DC. Designation of the DC will depend on the disaster at hand and the employee best qualified to coordinate the debris management process. The DM may appoint an equally qualified person to the role of DC.

The Debris Coordinator's responsibilities will include, but not be limited to, the following:

- Coordinate all Public Works' debris assignments approved by the DM.
- Coordinate debris clearance from evacuation routes and access to critical facilities and other roadways within the City (Phase I).
- Maintain a listing of all available Public Works' equipment and staff identified for possible debris removal, reduction, recycling, and disposal missions. Ensure that required logistical support is available, including cell phone, transportation, etc.
- Provide personnel and equipment to assist in the removal and disposal of debris (Phase II) as directed by the DM.
- Inform the DM of cleanup progress and any problems encountered or expected.
- Record all cost associated with debris removal.
- Implement procedures to monitor and minimize fraudulent activities.

5. Bureau and Department's Responsibilities

All departments will assign representatives to the Debris Management Center and the EOC to coordinate their department's roles. Fire and Police are the first emergency responders after a disaster and they will request through the EOC to the DMC for debris clearance and/or removal. The debris clearance, removal and disposal will be a field activity that involves all five Bureaus of the Department of Public Works (Bureau of Engineering, Contract Administration, Street Services, Sanitation and Street Lighting). All other City departments will support the DMC in their effort of debris clearance, removal, recycling, and disposal of debris.

C. Response and Recovery Operations

DPW is the lead agency responsible for coordinating initial damage assessments for debris clearance immediately following a debris-generating event, in order to prioritize the impacted areas and resource needs. The Damage Assessment Teams will conduct zone-by-zone windshield surveys to identify the type and estimate the amount of debris.

The Department of Public Works will deploy Damage Assessment Teams to the field to assess and map the types of debris and the locations of the debris after a disaster. LADBS and/or GSD will also mobilize their staff to conduct safety inspection of the City's building and structures. During their assessments, the inspectors will estimate the amount of building/property needing demolition. The information collected from the Damage Assessment Teams and the LADBS and GSD inspectors will be relayed to the DMC for assessment of the full scope of the debris clearance, removal and disposal effort. Debris management operation phases are detailed below.

1. Initial Response

Phase I Initial Response operations will be implemented by BSS immediately after a debris-generating event. The major emphasis during this phase is to simply push debris from the traveled way to the right-of-way or curb to open emergency evacuation routes and roadways to critical facilities and affected neighborhoods. Little or no effort is made to remove debris from the right-of-way. This activity is commonly referred to as Debris Clearance. Response efforts are first directed to activities that protect lives, public health and safety, such as evacuations and sheltering, firefighting, utility restoration and clearing roads of hazards (i.e. debris and electrical hazards). Requests for additional assistance in debris clearance will be submitted to the Debris Manager.

Priority for debris clearance is determined by the Debris Manager and will be based upon the following criteria (critical facilities, critical routes, etc.):

- Immediate evacuation and extrication needs of residents
- Clearance of emergency access routes for ingress/egress by emergency vehicles (Police Stations, Fire Stations, Hospitals, and EOC)
- Public Schools used for Shelters
- Other government and public facilities
- Access for utility restoration (power substations, booster pump stations, wastewater treatment plants)
- Secondary roads
- Private property adversely affecting public welfare

During Phase I, DWP will be responsible to ensure that power lines do not pose a hazard to emergency work crews and to coordinate the response effort with DPW as appropriate. In addition to pre-positioning of DPW crews and rental equipment, City contractors may be directed to proceed with debris clearance. At the discretion of

the Debris Manager, each contractor will be given an initial route for clearing and is directed to respond with all due haste, personnel and equipment. Each contractor will report to the appropriate debris contract administration team member administering the contract. In accordance with FEMA guidance, Time & Material contracts may only be used for emergency debris removal during the first 70 hours following a disaster.

2. Recovery

Phase II Recovery operations consist of the removal, reduction, recycling, processing, and disposal of that debris which is determined necessary to ensure the orderly recovery of the community and to eliminate less immediate threats to public health and safety. If it is apparent during Phase I that the management of debris is beyond the capabilities of local force account, mutual aid agreements and limited contract resources, then immediate actions must be taken to implement, activate, and manage Phase II Recovery operations using standby contractors. The Debris Manager will be responsible for implementing all Phase II activities that includes multiple, scheduled passes of each critical site, location, or rights-of-way for debris, thus allowing residents to segregate and place debris at the edge of the rights-of-way. Phase II may be quite lengthy as disaster recovery continues until pre-disaster conditions are restored. A media campaign will be implemented encouraging residents to separate the debris and other household hazardous waste for recycling and/or disposal. The residents should be advised that the City will pick-up and dispose of the disaster-related debris if they are brought curbside.

This will allow the City crews to consolidate and pick-up similar types of debris so that full loads of like materials can be brought to source-separated processing stations. All efforts will be made to dispose of debris in the most efficient manner possible.

Phase II activities include:

- Activation of pre-drafted and current contracts.
- Implementation of contracting process.
- Notification to citizens of debris removal procedures.
- Activation of TDSRs.
- Removal of debris from rights-of-way and critical public facilities.
- Movement of debris from TSDRs to permanent landfills.

3. Debris Removal Process

Debris removal will generally be limited to debris in, upon, or brought to public streets and roads, right-of-ways, city properties and facilities, specifically designated critical private facilities (such as hospitals) and other public facility sites. Processing and disposal of debris will be at approved processing and disposal sites. Residents will be advised to separate waste and debris to the maximum extent practicable to allow for maximum recycling and minimal disposal at landfills.

a) Public Property/Right-of-Way Debris Removal⁵
City of Los Angeles is responsible for removing debris deposited on public lands including the rights-of-way. In some cases, where a health and/or safety threat exists, private property owners may move event-related debris to the public right-of-way for removal by the City.

b) Private Property Debris Removal⁶
Debris removal from private property is the responsibility of the individual property owner. FEMA assistance is not available to reimburse private property owners for the cost of removing debris from their property; however, if property owners move the disaster-related debris to a public right-of-way, the City can qualify to be reimbursed for the pickup and disposal of the debris.

If the debris on private business and residential property is so widespread that public health, safety, and/or the economic recovery of the community is threatened, FEMA may fund debris removal from private property, but it must be approved in advance by FEMA. Appendix A, Debris Removal from Private Property, identifies FEMA's eligibility requirements for debris removal from private property under the Public Assistance program.

c) Unsafe Buildings
Care must be exercised to ensure that structures to be demolished are the structures identified by LADBS as a present, imminent, extreme and immediate hazard or a danger to life or limb, or health or safety. The Debris Manager will coordinate with LADBS regarding:

- Demolition of structures. Appendix B has a list of on-call demolition contractors updated by BOE.
- Local law and/or enforcement agencies.
- Historic and archaeological sites.

The steps in the demolition process are:

- i. Identify hazardous materials in damaged buildings
- ii. Obtain proper city permits
- iii. Remove hazardous materials and dispose of them properly
- iv. Demolish building
- v. Sort demolition debris on-site when possible
- vi. Remove and transport debris to processing/recycling facility⁷

⁵ FEMA-325 Public Assistance Debris Management Guide Part 1- Public Assistance Eligibility chapters 3,4

⁶ FEMA Disaster Assistance Policy DAP9523.13 Debris Removal from Private Property

⁷ http://www.lacitysan.org/solid_resources/pdfs/c&d_guide.pdf

- vii. Remove, transport and dispose of non-processible and/or non-recyclable debris.

Dangerous structures should be the responsibility of the private property owner to demolish in order to protect the health and safety of adjacent residents. As with debris removal from private property, demolition of private structures requires approval by FEMA prior to start of work and agreement by the local government to save and hold the Federal government free from damages due to performance of the work. Demolition work also requires condemnation by an authorized local official in accordance with State and local law.

Following the Emergency Public Information Annex process, the public will be notified of debris removal schedules and instructions for separation of debris. The PIO will provide the public with information regarding pickup times and locations so that debris removal activities proceed efficiently. Debris containing hazardous materials or asbestos-containing materials should not be placed on the curbside for pick-up.

4. Temporary Debris Storage and Reduction (TSDR) Sites

Temporary debris storage and reduction (TSDR) sites are located and designed to temporarily store, segregate, transfer, and reduce debris for reuse, recycling and final disposal. Potential staging sites to be considered during an emergency are landfills, large paved or unpaved lots, industrial properties, sites near rail access, and expansion of existing sites. Appendix B provides a list of closed and open landfill sites.

An advisory committee will be formed to identify additional debris management sites for storage, separation, volume reduction and other processing or disposal of C&D debris or other materials. The committee will develop procedures for the sites and conditions to be implemented for their use, which would be determined at the time of the disaster and would depend on severity of the disaster and local needs identified and paramount would be health, safety and environmental circumstances. The advisory committee should consist of the following department representatives and all applicable departments: Deputy Debris Manager, Environmental Affairs Department, Solid Waste Manager from Bureau of Sanitation, Local Council Office, Building and Safety, Planning Department (if applicable), and United States Army Corps of Engineers (USACE).

a) Procedures for Evaluating Potential Sites

Create an interdisciplinary team consisting of representatives at a minimum from DPW, LEA and Planning Department. Sites used in the past should be revisited to see if site conditions have changed or if the surrounding areas have changed significantly to alter the use of the site.

Site selection criteria should be as follows:

- i. Site Ownership
 - Public lands are preferred and less costly to lease
 - Use private lands only if public sites are unavailable
 - Have attorney review leases to avoid closeout claims
- ii. Site Size - Size depends on volume of debris to be collected and planned volume reduction method
- iii. Site location - The use of TDSR sites can substantially increase the overall debris clearance costs, since debris is essentially managed twice, i.e., from the generation point to the temporary accumulation site, and from there to final disposal. Strategies to reduce these costs might involve the location of the sites.
 - Evaluate the impacts of noise, traffic, and environment
 - Look for ingress/egress at sites to maximize efficiency of traffic flow
 - Sites should be located outside of identifiable or known floodplain and flood prone areas
 - Consider impacts of trucks hauling to site on neighboring communities
 - Consider geological site conditions (topography, stable ground, groundwater levels, pervious vs. impervious soils, fractured rock)
 - Prevailing winds which can carry particulates and noise
 - Visibility from the surrounding area
 - Avoid environmentally sensitive areas (wetlands, threatened animal and plant species, public water supplies, critical habitats, historical and archaeological sites, sensitive land uses, etc.)

Neighborhood concerns to be considered include:

- 24-hour light and noise
- Dust and traffic
- Smoke from burning activities
- Runoff from hazardous waste (consider berms and holding ponds)

It is important to conduct an environmental baseline study for the selected sites. The procedure includes:

- Document existing conditions
 - Take photographs and video of the site
 - Take random soil samples
 - Take random water samples
 - Check soil for Volatile Organic Carbons (VOCs)
 - Check drainage
 - Obtain ambient air quality data
 - Note important features such as landscaping, structures, fencing, etc.

- Develop mitigation measures to minimize or eliminate impacts
- Establish a monitoring program for
 - Air quality, relative to dust, and particularly if burning will be conducted
 - Water, both surface and ground
 - Fuel spills

b) Emergency Waiver of Standards Regulations

The emergency waiver of standards regulations allows Local Enforcement Agency (LEA) to issue emergency waivers to solid waste facility operators upon request in the event of a state of emergency or local emergency. The regulations are found in California Code of Regulations, Title 14, Division 7, Chapter 3, Article 1, sections 17008 through 17012. The waiver grants an operator temporary relief from specific state minimum solid waste standards or terms or conditions of the operator's solid waste facilities permit. The waiver applies to the following:

- origin of waste
- the rate of inflow for storage, transfer, or disposal of waste
- the type and moisture content of solid waste
- the hours of facility operation
- the storage time before transfer or disposal of wastes, at a solid waste facility

A waiver can also be granted to an operator for the establishment of a locally approved temporary transfer or processing site, if authorized by LEA.

c) Site Preparation and Closeout Procedures

Environmental assessments of the TDSR should be conducted prior to beginning and after completion of the waste staging and processing operations. The contractor will be responsible for preparing and closing out TDSR sites according to specification in the debris removal and disposal contract. Each TDSR site will eventually be emptied of all material and be restored to its previous condition and use. BCA inspectors, along with LEA, will monitor all closeout activities to ensure the contractor complies with the debris removal, processing, recycling, and disposal contracts.

d) Site Operations

The following procedures should be initiated once TDSR sites have been activated:

- i. Establish proper buffer zones around the perimeter of the site, but inside the site boundaries
- ii. Construct containment berms as necessary and document photographically
- iii. Ensure that incoming debris is segregated based on the volume reduction methods at the site:

- Recycling
 - Grinding/Composting
 - Separation
- iv. Develop holding areas for HHW and fuels, line these areas with plastic or other approved liners, and fence them
 - v. Immediately clean-up fuel and hydraulic spills. Document the incident with the following information:
 - When it occurred
 - When it was cleaned up
 - When and where the material was disposed
 - vi. Photograph operations and monitoring activities weekly
 - vii. Maintain up-to-date maps and sketches of the site and operations
 - viii. Implement efficient procedures to keep debris moving into the site, properly separated and reduced, and moved out of the site
 - ix. Document any changes, tests, problems, actions taken and monitoring visits
 - x. Perform on-going volume reduction (on site or removal for disposal/reduction)
 - xi. Provide nuisance management (dust, noise, etc.)
 - xii. Provide vector controls (rats, insects, etc.)
 - xiii. Provide security (limit access)
 - xiv. Ensure appropriate equipment is available for site operations.

e) Site Closeout Procedures

Once a site is no longer needed, it should be closed and restored to its previous condition and use. Closeout or re-approval of a temporary debris management site should be accomplished within 60 days of receiving the last load of debris. All mixed debris, C&D debris, and debris residue must be removed to approved landfills or recycling sites. If a Contractor has this responsibility, field inspectors will monitor all closeout activities to ensure that the Contractor complies with the Debris Removal and Disposal Contract. Site remediation will go smoothly if baseline data collection and site operation procedures are followed.

The contractor will be responsible for site closeout, but the following procedures should be in place for proper monitoring of the closeout:

- i. All operations have stopped and the site has been cleared and cleaned of all debris.
- ii. Current environmental data on soil and water has been compared to baseline data taken before the site was activated.
- iii. If private property, conduct environmental assessment with landowner.
- iv. Reference appropriate and applicable environmental regulations.
- v. Coordinate with local and officials on requirements and support for implementation of a site remediation plan.

- vi. Develop a remediation plan.
- vii. Remediation plan reviewed by landowner and LEA.
- viii. Execute plan.

D. Health and Safety

LADPW's Safety Officers are responsible for coordinating safe work procedures for responders involved in disaster debris removal. The Safety Officers will conduct risk assessments and establish control measures to minimize the hazards employees face when responding to an emergency.

Compliance strategies may also require coordination with the Workers Compensation Board (WCB) where a variance may be required for situations that constitute extraordinary circumstances and awareness of requirements for WCB coverage, insurance and liability protection for workers and volunteers.

The following issues regarding health and safety are addressed:

1. Communication

All federally declared disasters or Incidents of National Interest, whether naturally occurring or caused by Weapons of Mass Destruction or Terrorist Activities, will be coordinated through the Incident Command System.

2. Identification of Hazardous Materials associated with Construction Materials

Many buildings and structures were constructed using Asbestos Containing Materials (ACM) and/or Lead Coated/Containing Materials (LCM). During demolition and debris removal these materials can become airborne and pose a potential hazard for employee exposure.

To ensure employees are not exposed in excess of the Permissible Exposure Limits (PEL) for asbestos and lead, the supervisor in charge of the debris removal staff will contact the Safety Engineer from PW or the Safety Administrator from Personnel to conduct an on-site inspection of the material to be removed to ensure that it does not contain ACM and/or LCM.

In the event of a catastrophe of National Significance it is very likely that identification of ACM and LCM would be too difficult and time consuming, if not impossible. In this event, the Safety Engineer and/or Safety Administrator will arrange for Industrial Hygiene (IH) staff or qualified environmental consultants to conduct exposure assessments to ensure employees are not exposed at or above the Cal-OSHA PEL for asbestos and/or lead. Where exposure exceeds the PEL, the IH staff or environmental consultant will institute administrative controls, engineering controls, work practices and/or special equipment to reduce exposure below the PEL. Work will stop any time any chemicals used or stored in the workplace are

encountered during debris removal. The Safety Engineer, IH or environmental consultant will identify or arrange for identification of any and all chemicals found at the worksite as well as arrange for their removal and/or disposal if deemed necessary.

3. Personnel Protective Equipment and Worksite Safety

All normally required PPE such as but not limited to safety glasses, hard hats, gloves, safety vests, steel-toed work boots with steel shanks, dust masks etc. will be worn at all times. All safety procedures that are currently utilized by PW personnel for regular debris removal will be in effect. The supervisor in charge of the debris removal team will be on site and responsible for identifying any and all hazards associated with debris removal not mentioned above and will take steps to ensure the hazard have been corrected or removed prior to proceeding with the work. At no time will supervisors or employees conduct any work that they have not been trained to perform or have not been given the proper equipment to perform. Any time the supervisor encounters a situation that is beyond the scope and capability of his staff he/she will immediately stop work and notify PW management. Management will be responsible for either providing the proper training and equipment for in-house staff to proceed or arrange for qualified contractors to complete the work. It is imperative that safety of the PW staff is paramount at all times and should never be compromised because of time, budget or any other constraints.

4. Management and Supervisory Responsibility

Each and every situation involving federally declared disasters is complex and fluid (i.e. ever changing). The above information is only a general guideline and does not include the infinite number of possible safety or health hazards that could arise. It is the responsibility of the PW supervisory staff as well as PW management to ensure that, as situations arise that pose a threat to City of Los Angeles employees, all work will cease immediately until reasonable safety actions have been instituted and/or all feasible hazards eliminated. Additionally, it is imperative that all Federal, State and or Local health and safety regulations are adhered to, to ensure worker safety and reduce liability. In the event that regulations are different from one agency to another, the most restrictive regulation will take precedent.

5. Household Hazardous Waste (HHW)

Common household products that contain hazardous materials become HHW when disposed of. Typical HHW includes paints, thinners, used oil, batteries, cleaning products, solvents, fluorescent light bulbs, and pesticides. HHW should not be disposed of with normal solid waste. HHW will be isolated from the debris and stockpiled for subsequent disposal in accordance with regulations.

Many household items are also considered electronic waste (e waste). Examples of e-waste are computer CRT monitors, CRT televisions, VHS cassette players, and other electronic appliances, and are also considered "universal waste" (hazardous waste).

It is important for BOS to implement the HHW collection program as soon as possible after a debris-generating event. However, scheduling an event too soon after a disaster may result in a low participation rate. The specific timing of HHW collection events will differ, but sufficient public notification, assessment and monitoring of the recovery efforts are relative factors in the schedule.

Under a Drop-off Point Collection Program:

- a) Residents will be encouraged to separate and transport HHW to pre-identified drop-off points managed by the HHW contractor. The Debris Manager will determine the schedule and frequency of the HHW collections.
- b) The HHW contractor is responsible for developing a Site Operations Plan for approval by LEA.
- c) The HHW contractor will be responsible for developing a site specific Health and Safety Plan for approval by LEA.
- d) The HHW contractor is responsible for developing an Emergency Response Plan for approval by LEA.
- e) Small amounts of HHW may inevitably be deposited at TDSR sites. The Debris Removal, Reduction, Recycling, and Disposal Contractor will be responsible for separating HHW from other disaster debris received at the site and stored separately in an enclosed and lined area for temporary storage.

The HHW specific public information program should include disseminating the following information to residents:

- a) A description of the drop-off point collection program being implemented
- b) The responsible agency for the program with contact person and telephone numbers
- c) The location of the drop off points
- d) The hours of operation
- e) A description of the type of HHW being collected at each location
- f) Any other relevant information

6. Specialized Debris Operations

Some waste materials or other matter mixed in with disaster debris may require special treatment in terms of separation or disposal.

Following is a brief description of the special wastes and the handling procedure:

- a) WMD Debris
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:

- i. Much of the affected area will likely be a crime scene. Therefore, City and Federal law enforcement officials may direct debris to a controlled debris management site for processing for evidence, recovery of human remains, and further analysis before the debris is “released” for normal debris reduction, recovery, processing, recycling, and disposal.
- ii. The debris may be contaminated by chemical, biological, and/or radiological contaminants. If so, the debris will have to be stabilized, neutralized, containerized, or subjected to other processes to insure safe handling before disposal. The possibility exists for multiple risks to exist at one time, for example, both chemical and radiological contamination. 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.
- iii. The presence of contamination will influence the need for pretreatment (decontamination), packaging, and transportation.
- iv. The type of contaminant(s) 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.

b) Hazardous Material - Asbestos

Asbestos is a mineral commonly used in the past for thermal insulation and fireproofing in homes and buildings. Buildings constructed prior to 1978 may contain asbestos, but even buildings constructed after 1978 can contain some asbestos. When asbestos materials are disturbed or damaged, small fibers can float in the air and be inhaled. These fibers are too small to be seen and can easily pass through the filter of a normal vacuum cleaner and get back into the air.

If a building containing asbestos is demolished, asbestos may be mixed with the rubble. Federal, state and local requirements govern the removal of asbestos or suspected asbestos-containing material including the demolition or renovation of structures where asbestos is present. Unless materials containing asbestos is handled properly, asbestos can become airborne and pose a public health and safety hazard.

An advisory committee will be formed to develop procedures for handling and disposal of the asbestos-containing materials. A list of hazardous waste facilities that may accept hazardous waste is provided in Appendix E, California Commercial Offsite Hazardous Waste Facilities, and on the Department of Toxic Substances Control’s (DTSC) website. The advisory committee will consist of the following department representatives and all other applicable departments: Debris Manager, LA County Public Health Safety Officer, Los

Angeles Fire Department, DTSC, Personnel Department-Industrial Hygienist, and Environmental Protection Agency.

c) **Animals**

The handling and disposal of animal carcasses will follow normal procedures in which BOS will respond to requests to pick up and dispose of the dead animal in accordance with regulations and procedures. The Department of Animal Services may receive calls regarding dead animals and they will forward this information to BOS.

If animals are found alive or injured among the debris piles, the Department of Animal Services will be contacted to care for the animals. Animal Services will not enter the debris area unless it is declared safe to do so.

E. Internal Emergency Communications

Internal communications within LADPW during an emergency will adhere to normal methods of communication such as telephone and/or cell phone. Should normal communications be interrupted, alternative methods and back-up systems will be engaged. All PW Emergency Contact Personnel should have a GETS card that will facilitate communication on the telephone or cell phone. Other methods of communication are the 800 MHz radio, satellite telephones, and the media if possible. If all communication systems fail, field runners will be implemented.

F. Debris Reduction Methods

The guidelines presented in this Section on Debris Reduction Methods are largely from FEMA Debris Management Guide, FEMA 325.

1. **Volume Reduction by Recycling**

Recycling offers an option to reduce debris before it is hauled to the landfill. Recycling should be given consideration early in a disaster because it may reduce cost of debris removal and disposal. To begin the recycling program, BOS and LEA should:

- Locate markets and users
- Determine the segregation and preparation requirements
- Determine the tests that are required
- Determine the process for reducing and hauling
- Determine mitigation requirements to minimize environmental and public health impacts from the processing and disposal of disaster debris

The materials capable of being recycled include:

- Metals

- Most white goods and metals are able to be recycled. (see the C&D Guide for listed facilities)
- All metals will be delivered to appropriate recycling facilities by the Debris Removal, Reduction, Recycling and Disposal Contractor
- Clean Vegetative Debris
 - Vegetative debris can be ground or chipped into mulch.
 - Construction materials. Concrete or other building materials can be used for other purposes if there is a need for them (see C&D listed facilities for various demolition debris processing) The materials also may be shredded to reduce the volume and then used as a cover for landfills
- Reusable Materials

2. Volume Reduction by Grinding and Chipping

The resulting product of the chipping and grinding operation may be used as a landfill product, used as topsoil, or used for residential applications. This method generally reduces volume of debris by 75% (4 to 1). The mulch also must remain free of paper, plastic and glass if used for agricultural purposes.

The following information is for the use of mulch as an agricultural product:

- Size: Average size of wood chips is not to exceed four inches in length and one half inch in diameter.
- The debris reduction rate for moderately contaminated debris is 100 to 150 cubic yards per hour and when the debris is relatively clean it is 200 to 250 cubic yards per hour.
- Contaminants: The contamination rate for material other than wood products should be less than ten percent of the mulch. Eliminate plastics completely. Use rake loaders to pick up debris because normal loaders pick up earth, which is part of the contaminant list and harms the chipper.

Tub grinders are ideal for use at TDSR sites due to high volume capacity and Mulch piles should be no higher than 15 feet.

G. Assistance and Mutual Aid

If disaster-related debris removal and disposal operations are beyond the capability of the City to perform or contract for the work, additional resources may be called upon to assist in the management of disaster debris in accordance with Mayoral Executive Directive No.15. Local, state and federal resources are available to assist in debris management.

For Public Works assistance the Director of Street Services shall serve as the PW Mutual Aid Coordinator and shall coordinate for mutual aid resources to assist in disaster debris management. In addition, State and Federal assistance are available, if needed. In such

instances, FEMA will give to the USACE a mission assignment to prepare, execute, and monitor contracts for debris operations.

Typically, when a mission is assigned by FEMA, the USACE will provide a liaison to the EOC when activated. This liaison will serve as an advisor to EOC staff providing advice as needed and ensuring that USACE is prepared to respond when tasked. USACE will alert a Debris Planning and Response Team (PRT) and the Advance Contracting Initiative (ACI) Contractor under contract for that area and have those resources ready to respond when a mission assignment is authorized. Once USACE receives a mission assignment from FEMA, the management groups for both the PRT and ACI contractor will be available to meet with the DM and other representatives to conduct contingency planning as required.

H. Documentation & Time-Keeping

During an emergency situation or incident, it is important to keep specific records related to staff assignments and costs, related to the response to and recovery from the emergency/incident. Each department has their own internal processes for ensuring proper documentation of actions; incident specific cost tracking, personnel time keeping, and record retention of these documents.

In accordance with standard cost accountability practices for unique events, man-made and/or natural disasters, all City Departments are required to document their financial costs of labor, materials and equipment in addressing the event.

Each City Department, proprietary and Council controlled operates their respective accounting operations/practices within the guidelines of the Mayor's Executive Directives, the California Natural Disaster Assistance Act and the Federal Code of Regulations Title 44 of the Stafford Act to maximize potential reimbursement eligible costs and minimize ineligible costs.

CAO is the lead department responsible for proper documentation of debris removal, recycling, processing, recycling, and disposal procedures to ensure FEMA reimbursement. CAO will provide training to appropriate personnel working on reimbursement and will coordinate with FEMA on all documentations.

Documentation is a critical component in support of contractor invoices and in justifying FEMA's reimbursement policy. Load ticket disposition and debris monitoring activities are the major tools that the City must employ in order to adequately document debris management activities for FEMA reimbursement.

Required documentation includes the source of the material, the weight or volume of the material, the disposal cost, and salvage value remitted to the local government.

- Records need to be auditable. Lack of proper documentation can jeopardize or delay FEMA funding.

- Include a clause for termination for convenience - this will provide the city with option to cancel the contract for any reason.
- Define a reasonable period of performance.
- Base the contract on an estimate of debris removal services prepared by the local planning staff, do not rely on contractor estimates.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. City of Los Angeles

1. Airports, Los Angeles World (LAWA)

Los Angeles World Airports (LAWA), Construction and Maintenance Services Division (EPMD) other LAWA Divisions, and assisting City Departments to coordinate debris removal and disposal in the event of a disaster. The priorities of ingress for public safety responders, life and safety, and protection of aircraft movement will drive the command/management of this response. The main objective of the debris removal efforts is to clear debris from roadways, buildings, and the airfield as quickly as possible keeping in sight the aforementioned priorities. LAWA will comply with all policies and ordinances established by local jurisdictions which do not conflict with FAA and other federal regulations. This includes proper disposal of debris.

LAWA has internal resources and capability to perform large debris removal operations. If incidents of great significance should exhaust this capability, LAWA will work through City processes for assistance support from other Departments. LAWA will follow the direction under the Incident Command System and/or Emergency Management personnel in receiving support from various resources including from but not limited to City, County, State, and federal agencies.

LAWA's debris removal plan's first priority is to reopen ingress roadways to support emergency services, public health and safety needs. This includes aircraft operational areas on the airport to support inbound air emergency response resources. Simultaneously, efforts to remove debris for rescue efforts will occur and inspection of fuel hazards on the airport. This will be followed with damage assessment, structural stabilization and debris removal that poses a threat to public safety. This includes damage to the FAA Tower, buildings, terminals, bridges, roadways, fueling systems, etc. Efforts will then move to clear debris that impedes business or economic recovery. Coordination of processes will focus on returning affected areas to operational status as soon as possible and maintaining the unaffected areas of the airport. Airports provide a transportation function within communities after a disaster in both the movement of critical disaster supplies and outside emergency personnel response. LAWA's debris removal plans are set to ensure this function can continue in the aftermath of a disaster.

2. Building and Safety, Department of (LADBS)

The Los Angeles Department of Building & Safety (LADBS) is responsible for providing a safety assessment for structures on designated city-owned properties and private properties after a disaster event. LADBS will coordinate the demolition of buildings that are determined to be a present, imminent, extreme and immediate hazard or a danger to life or limb, or health or safety through GSD.

a) Local Enforcement Agency (LEA)

The Local Enforcement Agency (LEA) enforces the State's solid waste environmental and public health laws and requirements at the local level. LEA shall work with the appropriate local, state and federal environmental regulatory agencies to ensure debris sites comply with established guidelines. LEA provides necessary environmental clearances and continuing environmental oversight (inspection/monitoring and enforcement) for landfills and temporary staging, storage, reduction, recycling, and processing sites for large amounts of debris. LEA shall also coordinate with BOS and BCA on compliance monitoring for all debris management sites. LEA shall identify and maintain a list of potential sites for temporary staging, storage, reduction, recycling, and processing disaster debris. Each potential site will be evaluated for the maximum tonnage limit required for the response and recovery effort.

3. Emergency Management Department

The Emergency Management Department (EMD) is responsible for coordinating the EOC's activation readiness and facilitation prior to and during emergencies. EMD coordinates local emergency declarations with the Mayor's Office during an emergency crisis. EMD also coordinates the City's recovery and reconstruction efforts by implementing the City R&R Plan Policies and Actions with the EOO Divisions, City departments, the EOB, the Mayor, City Council, and other vital agencies to facilitate a quick and efficient restoration of homes, jobs, services, facilities and all the other aspects of normal community life following a major disaster. As the R&R division of the EOO, EMD will lead, with the CAO, the Fast-Track Permit Review Program and the implementation of the Federal Hazard Mitigation Program. EMD's Chief shall work with the other EOO divisions and all appropriate City departments on coordinating the development of recommendations for City policies, a disaster-specific recovery plan, and any proposed legislation for approval by the Emergency Operations Board (EOB), Mayor, and the council. EMD will work with the Department of Public Works to ensure that any policies, plans, and legislation related to debris removal move forward in an efficient, effective, and timely manner.

4. Fire Department, Los Angeles City (LAFD)

The Los Angeles Fire Department (LAFD) is fully committed to life safety response in a major disaster. If response routes are impeded by disaster debris, LAFD may attempt to sufficiently clear the roadway to allow access for emergency vehicles. If debris is beyond LAFD's immediate capabilities, LAFD will communicate to the EOC through the chain of command to ensure DPW is notified of the need for debris clearance. LAFD will respond to requests to investigate and manage hazardous materials incidents.

5. General Services Department (GSD)

The General Services Department (GSD) will manage and direct the demolition of public and private structures at the request of LADBS. After LADBS conducts a safety assessment and determines the structure is a present, imminent, extreme and immediate hazard or danger to life or limb, or health or safety and issues a notice to proceed with the demolition to GSD, GSD will start the demolition.

6. Port of Los Angeles

The Port of Los Angeles (POLA), Construction and Maintenance Division will assist the Department of Public Works in gathering all debris within the confines of Port Property. All debris can be brought to a centralized local area, as directed by Public Works, for pickup and delivery to a main dumping site.

POLA Environmental Division maintains contracts with various private companies for the removal of Hazardous Waste and Recycling Issues.

Any requests of mutual assistance should be requested through the EOC in the time of a disaster.

POLA may elect to remove debris in certain situations where critical facilities are located. There may be occasions when it would be permissible for Department of Public Works to remove debris from in or around POLA facilities or in the vicinity of POLA infrastructure, but it is not expected that it would be responsible for performing this work.

7. Personnel Department

The Personnel Department is responsible for coordinating volunteers who will assist with clearing, removing and disposing of disaster-related debris. At the request of the Debris Coordinator (DC), Personnel Department will dispatch and coordinate volunteers registered as Disaster Service Workers (DSW's) to assist with debris clearing, removal and disposition. If additional resources are necessary, Personnel Department will determine if appropriate City staff can be reassigned in this capacity or will request that the EOC contact Emergency Network Los Angeles (ENLA), requesting appropriate volunteer staff from its various agencies.

8. Planning Department, City (DCP)

The Planning Department will identify potential temporary debris storage and reduction (TDSR) sites before a disaster strikes, and to consider permitting and pre-approving the use of identified sites for disaster debris. Planning Department can locate sites for staging/transferring debris by evaluating potential sites and by revisiting sites used in the past to see if site conditions have changed or if the surrounding areas have changed significantly to alter the use of the site.

9. Los Angeles Police Department (LAPD)

The Los Angeles Police Department (LAPD), along with LAFD are the first responders in any type of disaster. LAPD officers will conduct a drive-by assessment of certain pre-determined critical facilities within their patrol district. LAPD may coordinate traffic control at all loading sites and at entrances to and from debris management sites. LAPD may assist in monitoring temporary debris storage and reduction (TDSR) sites to ensure compliance with local traffic regulations. LAPD will also assist with criminal investigations involving Incidents of National Significance.

10. Public Works, Department of

b) Bureau of Engineering (BOE)

The Bureau of Engineering (BOE) is responsible for coordinating impact assessments for all City public structures, immediately following a large-scale disaster. The impact assessments are used to prioritize impacted areas and resource needs. BOE also provides detailed damage assessments, identifies reconstruction projects, prepares cost estimates and scopes of work required to rebuild damaged infrastructure and issues task work orders and construction orders on behalf of the DM for all such work.

c) Bureau of Contract Administration (BCA)

The Bureau of Contract Administration (BCA) is responsible for the coordination, oversight, and monitoring of all debris removal and disposal operations performed by private Contractors. BCA will provide city inspectors to be stationed at all the debris management sites and landfill disposal site for the purpose of verifying the locations of debris loading and certifying the quantity of material being hauled by the Disaster Debris Removal and Disposal Contractor through the use of load tickets. BCA is also responsible for monitoring the debris management site operations and closeout activities to ensure that the Contractor complies with the Debris Removal and Disposal Contract. BCA will provide input to the PIO on debris cleanup activities, pickup schedules and provide recommendations to the DM on the distribution of City and Contractor work assignments and priorities. In addition, BCA administers all progress payments made to independent contractors working within the City's program and maintains the official DPW job records for debris removal operations by private contractors.

d) Bureau of Street Services (BSS)

The Bureau of Street Services (BSS) is a Department first responder and, consequently, is responsible for emergency debris clearance on essential transportation routes. Its primary mission in Phase I is to clear debris from evacuation routes and access routes to expedite the movement of emergency service vehicles such as fire, police and medical responders. BSS coordinates with the DM for the permanent removal and disposal of all debris deposited along or immediately adjacent to public rights-of-way. If additional assistance is required, BSS can initiate hauling contracts to facilitate the clearance of debris

from transportation routes. BSS will also assist BOS in the curbside pick-up of debris

e) Bureau of Sanitation (BOS)

The Bureau of Sanitation (BOS) is also a Department first responder and provides refuse collection and disposal operations necessary to support continued operation of essential facilities used for the reception and care of evacuees, volunteer workers, emergency responders, maintenance and support personnel. BOS will continue to pick up refuse in accordance with current procedures, routes, and removal schedules; however, in the event of a declared emergency BOS operates under a specifically modified procedure. BOS will coordinate with Environmental Affairs Department to establish and permit temporary and permanent sites to accept debris. BOS will be involved with the operating and close-out procedures for temporary debris storage and reduction (TDSR) sites.

f) Bureau of Street Lighting (BOSL)

The Bureau of Street Lighting (BOSL) will work in coordination with BSS and BOS in the clearance and removal of debris from transportation routes.

g) Public Affairs Office (PAO)

The Public Affairs Office (PAO) will develop a proactive public information management plan and coordinate with other public information agencies to keep the public informed on all debris removal activities and schedules. Immediately after a disaster and continually throughout the removal and disposal operation, the Public Information Officer (PIO) shall arrange public notification of all ongoing and planned debris clearance, removal and disposal activities. Notification should include information bulletins, hotline responses, public service announcements for radio and television, handbills, door hangers and newspaper notices in the language(s) prevalent in the affected communities. Emphasis will place on actions that the public can perform to expedite the cleanup process such as segregating recyclable materials, placing debris at the curbside, and segregating household hazardous waste. Provision should be made to compensate for disruption of normal means of mass communication caused by power outages following a major natural disaster.

11. Department of Transportation (DOT)

The Department of Transportation (DOT) will establish transportation routes for mass debris hauling to dump sites. The Department will also identify truck staging areas for debris hauling operations. Additionally, DOT can implement street closures and provide traffic control at major intersections where truck traffic may severely impact the intersection(s).

12. Department of Water and Power

The Los Angeles Department of Water and Power (LADWP) will use its own resources to respond to debris removal needs at or around LADWP facilities both within the Los Angeles City jurisdiction and at out-of-town sites. It is anticipated that the LADWP will have sufficient resources to respond without assistance from other City departments.

LADWP should be notified before any water or power infrastructure is removed to prevent unnecessary damage or customer outages. Downed power poles or lines present a hazard that should be handled by LADWP crews only. The Department of Public Works should immediately report this situation to LADWP and standby at the location for public safety until LADWP crews arrive. LADWP may elect to remove debris in certain situations where critical facilities are located. There may be occasions when it would be permissible for Department of Public Works to remove debris from in or around LADWP facilities or in the vicinity of LADWP infrastructure, but it is not expected that it would be responsible for performing this work.

IV. DIRECTION, CONTROL AND COORDINATION

This Debris Management Appendix may be activated when the Mayor declares a local emergency, or if there is an automatic activation. An automatic activation follows a disaster or event that the city has identified, in advance, as one that requires an immediate response. Disasters requiring automatic activation are those events that pose an immediate threat to public safety.

Some portions of this Appendix, go into effect immediately following a debris-generating event. The remainder of this Appendix is only activated when the incident grows in scope to a point where activation of the Emergency Operations Center (EOC) is warranted. Activation of the EOC is not necessarily automatic or necessary with all incidents.

In advance of, or simultaneous with, the city plan activation, city departments and agencies including the police department, fire department, department of transportation, department of recreation and parks and the harbor department will also activate their departmental debris management plans.

V. ADMINISTRATION, FINANCE, AND LOGISTICS

Each department is required to have documented internal administrative procedures in place

to track financial costs related specifically to the response and/or recovery of an incident. These procedures must include tracking all expenditures specifically related to the incident, including personnel costs such as straight and overtime payroll costs related specifically to the incident. Departments are also required to have in place, documented internal administrative procedures for requesting, fulfilling and tracking internal resource requests, department to department (DOC-to-DOC) resource requests, field to department (field-to-DOC) and department to EOC (DOC-to-EOC). Each department is responsible for the tracking of their own resources, including the tracking of personnel.

If an incident meets designated thresholds for Proclamation or Declaration of a State and/or Federal Emergency or Disaster, the Department of the Chief Administrative Officer (CAO), acting as the City's Authorized Agent, will develop a method for collecting financial documentation from departments as needed for submission as part of the City's reimbursement application process.

A. Contracts

Contracting for labor and equipment may be necessary if the magnitude of the disaster and the resultant debris is beyond the capabilities of the City. In the event of a disaster, the city will first rely on current contracts, which have been executed and are ready for implementation and/or pre-drafted contracts that are ready to be finalized, advertised, and awarded. Also, contractors currently working on Public Works construction projects may be used in debris removal efforts when directed to do so.

Contractors will need to be trained on City's requirement for the debris reduction and disposal procedures. The basic requirements for handling construction waste are in the Master General Conditions for Public Works contracts. Ordinance 181519 outlines the basic requirements for handling construction waste in the city. These must be adhered to as well as any contractual requirements. The city will train the contractor on the facilities and the types of debris they each accept. Mixed debris should be taken to a certified processor. The current list of certified processors and their recycling rate is at: http://www.lacitysan.org/solid_resources/strategic_programs/ab939/compliance_fee.htm

Many of these facilities already have contracts with the city. Material that is source separated, in other words, the wood is in a pile by itself, the metal is by itself, can be taken to a recycling facility. Some of these facilities are listed in the C&D Guide. The most recent version of the C&D Guide is at: http://www.lacitysan.org//solid_resources/recycling/publications/index.htm

BCA monitors will verify that contractors are meeting contract specifications and that loads are delivered to the appropriate location for the debris. Appendix D, Inert Disposal Facilities and Diversion Designations, is a listing of locations handling inert debris.

The following are general requirements to be carefully considered and included in

debris-related bid documents and contracts:

- Identify criteria for the work, including criteria for responding time, scope of response, and the time required in between the awarding of the work and mobilizing to initiate the work.
- The scope of work must be well-defined and each intended task specifically addressed. It must be comprehensive and concise with specific language for each task.
- All contracts issued must be in strict compliance with the City's contracting Ordinances and State Labor Laws.

The city may enter into agreements with private contractors for the following types of work:

- Equipment rental for debris clearance from roadways;
- Debris removal services and transportation to TDSR sites;
- Debris removal and disposal site operations;
- Household hazardous waste removal, collection and disposal;
- Debris monitoring services to include field inspections, load site monitoring and disposal site monitoring
- Fencing and boarding

B. Reasonable Cost

FEMA will only reimburse reasonable cost for disaster debris removal. The FEMA definition of "reasonable" is a cost that is both fair and equitable for the type of work being performed. The reasonable cost requirement applies to all labor, materials, equipment, and contract costs awarded for the performance of eligible work.

C. Types of Contracts

There are three types of contracts that local governments can enter into for reimbursement:

1. Time and Materials (T&M) Contracts

Time and Materials (T&M) Contracts are based on the price of labor and equipment when it is operating. T&M contracts may be used for short periods of time immediately after the disaster to mobilize contractors for emergency clearance efforts. They must have a dollar ceiling or a not-to-exceed limit for hours (or both), and should be terminated immediately when this limit is reached. This contract qualifies for reimbursement for the first 70 hours of debris clearance and only when all city and State equipment has been committed elsewhere.

2. Unit Price Contracts

Unit Price Contracts are based on weights (tons) or volume (cubic yards) of debris hauled, and should be used when the scope-of-work is not well defined.

A Unit Price Contract:

- Ensures a wide range of competition because of the simplicity of the contract.
- Requires contract monitoring at both loading sites and at the disposal sites.
- Has a relatively low risk to the contractor.
- Has a possibility of contract fraud if loading and disposal operations are not closely monitored.
- Is complicated if additional segregation for recycling and disposal is required at the staging sites.
- Requires all trucks to be accurately measured and numbered.
- Requires a significant amount of documentation and accurate accounting.

3. Lump Sum Contracts

- Lump Sum Contracts establish the total contract price using a one-item bid from the contractor. Lump sum contracts can be defined in one of two ways:
 - Area method, where the scope of work is based on a one-time clearance of a specified area.
 - Pass method, where the scope of work is based on a certain number of passes through a specified area, such as a given distance along a right-of-way.
- Should only be used when there is a clearly defined scope of work, with areas of work and quantities of material clearly identified.
- Requires minimum contract monitoring.
- Shifts most risk to the contractor.
- May result in difficulty in quantifying the amount of debris that will be brought to the right-of-way for removal.
- Does not require quantities of truckloads to be documented.

4. Ineligible Contracts

FEMA will not provide funding for the following types of contracts:

- Cost-plus-percentage of cost contracts.
- Contracts contingent upon receipt of local Government or Federal disaster assistance funding.
- Contracts awarded to debarred contractors

5. Monitoring Contractors

The formal monitoring of contractor activities is necessary to ensure satisfactory performance. Monitoring includes the following:

- Verification that all debris picked-up is a direct result of the disaster
- Truck-by-truck inspection to ensure that trucks are fully-loaded
- On-site monitoring of pick-up areas, temporary sites, and disposal areas

- Verification that the contractor is working in its assigned contract areas
- Access control and security of all debris reduction and disposal sites
- Daily labor and equipment inventories
- Monitoring and reporting of overtime hours worked
- Daily recording and reporting of all contract activities
- Work area safety and traffic control
- Proper signage and notification of residents
- Ensuring vehicle and pedestrian access (where reasonable)

6. Site Monitors

Site monitors are responsible for observing and documenting the work being done at two locations: the collection point and the processing/storage site. Monitors should be trained and have a good understanding of eligible and ineligible debris to ensure ineligible debris is not picked up. BCA will provide site Inspectors from their own staff that will control the load tickets that verify the debris being picked up is eligible under the terms of the contract. BCA inspectors will ensure contractors are complying with the contract through training, enforcement of separation at the site, and monitoring of trucks at the facility. The inspectors will continuously visit facilities to enforce contract requirements.

BCA will provide the following three types of monitors:

i. Field Inspection Teams (FIT)

BCA will be responsible for monitoring contractors' performance for debris removal and disposal operations by staffing Field Inspection Teams. FIT will provide continuous monitoring at each TDSR site to ensure that operations are being followed as specified in the contractor scope of work and contract with respect to local and Federal regulations and the Baseline Checklist. All project records pertaining to debris removal operations by private contractors shall be maintained in accordance with Federal Regulations and shall be retained by the Inspector of Public Works. FIT will periodically monitor loading sites and prepare daily reports describing their observations. FIT will also periodically canvass the city and report on the location of any illegal dumping sites.

ii. Load Site Monitors

The Load Site Monitors will be assigned to each contractor-loading site within the designated Debris Zones. The Loading Site Monitor will initiate the load tickets that verify the debris being picked up is eligible under the terms of the contract. The following information on the top portion of the load ticket is to be completed by the Loading Site Monitor:

- Date of the work
- Location of the work site, including the village, street name, and intersection (if possible)

- Whether or not the work is being done on a Federal Aid Road
- Type of debris such as woody, construction and demolition (C&D), metals, white goods, mixed, household hazardous waste, etc.
- Driver's name and ID#
- Time the truck left the loading site and the odometer reading
- Any other pertinent information

Loading Site Monitors will also complete a Record of Loads, a Daily Quality Assurance Report and a Productive Equipment Hours Report.

iii. Disposal Site Monitors

The Disposal Site Monitors will be stationed at all TDSR sites, hardfill sites, recycling facilities, and landfill sites for the purpose of verifying the quantity of material being hauled by the Debris Removal and Disposal Contractor through the use of load tickets. TDSR site monitors will use the inspection stations at each TDSR site, which allows for a clear view of the load bed of each piece of equipment used to haul debris. The TDSR site contractor is responsible for constructing and maintaining the monitoring stations. TDSR Site monitors will also complete a monitoring report.

Disposal Site Monitors will verify the load and estimate the volume of debris in cubic yards and record the estimated quantity on the pre-printed load tickets. The following sections on the bottom portion of the load ticket needs to be completed by the Disposal Site Monitor:

- Disposal site location
- Time the truck arrived at the disposal site and the odometer reading
- The volume of debris in the load in cubic yards

7. 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 the debris load tickets. One part of the load ticket will be given to the truck driver, one part retained by the site monitor and the third part returned to the site inspector through the contractor's authorized superintendent or foreman. The truck driver's portion of the load ticket will be turned in daily to their supervisor. The site monitor's copy will be turned in daily to the coordinator for BCA. Payment for hauling debris will only be approved upon presentation of the duplicate debris load ticket with the contractor's invoice to BCA.

VI. AGREEMENTS AND UNDERSTANDINGS

Currently there are no Memoranda of Agreements or Understandings for this Appendix.

VII. AUTHORITIES AND REFERENCES

A. Authorities

1. Federal
 - a) The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended. <http://www.fema.gov/about/stafact.shtm>
 - b) Homeland Security Presidential Directive-5 (HSPD-5). http://www.dhs.gov/xabout/laws/gc_1214592333605.shtm
 - c) National Incident Management System. Department of Homeland Security. December 2008. http://www.fema.gov/pdf/emergency/nims/NIMS_core.pdf
 - d) National Response Framework. Department of Homeland Security. January 2008. <http://www.fema.gov/pdf/emergency/nrf/nrf-core.pdf>
 - e) Americans with Disabilities Act of 1990, as amended. <http://www.ada.gov/pubs/ada.htm>
2. State of California
 - a) California Constitution. <http://law.justia.com/california/constitution/>
 - b) California Emergency Services Act, 2006. [http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/CALifornia%20Emergency%20Services%20Act/\\$file/ESA-all8-06-final.pdf](http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/CALifornia%20Emergency%20Services%20Act/$file/ESA-all8-06-final.pdf)
 - c) California Code of Regulations, Title 19, Chapters 1 through 6, including:
 - i. Chapter 1, Standardized Emergency Management System. <http://www.cesa.net/library/SEMS%20Calif%20Code%20of%20Regs,%20Title%2019,%2012-95.pdf>
 - ii. Chapter 6, Disaster Assistance Act Regulations. <http://www.kintera.org/atf/cf/%7BE475D1A4-FB9C-4135-AE8B-9310119C7F19%7D/CHAPTER%206%20%20CDAA.pdf>
 - d) California State Emergency Plan. <http://www.oes.ca.gov/WebPage/oeswebsite.nsf/Content/79FCE3912398FA168825740F0060CE32?OpenDocument>

3. County of Los Angeles
 - a) Operational Area Emergency Response Plan
<http://lacoa.org/PDF/OA%20ERP.pdf>
4. City of Los Angeles
 - a) City Emergency Operations Plan

B. References

1. FEMA Disaster Assistance Policy DAP9523.13 Debris Removal from Private Property.
2. FEMA-325 Public Assistance Debris Mgt.Guide Part 1- Public Assistance Eligibility chapters 3,4.
3. Kailes, J. and Enders, A. in "Moving Beyond 'Special Needs' A Function-Based Framework for Emergency Management Planning," Journal of Disability Policy Studies, Vol./No. 44/207, pp. 230-237.
4. Los Angeles Department of Public Health, "Adult Disability in Los Angeles County." LA Health. Sept. 2006.
5. "Los Angeles (City) State & County QuickFacts." Quickfacts.census.gov/qfd/states/06/0644000.html).

ATTACHMENT A-1

Acronym	Full Name
ACM	Asbestos Containing Materials
BOC	Bureau Operation Center
BCA	Bureau of Contract Administration
BOE	Bureau of Engineering
BOS	Bureau of Sanitation
BOSL	Bureau of Street Lighting
BSS	Bureau of Street Services
C&D	Construction and Demolition
CAO	City Administrative Officer
CBRNE	Chemical, Biological, Radiological, Nuclear and Explosive
CRT	Cathode Ray Tube
DC	Debris Coordinator
DM	Debris Manager
DMC	Debris Management Center
DOT	Department of Transportation
DPW	Department of Public Works
DTSC	Department of Toxic Substances Control
DWP	Department of Water and Power
E&PM	Engineering and Project Management
EMD	Emergency Management Department
EOB	Emergency Operations Board
EOC	Emergency Operations Center
EOO	Emergency Operations Organization
ESF	Emergency Support Functions
FEMA	Federal Emergency Management Agency
FIT	Field Inspection Teams
GETS	Government Emergency Telecommunications Service
GSD	General Services Department
HHW	Household Hazardous Waste
IH	Industrial Hygiene
LA	Los Angeles
LADBS	Los Angeles Department of Building and Safety
LADPW	Los Angeles Department of Water and Power

LAFD	Los Angeles Fire Department
LAMC	Los Angeles Municipal Code
LAPD	Los Angeles Police Department
LAWA	Los Angeles World Airport
LAX	Los Angeles International Airport
LCM	Lead Coated/Containing Materials
LEA	Local Enforcement Agency
PAO	Public Affairs Office
PEL	Permissible Exposure Limits
PIO	Public Information Officer
POLA	Port of Los Angeles
PW	Public Works
R&R	Recovery and Reconstruction
T&M	Time and Materials
TDSR	Temporary Debris Storage and Reduction
USACE	United States Army Corps of Engineers
VHS	Video Home System
VOC	Volatile Organic Carbons
WCB	Workers' Compensation Board
WMD	Weapons of Mass Destruction

ATTACHMENT A-2
DEBRIS REMOVAL FROM PRIVATE PROPERTY



FEMA
DISASTER ASSISTANCE POLICY

DAP9523.13

I. TITLE: Debris Removal from Private Property

II. DATE: JUL 18 2007

III. PURPOSE:

This policy describes the criteria that the Federal Emergency Management Agency (FEMA) will use to evaluate the eligibility of debris removal work from private property under the Public Assistance Program.

IV. SCOPE AND AUDIENCE:

The policy is applicable to all major disasters and emergencies declared on or after the date of publication of this policy. It is intended for FEMA personnel involved in the administration of the Public Assistance Program.

V. AUTHORITY:

Sections 403(a)(3)(A), 407, and 502 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), 42 U.S.C. 5170b, 42 U.S.C. 5173, 42 U.S.C. 5192, and 44 CFR 206.224.

VI. BACKGROUND:

A. Sections 403(a)(3)(A) and 407 of the Stafford Act, 42 U.S.C. 5170b and 5173, respectively, provide FEMA authority to fund debris removal from private property provided that the State or local government arranges an unconditional authorization for removal of the debris, and agrees to indemnify the Federal government against any claim arising from the removal.

B. The regulations implementing Sections 403 and 407 of the Stafford Act at 44 CFR 206.224 establish the requirement that debris removal be in the "public interest" in order to be eligible for reimbursement. "Public interest" is defined as being 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



FEMA

DISASTER ASSISTANCE POLICY

DAP9523.13

3. ensure economic recovery of the affected community to the benefit of the community-at-large.

C. Generally, debris removal from private property following a disaster is the responsibility of the property owner. However, large-scale disasters may deposit enormous quantities of debris on private property over a large area resulting in widespread immediate threats to the public-at-large. In these cases, the State or local government may need to enter private property to remove debris to: eliminate immediate threats to life, public health, and safety; eliminate immediate threats of significant damage to improved property; or ensure economic recovery of the affected community to the benefit of the community-at-large. In these situations, debris removal from private property may be considered to be in the public interest and thus may be eligible for reimbursement under the Public Assistance Program (44 CFR 206.224).

VII. POLICY:

A. Definitions.

1. Disaster-generated debris: Any material, including trees, branches, personal property and building material on public or private property that is directly deposited by the disaster.

2. Improved property: Any structure, facility, or equipment that was built, constructed, or manufactured. Examples include houses, sheds, car ports, pools, and gazebos. Land used for agricultural purposes is not improved property (44 CFR 206.221(d)).

3. Legal responsibility: A statute, formally adopted State or local code, or ordinance that gives local government officials responsibility to enter private property to remove debris or to perform work to remove an immediate threat (44 CFR 206.223(a)(3), 44 CFR 206.221(c), and 44 CFR 206.225(a)(3)).

4. Private property: Land and structures, to include contents within the structures, built on land that is owned by non-governmental entities (44 CFR 206.224(b)).

5. Private road: Any non-public road for which a subdivision of the State is not legally responsible to maintain. Private roads include roads owned and maintained by homeowners associations, including gated communities, and roads for which no entity has claimed responsibility. Local police, fire, and emergency medical entities may use these roads to provide services to the community (44 CFR 206.224(b)).



FEMA

DISASTER ASSISTANCE POLICY

DAP9523.13

B. Approval for FEMA Assistance. FEMA will work with states affected by a disaster to designate those areas where the debris is so widespread that removal of the debris from private property is in the “public interest” pursuant to 44 CFR 206.224, and thus is eligible for FEMA Public Assistance reimbursement on a case-by-case basis.

1. Any State or local government that intends to seek reimbursement to remove debris from private property within a designated area will, prior to commencement of work, submit a written request for reimbursement to, and receive approval from, the Federal Coordinating Officer (FCO). The written request will include the following information:

a. Public Interest Determination (44 CFR 206.224(a)):

i. Immediate Threat to Life, Public Health, and Safety Determination. The basis of a determination by the State, county or municipal government’s public health authority or other public entity that has legal authority to make such a determination that disaster-generated debris on private property in the designated area constitutes an immediate threat to life, public health, and safety; or

ii. Immediate Threat to Improved Property Determination. The basis of the determination by the State, county, or municipal government that the removal of disaster-generated debris is cost effective. The cost to remove the debris should be less than the cost of potential damage to the improved property in order for the debris removal to be eligible; or

iii. Ensure Economic Recovery of the Affected Community to the Benefit of the Community at Large Determination. The basis of the determination by the State, county, or municipal government that the removal of debris from commercial properties will expedite economic recovery of the community-at-large. Generally, commercial enterprises are not eligible for debris removal.

b. Documentation of Legal Responsibility (44 CFR 206.223(a)(3)).

A detailed explanation documenting the requesting State or local government’s authority and legal responsibility at the time of disaster to enter private property to remove debris, and confirmation that all legal processes and permission requirements (e.g., right-of-entry) for such action have been satisfied.

i. The eligible applicant requesting assistance must demonstrate the legal basis as established by law, ordinance, or code upon which it exercised or intends to exercise its responsibility following a major disaster to remove disaster-related debris from private property. Codes and ordinances must be germane to the condition representing an immediate



FEMA

DISASTER ASSISTANCE POLICY

DAP9523.13

threat to life, public health, and safety, and not merely define the applicant's uniform level of services. Typically, solid waste disposal ordinances are considered part of an applicant's uniform level of services.

States and local governments ordinarily rely on condemnation and/or nuisance abatement authorities to obtain legal responsibility prior to the commencement of debris removal work. There may be circumstances, however, where the State or local government determines that ordinary condemnation and/or nuisance abatement procedures are too time-consuming to address an immediate public health and safety threat. In such circumstances, applicants do not have to precisely follow their nuisance abatement procedures or other ordinances that would prevent the State or local government from taking emergency protective measures to protect public health and safety (44 CFR 206.225(a)).

ii. The applicant's legal responsibility to take action where there is an immediate threat to life, public health, and safety must be independent of any expectation, or request, that FEMA will reimburse costs incurred for private property debris removal. In addition, legal responsibility is not established solely by an applicant obtaining signed rights-of-entry and hold harmless agreements from property owners.

c. Authorization for Debris Removal from Private Property (44 CFR 206.223(a)(3)). Confirmation that a legally-authorized official of the requesting applicant has ordered the exercise of public emergency powers or other appropriate authority to enter onto private property in the designated area in order to remove/reduce threats to life, public health, and safety threat via debris removal.

d. Indemnification (44 CFR 206.9). The requesting entity indemnifies the Federal government and its employees, agents, and contractors from any claims arising from the removal of debris from private property.

2. The FCO will approve or disapprove in writing each written request submitted by the State or local government for FEMA to designate areas eligible for private property debris removal. After receiving approval from the FCO, the State or local government may begin identifying properties and the specific scope of work for private property debris removal activities and apply for supplemental assistance through the Public Assistance Program.

C. Duplication of Benefits (44 CFR 206.191). FEMA is prohibited by Section 312 of the Stafford Act from approving funds for work that is covered by any other source of funding. Therefore, State and local governments must take reasonable steps to prevent such an occurrence, and verify that insurance coverage or any other source of funding does not exist for the debris removal work accomplished on each piece of private property.



FEMA

DISASTER ASSISTANCE POLICY

DAP9523.13

1. When debris removal from private property is covered by an insurance policy, the insurance proceeds must be used as the first source of funding. Public Assistance grant funding may be used to pay for the remainder of the costs of debris removal from private property.

2. If FEMA discovers that a duplication of benefits from any other source of funding has occurred, FEMA will de-obligate funds from the Grantee in the amount that such assistance duplicates funding that the property owners received from other sources.

D. Eligibility of Debris Removal Work from Private Property (44 CFR 206.224(b)).

1. Eligible debris removal work from private property includes removal of:

a. Large piles of disaster-generated debris in the living, recreational, and working areas of properties in urban, suburban, and rural areas, including large lots.

b. Disaster-generated debris obstructing primary ingress and egress routes to improved property.

c. Disaster-damaged limbs and leaning trees in danger of falling on improved property, primary ingress or egress routes, or public rights-of-way.

i. Hazardous tree removal is eligible only if the tree is greater than six inches in diameter (measured at diameter breast height) and meets any of the following criterion: more than 50% of the crown is damaged or destroyed; the trunk is split or broken branches expose the heartwood; or the tree is leaning at an angle greater than 30 degrees and shows evidence of ground disturbance.

ii. Hazardous limb removal is eligible only if the limb is greater than two inches in diameter measured at the point of break.

d. Debris created by the removal of disaster-damaged interior and exterior materials from improved property.

e. Household hazardous wastes (such as household cleaning supplies, insecticides, herbicides, etc.)

f. Disaster-generated debris on private roads, including debris originating from private property and placed at the curb of public or private rights-of-way, provided that the



FEMA

DISASTER ASSISTANCE POLICY

DAP9523.13

removal of the debris is the legal responsibility of an eligible applicant, on the basis of removing an immediate threat to life, public health, and safety.

2. Ineligible debris removal work on private property includes the removal of:

- a. Debris from vacant lots, forests, heavily wooded areas, unimproved property, and unused areas.
- b. Debris on agricultural lands used for crops or livestock.
- c. Concrete slabs or foundations-on-grade.
- d. Reconstruction debris consisting of materials used in the reconstruction of disaster-damaged improved property.

E. Debris Removal from Commercial Property. The removal of debris from commercial property is generally ineligible for Public Assistance grant funding. It is assumed and expected that these commercial enterprises retain insurance that can and will cover the cost of debris removal. However, in some cases as determined by the FCO, the removal of debris from private commercial property by a State or local government may be eligible for FEMA reimbursement only when such removal is in the public interest (44 CFR 206.224(a) and (b)).

Industrial parks, golf courses, commercial cemeteries, apartments, condominiums, and mobile homes in commercial trailer parks are generally considered commercial property with respect to Public Assistance funding.

F. Environmental and Historic Review Requirements. Eligible debris removal activities on private property must satisfy environmental and historic preservation compliance review requirements as established by 44 CFR Parts 9 and 10, the National Historic Preservation Act, the Endangered Species Act, and all other applicable legal requirements.



FEMA

DISASTER ASSISTANCE POLICY

DAP9523.13

VIII. ORIGINATING OFFICE: Disaster Assistance Directorate (Public Assistance Division)

IX. SUPERSESSION: This policy supersedes Recovery Policies 9523.13 and 9523.14, dated October 23, 2005, and all previous guidance on this subject.

X. REVIEW DATE: Three years from date of publication.

Carlos J. Castillo
Assistant Administrator
Disaster Assistance Directorate

ATTACHMENT A-3

ON-CALL DEMOLITION CONTRACTORS

ATTACHMENT A-4

NON-ACTIVE LANDFILLS

ATTACHMENT A-5

CONSTRUCTION AND DEMOLITION RECYCLING GUIDE

http://www.lacitysan.org/solid_resources/pdfs/c&d_guide.pdf

ATTACHMENT A-6

CALIFORNIA COMMERCIAL OFFSITE HAZARDOUS WASTE FACILITIES

http://www.dtsc.ca.gov/hazardouswaste/upload/haz-waste_Facilities-List.pdf