

## **SUPPORT ANNEX 10 EMERGENCY DEBRIS MANAGEMENT**

Pierce County Planning & Public Works (Department) is responsible for implementing Support Annex 10—Emergency Debris Management, Pierce County’s debris management plan. The Pierce County Department of Emergency Management provides coordination support to the Department during implementation of Support Annex 10.

### **Lead Agencies**

- Pierce County Planning & Public Works

### **Support Agencies**

- Pierce County Department of Emergency Management
- Pierce County Facilities Management
- Pierce County Parks & Recreation
- Tacoma-Pierce County Health Department
- Washington State Emergency Management Division (EMD)
- Federal Emergency Management Agency (FEMA)

### **External Support**

- Pierce County Recycling Composting and Disposal LLC, dba LRI
- Waste Connections, dba Murrey’s Disposal Company
- Waste Connections, dba DM Disposal
- Waste Connections, dba LeMay, Inc.

**RECORD OF REVISIONS**

Pierce County Comprehensive Emergency Management Plan - Support Annex 10—Emergency Debris Management	Authored by: Pierce County Planning & Public Works
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Revision Process:

Persons identifying potential or necessary revisions should submit revision requests by email to: **pcrecycle@piercecountywa.gov**, or to (253) 798-2179. Approved changes will be made and recorded on the form provided below.

**REVISION HISTORY**

<b>Revision</b>	<b>Description of Change</b>	<b>Author(s)</b>	<b>Effective Date</b>
0.	Initial Release – November, 2013	Steve Wamback Yvonne Reed	01/10/2014
1.	Bi-Annual Update Review and minor changes (staffing and forms)	Craig Swanson	08/31/2016
2.	Add Appendix E with information requested by FEMA Revised information and materials based on Dept. reconfiguration Updated forms	Rick Johnston	c. 2018
3.	Revised to reflect organizational changes.	Gloria Van Spanckeren	11/18/2019

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## ACRONYMS AND ABBREVIATIONS

CEMP:	Pierce County Comprehensive Emergency Management Plan
County:	Pierce County Government
DACC:	Damage Assessment Call Center
DEM:	Pierce County Department of Emergency Management
DEOC	Departmental Emergency Operations Center
Department:	Pierce County Planning & Public Works
DMS:	Debris Management Site(s)
EMD:	Washington State Emergency Management Division
EMS:	Emergency Medical Services
EOC:	Tacoma-Pierce County Emergency Operations Center
EPA:	Environmental Protection Agency
ESF:	Emergency Support Function
FEMA:	Federal Emergency Management Agency
HIRA:	Hazard Identification and Risk Assessment
ICS:	Incident Command System
JIC PIO:	Joint Information Center Public Information Officer
JIC:	Joint Information Center
NIMS:	National Incident Management System
PCRCD/LRI	Pierce County Recycling, Composting & Disposal dba LRI
PCWARN:	Pierce County Warning and Alert Response Network
PIO:	Public Information Officer
Plan	Support Annex 10—Emergency Debris Management
PPE:	Personal Protective Equipment
PPW	Pierce County Planning & Public Works
RCRA:	Resource Conservation and Recovery Act
RCW:	Revised Code of Washington
Stafford Act:	Robert T. Stafford Disaster Relief and Emergency Assistance Act
TPCHD:	Tacoma-Pierce County Health Department
UTC:	Utilities and Transportation Commission
WAC:	Washington Administrative Code
<i>Waste Handling Agreement:</i>	<i>2008 Pierce County - PCRCD Waste Handling Agreement</i>

## **I. INTRODUCTION**

### **A. Mission**

Pierce County Planning & Public Works (Department) will, to the best of its ability and using available resources, coordinate the collection, processing, and final disposal of incident-generated debris throughout Pierce County. By assisting in the response, recovery, mitigation, and restoration of normal operations, the Department will help prevent health problems, protect lives and property, and reduce environmental harm.

### **B. Purpose**

1. Ensure a coordinated response to the clearing, removal and disposal of debris that is generated in natural and human-caused emergencies.
2. Identify debris removal functions and responsibilities of local government and associated agencies and organizations.
3. Ensure incident-generated debris is managed in a manner that minimizes adverse effects on the environment and best protects public health and safety, efficiently deploys county and private staff and resources, maximizes the effectiveness of each dollar spent, and returns communities to pre-disaster conditions (environmental, economic, and social/societal) as soon as possible.
4. Identify potential waste streams and volumes by incident type and location.

### **C. Scope**

1. Support Annex 10—Emergency Debris Management (Plan) is Pierce County’s debris management plan and describes the policies, situations, planning assumptions, concepts of operations and responsibilities for debris management operations in Pierce County during emergencies and major disasters.
2. Support Annex 10 provides guidance for a systematic and coordinated approach to manage debris generated during or following an event proclaimed an emergency by, or for, the Pierce County Executive. The Plan and the programmatic options contained herein shall not be in effect until such proclamation takes effect.
3. The Department is the lead agency for assisting the public, the County, and other agencies with disposal options and technical assistance related to incident-generated debris throughout its service area.
4. The Department will work with and coordinate incident-generated debris collection and disposal efforts with the Department of Emergency Management (DEM), different divisions within the Department, the Tacoma-Pierce County Health Department (TPCHD), other agencies, external resources (e.g., State-regulated waste haulers; PCRCD/LRI), property owners, etc.

5. The Department priorities during an incident are listed in order below. These priorities will guide the emergency preparedness before an event, emergency response during the event, and recovery after the event.
  - i. Prevent the loss of life
  - ii. Protect the health and safety of people
  - iii. Prevent damage to the department's infrastructure
  - iv. Keep systems operational to protect the economic well-being of the county
  - v. Prevent private property damage
  - vi. Protect the environment

**D. Alignment with Other Plans**

1. Pierce County Comprehensive Emergency Management Plan.
2. Support Annex 8—Pierce County Disaster Recovery Framework.
3. Emergency Support Function #14—Long-Term Community Recovery Annex.
4. Pierce County Emergency Operations Center Plan.
5. Pierce County Planning & Public Works, Maintenance & Operations Continuity of Operations Plan, Appendix J.
6. Tacoma-Pierce County Solid Waste Management Plan.

**E. Plan Maintenance and Updates**

Support Annex 10 (Plan) was assembled with input from multiple County divisions and departments, agencies, jurisdictions, internal and external resources. The Department is the lead agency for maintaining and updating this Plan. The Director of Planning & Public Works, or their designee, will designate staff to review the plan biennially. Staff reviewing the plan will coordinate with Pierce County Department of Emergency Management (DEM). Important or priority amendments may be necessary at any time. Designated staff from the Department and/or DEM shall ensure revised pages are distributed to Plan holders.

## II. AUTHORITIES

Chapter II provides key legal authorities relating to solid waste management as well as language that proposes individual responsibility and potential limitations on government during an incident.

### A. Legal Authorities

#### 1. Federal Laws

- i. The United States Environmental Protection Agency (EPA) delegates enforcement of hazardous and solid waste disposal laws under the Resource Conservation and Recovery Act to the State
- ii. Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)

#### 2. State Laws

- i. Chapter 36.58 RCW:  
RCW 36.58.020 through 36.58.040, 36.58.050, 36.58.060, and 36.58.090
- ii. Chapter 38.52 RCW
- iii. Chapter 70.95 RCW:  
RCW 70.95.010(6)(c), 70.95.060, 70.95.065, 70.95.080 through 70.95.094, 70.95.096 through 70.95.160, 70.95.165, 70.95.170 through 70.95.200, 70.95.210, 70.95.235, and 70.95.305
- iv. Chapter 81.77 RCW:  
RCW 81.77.010(7), 81.77.020, 81.77.030, 81.77.40, 81.77.110 and 81.77.120

#### 3. State Regulations

- i. Chapter 173-350 WAC
- ii. Chapter 173-351 WAC
- iii. Chapter 480-70 WAC

#### 4. County Law/Code/Ordinance

Pierce County Code:

- i. Title 2. Chapter 2.118
- ii. Title 8. Chapter 8.08
- iii. Title 8. Chapter 8.28
- iv. Title 8. Chapter 8.30
- v. Title 8. Chapter 8.32
- vi. Title 18A

#### 5. County Regulations

- i. Board of Health Regulations Chapter 28



**B. Disclaimer**

This Support Annex and the programmatic options discussed herein shall not take effect until such time as an emergency is proclaimed by, or for, the Pierce County Executive.

The Department’s ability to support the recovery process depends on the scale of impacts from the incident. As a result, no guarantee of a “perfect” response or provision of recovery resources is expressed or implied. The Department can only endeavor to make every reasonable effort to respond based on the situation, information, and resources available at the time of and after the emergency or major disaster.

With respect to the above and in preparation for any given event, citizens should consider one or more of the following:

- Emergency response may be limited, and recovery slowed, by the inability of affected populations to be self-sufficient. Individuals and/or families should prepare to be self-sufficient for up to two weeks. Preparedness supplies should include at a minimum adequate food, potable water, medical supplies, and shelter.
- Normal modes of communications and provided utilities may be severely interrupted during an incident.
- Transportation to and from affected areas may be cut off or delayed due to damage caused to roads, bridges, airports, seaports, or other means of transportation.
- The provision of fundamental resources such as water, food, first aid, shelter, and sanitary supplies to affected areas will be the highest priority immediately after an incident.
- Emergency service response from police, fire, Emergency Medical Services, public works, and transportation may be delayed due to damaged facilities and equipment, as well as a shortage of personnel.
- Recovery efforts and related support is highly situational, and is dependent upon the incident type, magnitude and duration, accessibility of resources—both internal and external—transportation systems available, and location of vendors and suppliers.

### III. SITUATION

#### A. Emergency/Major Disaster Hazards and Conditions

1. Pierce County is susceptible to a variety of natural or human-caused emergencies that will generate debris. The Pierce County Department of Emergency Management *Hazard Identification and Risk Assessment* (HIRA) document discusses those debris-causing emergencies Pierce County may expect, their probability, and locations likely to be affected. A copy of the HIRA document is available for viewing at:  
  
<http://www.co.pierce.wa.us/DocumentCenter/View/7032>
2. The type and volume of debris generated is dependent upon the magnitude, duration, intensity, and location of the incident. **Appendix A** provides incident-related debris estimates for Pierce County.
3. The type and volume of debris generated, its location, and the size of the area over which it is dispersed will determine the level of response and agency and/or department personnel needed to address the situation. **Appendix B** provides a list of external government resources potentially responding to emergencies and summarizes their role/responsibility.
4. The type and volume of debris generated, its location, and the size of the area over which it is dispersed will determine the collection, processing and disposal methods utilized during recovery. See **Chapter V** “Recovery” and **Chapter VI** “Debris Removal” of this Support Annex for debris collection, processing, and disposal methods relative to the incident type and magnitude.

#### B. Planning Assumptions

1. Departments and Agencies responding to emergencies may have their own priorities, policies, and procedures. This Support Annex does not supersede those processes but instead is intended to coordinate the efforts of the various entities responding.
2. Proclaimed emergencies and/or declared disasters generate debris in volumes that will require its removal from public and/or private property.
3. Debris removal from public and/or private property is considered a secondary response except when its removal is necessary for first responders to clear primary arterials, protect life and property, restore utilities, etc. The Department’s Maintenance and Operations Division’s *All Hazards Emergency Response and Continuity of Operations Plan Appendix J – Snow and Ice Response Plan* includes “Map Set A” which identifies Pierce County’s primary arterials for clearing in the event of an incident.

4. In general, and for the purpose of ensuring employee safety, the clearing of primary arterials and mitigation of damaged utilities (e.g., downed power lines, damaged gas lines) is necessary prior to secondary responder involvement.
5. Incident-generated debris volumes may exceed Pierce County's removal, processing, and disposal capabilities.
6. Pierce County may need to contract for outside resources capable of assisting with debris management processes. Chapter VI, "Debris Removal," contains procedures the Department may use for securing additional contracted resources in the event of an incident
7. Pierce County may need to utilize Debris Management Sites (DMS) to assist with the receipt of incident-generated debris and/or implementation of waste reduction and sorting processes. See **Chapter VI** "Debris Removal" for discussion of pre-selected DMS the County may consider, based on the type and volume of debris received and anticipated processing activities.
8. Debris management assistance on private property may not be the responsibility of the Department when alternative resources are available to the landowner via an insurance provider or when the Department's role becomes secondary to State or Federal response.
9. County debris management programs (e.g., disposal vouchers, curbside collection, reduced disposal rates, etc.) provided for debris generated on private property may require the assistance of the landowner(s) in the form of staging, self-hauling, etc.
10. The County understands that the public, having accumulated incident-generated debris, may unwittingly choose management methods which violate the law, waste scarce resources, shift burdens to other members of the public and increase, rather than decrease, environmental risks, and harm.
11. The County recognizes the importance of educating the public regarding proper waste management, both during an incident and prior to its occurrence.

## IV. CONCEPT OF OPERATIONS

### A. General

1. Support Annex 10—Emergency Debris Management will be activated by available Pierce County staff, to the best of their ability, in order to address incident-generated debris within Pierce County, only after a command structure is established in response to an Executive emergency proclamation.
2. Emergency response operations shall be conducted in accordance with the Pierce County Comprehensive Emergency Management Plan (CEMP) using concepts from the Incident Command System and the National Incident Management System (NIMS) in accordance with state and federal laws. See **Appendix C**, “Pierce County Comprehensive Emergency Management Plan,” for detailed emergency management functions and responsibilities of Pierce County government.
3. When DEM raises the activation level of the Tacoma-Pierce County Emergency Operations Center (EOC)—hereafter called the “EOC”—the Department Director, or their designee, is responsible for coordinating requests for incident-generated debris assistance if/when requested by the EOC Manager or designee.
4. Personnel, including but not limited to, the Department, Tacoma-Pierce County Health Department, Washington State Departments of Ecology, Natural Resources, and Health may provide the Department Director, Incident Commander(s), EOC manager, or their designee(s) with technical assistance related to incident-generated debris management and related assistance.
5. The Washington State Emergency Management Division (EMD) and/or Federal Emergency Management Agency (FEMA) may, when requested, provide Pierce County with technical assistance relating to incident-generated debris and recovery.
6. Non-essential government functions may be suspended to free up staff, equipment, and facilities for tasks related to the management of incident-generated debris located throughout the County. This may include working staff out-of-class or overtime, moving personnel to field operations such as observers at transfer stations, utilizing County property as debris management sites, etc.

### B. Organization

1. **Pierce County Executive:** During an incident, the County Executive—based in part on the scale of the incident and the ability to respond with local resources, and projected cost of operations and recovery—may elect to proclaim an emergency. This proclamation is made at the recommendation of the Director of Emergency Management (See **Attachment One** for *Pierce County Organization Chart*).

2. **Pierce County Department of Emergency Management (DEM):** In the event of an incident of significance, DEM will initiate notification to appropriate departments and agencies when increasing the activation level of the EOC and, if necessary, request agency representation to the EOC. Emergencies may be anticipated or spontaneous. In either case, EOC operations will commence when it is determined that operational coordination will require more than what the individual duty officers can manage by themselves.

The Joint Information Center (JIC) will be opened to act in a lead role to receive, coordinate and disseminate information to the public through the various media available, including information regarding safely handling, removal and disposal of incident-generated debris.

In addition to the above, and instrumental to incident-generated debris operations, will be DEM's activation of the message center in the EOC and the Damage Assessment Call Center for receipt of damage reports and requests for public assistance. The EOC will become aware of and then coordinate requests for debris removal assistance to county departments for county-owned facilities through the Situation Summary process.

3. **First Responders:** In the event of an incident, rapid assessment by first responders and survey teams would include information on the quantity, location and types of debris that would need to be managed. This information would come into the EOC and be directed to the Department's agency representative.
4. **Recovery Field Team.** A Recovery Field Team may be dispatched from the EOC to provide the following:
- Information about services Pierce County can provide to citizens.
  - Department representatives' situational awareness relevant to their Departments.
  - A visible presence in the field to reassure residents that their government is available.

The Recovery Field Team will elicit information regarding damage assessments in specific areas of the county as well as debris types and projected volumes. This information will aid in the distribution of resources throughout the county and be shared by the EOC with the Department to assist their development of tactical cleanup plans.

Information provided to the public by the Recovery Field Team would include best management practices relating to incident-generated debris designation,

staging, and disposal (see **Attachment Two** for a list of Recovery Field Team members).

5. **Pierce County Planning & Public Works Department (Department)**

**Emergency Operations:** In the event of an incident, the Department, having emergency responder responsibilities, would be represented by one or more agency representatives at the EOC. The Department is the lead agency for providing the public, County Departments/Divisions, and incorporated Cities and Towns within its service area with refuse disposal and recycling options and strategies. If it is anticipated that the incident will generate debris, the Department Director, or their designee, when requested by the EOC, will assign staff as agency representatives to the EOC, to coordinate incident-generated debris response and assistance (see **Attachment Three** for Department Incident Command Triage).

In the event debris is generated, and for the purposes of this Plan, the Department will communicate and receive operational direction from the Department agency representative assigned to the EOC to coordinate incident-generated debris response and assistance. The Department will work closely with the EOC to identify needs and appropriate assistance regarding debris management. These communication efforts will be facilitated by having staff at the EOC and in having staff on the Field Recovery Team.

Should multiple Department divisions be affected by the incident, Planning & Public Works will also establish a separate Departmental Emergency Operations Center (DEOC), in addition to having representation at the EOC. The location of the DEOC is identified in the Department's Continuity of Operations Plan (as may be amended from time to time). Department personnel assigned to EOC are expected to communicate County responses to the DEOC staff to better coordinate Department response.

**Chapter VI** "Debris Removal" of this Plan discusses specific assistance provided by the Department during past events and those strategies potentially employed to address the storage, sorting, displacement, and disposal of large volumes of incident-generated debris.

6. **Maintenance and Operations Division of Planning & Public Works (M&O):**

During an incident, M&O personnel are considered first responders, as the clearing of critical transportation infrastructure is instrumental to the success of responding emergency personnel such as police, fire and utilities. Once the incident has ended and Pierce County is in a recovery phase, M&O personnel, equipment, and property may be provided to assist the rest of the Department with incident-generated debris staging, reduction and transport.

7. **Tacoma-Pierce County Health Department (TPCHD):** The TPCHD is the local jurisdiction tasked with the protection of public health and the environment. In the event debris is generated, the TPCHD may provide technical assistance to the County regarding best management practices, permitting requirements, waste handling methods and disposal options.
8. **Additional County Departments:** County Departments and Divisions (e.g., Parks & Recreation, Facilities Management, PPW Airport and Ferry) which have resources such as equipment, personnel and property may assist the Department with recovery efforts. Examples of assistance may include the provision of staff to document debris loads, equipment and operators for the collection, receipt or off-loading of debris, and public property used for the temporary storage of incident-generated debris.
9. **Pierce County Recycling, Composting & Disposal dba LRI (PCRCD/LRI):** As provided for in the *2008 Pierce County – PCRCD Waste Handling Agreement (Waste Handling Agreement)*, during an emergency or major disaster, PCRCD/LRI is to perform the following:
  - Maintain and modify contracts as necessary with the Department for debris disposal.
  - Maintain and staff existing Transfer Stations and the 304<sup>th</sup> Street landfill for receipt of debris.
  - Maintain and staff solid waste drop-off points for the public disposal of debris.
10. **Utilities and Transportation Commission (UTC) Regulated Waste Haulers:** As provided for in the *Waste Handling Agreement*, UTC regulated waste haulers will work with the Department to facilitate debris removal from throughout Pierce County.
11. **State Government:** In the event an incident requires resources beyond those the County can provide, the State may be asked to assist in identifying or providing needed resources.
12. **Federal Government:** In the event an incident requires resources beyond those the local or state government can provide, the federal government may be asked to assist in identifying or providing needed resources.

## V. RECOVERY

Chapter V of the Support Annex 10—Emergency Debris Management (Plan) defines emergencies as they pertain to the Department’s involvement with recovery assistance and related debris management. In addition, Chapter V identifies staff and resources available during emergencies, department preparedness, and expected modes of communication when implementing programmatic recovery assistance options.

### A. Emergencies Defined

1. **Level One Emergency:** Level One Emergencies may affect isolated areas of Pierce County and generate low volumes of debris that would not impact normal solid waste handling operations. During a Level One Emergency, Department resources such as transfer stations and staffing are considered adequate to manage the volume of debris generated and should operate under “normal” conditions or require “minor” adjustments. Stafford Act reimbursement thresholds are not expected to be reached. However, a local emergency proclamation remains necessary for recovery activities or public assistance to be provided. All recovery activities and/or public assistance would be provided at the discretion of the County Executive. The Department Director, or their designee, would not activate emergency management provisions of the *Waste Handling Agreement*.
2. **Level Two Emergency:** Level Two Emergencies may affect wider or concentrated areas of Pierce County and could impact normal solid waste handling operations. During a Level Two Emergency, Department resources such as transfer stations and staffing may not be enough to manage increased volumes of a single waste stream or capable of managing unique or special wastes. As such, the Department Director, or their designee, would activate emergency management provisions provided for in the *Waste Handling Agreement* in order to implement any/all Department programmatic assistance options (see **Attachment One**, Section 7, “Emergency Management,” of the *Waste Handling Agreement*). It is anticipated that reimbursement thresholds established under the Stafford Act may be met and that both the County Executive and the Governor would proclaim an emergency. The Proclamation may subsequently result in the provision of technical assistance to the County.
3. **Level Three Emergency:** Level Three Emergencies are likely to impact large or densely populated areas of Pierce County and are expected to impact normal solid waste handling operations. During a Level Three Emergency, the emergency may directly impact Department resources, and therefore likely to be insufficient to restore normal waste handling operations to customers within a reasonable amount of time. It is anticipated that reimbursement thresholds established under the Stafford Act would be met and a Federal declaration of disaster would ensue.



The Department Director, or their designee, would activate emergency management provisions of the *Waste Handling Agreement*.

**B. Staff and Resources**

1. **Level One Emergency:** Department staff and resources available to respond to a Level One Emergency, and their primary responsibilities are as follows:
  - i. Department Director: The Department Director, or their designee, will ensure the operational aspects of the *Waste Handling Agreement* are in effect, and that designated facilities are capable of receiving/processing debris. The Director, or their designee, is responsible for determining when the emergency has transitioned to the recovery phase. Once in a recovery phase, the Director, or their designee, may assign staff to perform field assessments in determining waste type, volume, location, etc.
  - ii. Project Coordinator: As assigned, the Project Coordinator will ensure designated facilities are operating and/or managing designated waste in accordance with the *Waste Handling Agreement*.
  - iii. Public Information Officer: A Public Information Officer may be assigned to draft, design and/or facilitate the distribution of public information.
  - iv. PCRCD/LRI: PCRCD/LRI will ensure their facilities are operational, staffed, and capable of receiving/ processing designated waste.
2. **Level Two Emergency:** Department staff and resources available to respond to Level Two Emergency and their primary responsibilities are as follow:
  - i. The Department Director, or their designee: The Department Director, or their designee, will first determine when the emergency has transitioned to the recovery phase.
    - Once in a recovery phase and after being requested by the EOC, the Director, or their designee, may assign appropriate staff to assist with field assessments to determine the totality of damage, and implement appropriate programmatic recovery activities.
    - When requested by the EOC, the Department Director, or their designee, will prepare Situational Report(s) for submittal to Department Management and the EOC, and will provide/ensure Department representation at the Emergency Operations Center.
    - The Department Director, or their designee, will determine the necessity of recovery assistance and subsequently activate emergency management provisions of the *Waste Handling Agreement*. They will provide the EOC and the Joint Information Center (JIC) with public information relating to debris management and programmatic recovery assistance. The Director, or their designee, will also provide field personnel to implement and/or

manage programmatic recovery assistance activities and will approve the use of contracted services.

- ii. Tacoma-Pierce County Health Department: The Department Director, or their designee, may request that the TPCHD provide staff (e.g., Environmental Health Specialists) to assist with programmatic recovery assistance.
  - iii. Pierce County Planning & Public Works: The Department Director, or their designee, may request personnel from other Divisions of the Department to assist with programmatic recovery assistance.
  - iv. Other Pierce County Departments: The Department Director, or their designee, may request personnel from Parks & Recreation, District Court Probation, etc., to facilitate and/or assist with programmatic recovery assistance.
  - v. PCRCD/LRI: To the best of their ability, PCRCD/LRI will ensure their facilities are operational, staffed, and capable of receiving/ processing designated waste. As provided for in the *Waste Handling Agreement*, PCRCD/LRI will participate in debris management activities through execution of a Letter of Agreement and will negotiate with the Department for specified services and pricing.
  - vi. Utilities and Transportation Commission Franchised Waste Haulers: To the best of their ability, the franchised waste haulers are to maintain and/or expand their franchised waste collection services.
  - vii. Contract Services: As necessary, Pierce County Procurement and Contract Services will utilize existing contracts or secure services via Pierce County Finance Department’s established protocol.
3. **Level Three Emergency:** The Department Director, or their designee, may provide/request assistance as in a Level Two Emergency, subject to the availability of resources.

### C. Preparedness

1. **Level One Emergency:** As defined, Level One Emergencies will not result in the activation of emergency management provisions in the *Waste Handling Agreement*. As a result, Department involvement will be limited to the provision of technical assistance to facility operators and public information to designated customers.
  - i. Training: The Department Director, or their designee, may identify staff (see Section B, “**Staff & Resources**,” above) and direct/assign them accordingly. Detailed Department Director/staff procedures and documentation are provided in **Chapter VI** “Debris Removal.”

- ii. Experience: Staff from the Department have gained Level One Emergency assistance experience during past wind, ice, and flood events.
  - iii. Equipment: Staff performing Level One Emergency work are provided County credentials/photo identification, a County vehicle, County issued cell phone, field boots and coats for inclement weather.
2. **Level Two Emergency:** As defined, Level Two Emergencies may result in an Executive Proclamation of Emergency and require the Department Director, or their designee, to activate the emergency management provisions in the *Waste Handling Agreement*. Once in the recovery phase, it is anticipated that Department staff will be directed by the Department Director, or their designee, to implement and/or manage programmatic recovery assistance options detailed in **Chapter VI** “Debris Removal.”
- i. Training: ALL employees assigned to recovery efforts will attend briefing meetings prior to being dispatched to the field. Briefings will involve, but are not limited to, answering procedural questions, assigning staff to an area of the county for recovery assistance, providing staff with lists of residences requesting assistance in their areas and updates regarding recovery efforts, and ensuring that field staff have all their necessary field documents.
  - ii. Experience: Staff from the Department have gained Level Two Emergency assistance experience during past flood events. In 2009, the Tacoma-Pierce County Health Department (TPCHD) staff worked with Pierce County Planning & Public Works staff in recovery efforts.
  - iii. Additional Information/Resources: During a Level Two Emergency, the resources listed below may be employed to assist with recovery efforts.
    - **Public Outreach:** DEM web site provides public information regarding emergency preparedness. During an incident, the Joint Information Center is the lead for distributing incident-specific information to the public. Once in the recovery phase from an incident, the Department works closely with the EOC to ensure that the public is informed about specific debris management assistance available.
    - **Staff:** Additional staff may be available from Pierce County Planning & Public Works, Pierce County Parks & Recreation, the TPCHD, and from the incorporated Cities and Towns within Pierce County.
    - **Current Contracts:** The 2008 *Pierce County - PCRCO Waste Handling Agreement* (expires 12/31/2036), in general, assures long term waste handling in Pierce County under normal circumstances.

Section 7, “Emergency Management,” of said Waste Handling Agreement provides language specific to debris cleanup and disposal during an incident. In the event of an emergency or major disaster, PCRCDD/LRI and Pierce County intend, to the best of their abilities, to work cooperatively and within the scope of the Waste Handling Agreement in facilitating recovery efforts.

- **Future Contracts:** The Department currently has no contracts in place for disaster debris loading/processing. It is anticipated that County resources (e.g., PPW Maintenance and Operations, Surface Water Management; Pierce County Parks & Recreation) would be utilized for the purpose of removing/loading incident-generated debris. Likewise, in the event of an emergency, the Department may be able to utilize existing contracts which Pierce County Finance and/or the State or Federal government has established. At this time, it is anticipated that the utilization of contracted services will be sought via existing contract compliance protocol for any and all additional and/or long-term needs.
- **Collection Services:** Washington Utilities and Transportation Commission-certificated haulers and city-contracted haulers provide universal service and have a State-imposed obligation to make all reasonable efforts to be the primary collection entity under normal circumstances. The majority of Pierce County is served by the UTC regulated waste haulers, Harold LeMay Enterprises, Inc., Murrey’s Disposal Company, Inc., and American Disposal Company, Inc., which are subsidiaries of Waste Connections.

In the event of an emergency or major disaster, Waste Connections and Pierce County intend, to the best of their abilities, to work cooperatively in facilitating recovery efforts. This cooperative relationship between the two parties is demonstrated in a *Memorandum of Understanding* (see **Attachment Two** for a sample Memorandum) between Pierce County and Waste Connections’ subsidiaries, Harold LeMay Enterprises, Inc., Murrey’s Disposal Company, Inc., and American Disposal Company, Inc.

- **Debris Management Sites:** Pierce County Code Title 18A Zoning Development Regulations, in general, allows for the designation of either private or public property for the purpose of temporarily receiving, staging and processing waste generated during or after an Executive/State proclaimed emergency or Federal declaration. As necessary and as available, the County may utilize public land for use as Debris Management Sites.

3. **Level Three Emergency:** As defined, a Level Three Emergency will impact Department staff and resources. Any staff capable of reporting to work may be assigned to the recovery effort.

**D. Communications**

1. **Level One Emergency:** A Level One Emergency may require the Department of Emergency Management to open the EOC and/or Pierce County Joint Information Center (JIC) to gather initial information pertaining to the event magnitude, areas affected and potential recovery needs. Pierce County Department of Planning & Public Works may assign staff as agency representatives to the EOC/JIC, but at a minimum, the Department Director, or their designee, will be in direct contact with DEM personnel.

As provided for in the *Continuity of Operations Plan Appendix J*, a Level One Emergency would not require the activation of a Department Emergency Operations Center unless multiple Divisions are affected. As such, potential Department recovery activities would be communicated by Department personnel assigned to the EOC/JIC to the Department Director, or their designee. In the event the DEM does not activate an EOC/JIC, the Department Director, or their designee, may deploy field staff to obtain incident information and potential recovery needs.

2. **Level Two Emergency:** A Level Two Emergency may require DEM to open the EOC/JIC. Department personnel would be represented at the EOC/JIC to coordinate recovery planning and implementation of appropriate debris management assistance. In addition to having representation at the EOC, the Department will establish a separate Department Emergency Operations Center (DEOC) should the incident affect multiple Divisions. The location of the DEOC is identified in the Department's Continuity of Operations Plan (as may be amended from time to time).
3. **Level Three Emergency:** It is anticipated that during and after a Level Three Emergency, standard forms of communication (cellular telephones, land lines, e-mail, and text messaging) will be interrupted. As such, it may be necessary to convey communications face-to-face and/or over public broadcasting systems.

## VI. DEBRIS REMOVAL

Chapter VI of Support Annex 10—Emergency Debris Management (Plan) focuses on the policies and procedures pertaining to incident-generated debris that Pierce County Planning & Public Works Department (Department) employees shall follow when providing recovery assistance. This chapter of the Plan has been written as a stand-alone document as it pertains directly to work performed by the Department and may be used as both a reference point and a training guide for staff tasked with implementing/providing recovery assistance.

### A. Background

Historically, the Department has coordinated incident storm and flood debris recovery activities within unincorporated areas of Pierce County and for the cities and towns which have adopted the County’s Solid Waste Management Plan. In general, recovery activities are performed in conjunction with emergency response efforts and pertain to the collection, transportation, and disposal of designated incident-generated debris. Department efforts and programmatic assistance have provided customers within the waste handling system with the support necessary in a population’s recovery.

### B. Purpose

This debris management plan (Plan) is intended to broadly identify debris removal functions and responsibilities of local government and associated agencies and organizations. The Plan has been assembled to aid in anticipating potential staffing needs and roles to ensure Department procedures and contractual obligations are met when providing programmatic assistance. Additionally, the Plan is intended to ensure that designated waste is handled in a manner which best protects staff, the environment, and public health and safety.

### C. Authority

General government authority to design and operate solid waste systems is given by Chapter 36.58 RCW in tandem with RCW 70.95, in order to protect public health, to prevent land, air, and water pollution, and to conserve the state’s natural economic, and energy resources. This regulation is promulgated under the authority of Subtitle D of the Resource Conservation and Recovery Act.

### D. Policy

1. This Chapter provides guidance for a systematic and coordinated effort to assist Department customers in the clean-up and removal of debris generated during or following any incident that becomes a proclaimed emergency by, or for, the Pierce County Executive. This Plan and the programmatic options contained herein shall not be in effect until such proclamation takes effect.

This policy will remain in effect until revised or rescinded by the Department Director.

2. The Department is the lead agency in assisting the public with the disposal of incident-generated debris throughout its service area.
3. The Department will also assist other agencies with the management of debris generated, abandoned, or illegally deposited on public property.
4. The Department Director, or their designee, will ensure employees tasked with performing recovery assistance work as described herein are trained and equipped to do so.
5. The Department will work with the Department of Emergency Management and other County Departments, the Tacoma-Pierce County Health Department, District Court Probation, state regulated solid waste haulers, PCRCD/LRI, (the operator of the Transfer Station System in Pierce County and owner/operator the 304<sup>th</sup> Street Landfill), property owners, and if necessary, volunteers, for incident-generated debris removal from public and private property.

**E. Responsibilities**

As provided for in the *Comprehensive Emergency Management Plan*, the Pierce County Department of Emergency Management (DEM) is the lead agency responsible for providing a systematic and coordinated emergency response. During and immediately following an incident, first-responder personnel (e.g., police, fire, medical, utilities, County Maintenance and Operations equipment operators) will be focused on preventing the loss of life, protecting public health and safety, and minimizing immediate threats and/or further damage to public/private infrastructure. During an incident, the immediate removal and/or containment of debris may be necessary to accommodate first-responder personnel.

The Department is the lead agency for providing the public, County Departments/ Divisions, and incorporated Cities and Towns within its service area with disposal and recycling options and strategies. During or immediately following an incident, and unless related to first responder activities as described above, the Department's role of subsequent clean up and removal of incident-generated debris is considered secondary, and part of the recovery phase. In this role, the Department will await direction from DEM or the Department agency representative at the EOC before implementing the programmatic options discussed herein.

The responsibilities of DEM and the Department, as they pertain to incident-generated debris management and once in a recovery phase, are as follows:

**1. DEM Responsibilities**

- i. Compile field data on damaged areas of the County and convey to the Department any need for additional field information regarding debris management.
- ii. Notify the Tacoma-Pierce County Health Department of areas where debris may create a health hazard.
- iii. Coordinate volunteer group assistance with the public and share applicable information (e.g., capacity of assistance, location) with the Department.
- iv. Work with District Court Probation to schedule work teams to assist with the debris cleanup of neighborhoods and share applicable information (e.g., capacity of assistance, location) with the Department.
- v. Coordinate public information concerning debris cleanup to citizens, as necessary.
- vi. Distribute information to citizens on safe methods of debris cleanup.

**2. Department Responsibilities**

- i. Coordinate debris removal activities with Utilities and Transportation Commission (UTC) franchised waste haulers and/or contracted waste haulers.
- ii. Maintain and/or implement emergency provisions of the *Waste Handling Agreement* with PCRC/D/LRI for disposal needs and debris management.
- iii. At the request of DEM, assist with surveying community damage, provide Situation Reports (**Attachment One** – Situation Report – Example from Evergreen Quake Exercise in 2012), and determine preferred methods for debris collection and disposal.
- iv. Identify/assign staff to oversee debris collection and management activities during the recovery phase.
- v. Contact the Environmental Health Director, or their designee, at the Tacoma-Pierce County Health Department (TPCHD) to coordinate activation requirements of temporary Disposal Management Sites (DMS) for incident-generated debris or for modifications to permit conditions on existing solid waste facilities.
- vi. Staff identified in Chapter V, Section B, “Recovery,” may be assigned to perform any of the items listed under Item 2 above. In addition, trained staff capable of reporting to work may be assigned to perform tasks such as, but not limited to, the following:
  - Coordinate debris removal activities.
  - Distribute debris disposal vouchers.



- Monitor/manage designated DMS.
- Other duties as assigned.

## F. Implementation

In consultation with the Department’s management, DEM and the County Executive, the Department Director, or their designee, will initiate debris management options discussed in this Chapter, other Department-specific protocols, and designate staff to serve in emergency management capacities.

Department staff may be assigned to coordinate specific sections of this Chapter. In addition, staff may be asked to communicate debris removal objectives to other agencies and the public, document decision-making processes, maintain financial records and perform other roles as assigned.

## G. Procedure

To better coordinate Department response to an incident, these procedures will define employee expectations during an incident and provide staff with a framework for performing field assessments, reporting/tracking information, and coordinating/ providing recovery assistance. Procedures discussed herein were developed based on staff experiences and training related to solid waste/debris management during emergency and non-emergency situations. The procedures provided do not address every scenario. As such, guidance from the Director, or their designee, should be sought in determining the best course of action in unusual circumstances.

### 1. Employee Expectations

This section of the Chapter discusses the Department’s expectations and the procedures staff should follow during or immediately after an incident.

- i. Consistent with the Pierce County Planning & Public Works Continuity of *Operations Plan* (Department Policy 800) and the Essential Personnel Policy (Department Policy 801, as revised) (**Attachment Two** Department Policy 801 and Essential Personnel Record form), the Department Director, and their designee, are designated essential under all circumstances and shall be required to report for duty unless they are physically unable to do so. All Department managers and supervisors are authorized to identify and designate all department personnel with knowledge, skills, and abilities in functions associated with an incident, to be likewise deemed essential personnel for the duration of the incident. In the event of a Level Three Emergency, all Department personnel should expect to be identified as essential for some period. By contrast, in a Level One Emergency, essential personnel may only include an individual Project Coordinator or Public Information Specialist in addition to management.

- ii. Employees are expected to have prepared themselves and their families to be resilient and self-sufficient in the event of an incident, paying particular attention to the recommendations contained in the Pierce County Disaster Preparedness Guide (**Attachment Three**).
- iii. In the event of an incident, management and supervisors shall attempt to contact all employees to determine their essential status and to provide work instructions to both essential and non-essential personnel.

## 2. Field Assessment

During and immediately following an incident, it is vital that Pierce County Department of Emergency Management (DEM) receives information from the field relating to immediate life and safety needs. The totality of damage to private and public property and subsequent costs to repair will assist the Executive in determining whether a proclamation of emergency is warranted. In the event of a proclaimed emergency and in addition to the above, information obtained by field staff will also be used to document Department expenses that may be reimbursed should a Federal declaration ensue (see Reporting below). And finally, field information collected by DEM may be forwarded to the Department for use in determining whether recovery assistance is necessary and if so, what type of assistance is warranted (**Attachment Four: WA State Human Services Initial Damage Assessment Form**).

- i. **Level One Emergency:** Department personnel reporting to work may be assigned to perform field assessment work once the Department Director, and their designee, has determined the County is in the recovery phase. Field assessment work may be necessary if the Department Director, or their designee, remains unclear whether debris disposal assistance is necessary and/or what type of assistance would be adequate. Training and equipment required to perform Level One Emergency field assessment work has been provided in Chapter V, Section C, “Preparedness,” of this Support Annex. Employees assigned to perform field assessment work during or after a Level One Emergency shall do so as follows:
  - a. Upon reporting to work, staff may be asked to attend a briefing meeting with the Department Director, or their designee.
  - b. Briefings are held to inform staff of information DEM may need in the way of field information or the Department Director, and their designee, needs to determine potential recovery assistance options. In addition, briefings act as opportunity to provide staff with necessary paperwork, assign work areas, and train assisting staff from other agencies and/or Departments.
  - c. Staff members performing field assessment work may be paired with another employee for safety purposes and in cross-training assisting staff. For familiarity purposes, the area of the County assigned to an employee

- may be the same as where that individual lives and/or performs their regular duties.
- d. Department Staff assigned field assessment work shall adhere to those safety measures provided for in Department Policy 501 “Safety” (**Attachment Five**).
  - e. Unless directed otherwise, staff shall use the **Field Assessment Form** (see Section 3, “Reporting/Tracking Information” [next page] for additional information) to record and report necessary Department data.
  - f. Unless directed otherwise, staff shall return Field Assessment Forms to the Department Director, or their designee, upon return to their work location at the end of each workday.
- ii. **Level Two Emergency:** Department personnel reporting to work may be assigned to perform field assessment work or to partake in debris removal activities once the Director has determined the county is in a recovery phase. Training and equipment required to perform Level Two Emergency field assessment work has been provided in Chapter V Section C “Preparedness” of this Plan. Employees assigned to perform field assessment work during or after a Level Two Emergency shall do as follows:
- a. Upon reporting to work staff may be asked to attend a briefing meeting with the Department Director, or their designee.
  - b. Briefings are held to inform staff of information DEM may need in the way of field information or the Department Director needs to determine potential recovery assistance options. In addition, briefings provide an opportunity to provide staff with necessary paperwork and to ensure staff is provided appropriate field equipment.
  - c. Department Staff assigned field assessment work shall adhere to those safety measures provided for in **Department Policy 501 “Safety.”**

- d. Unless directed otherwise, staff shall use the **Force Account Labor Summary Record** (see Section 3 Reporting/Tracking Information [below] for additional information) to record and report necessary data. The Force Account Labor Summary Record shall be completed in full and subsequent material projection formulas used to determine waste volumes.
  - e. Assigned employees shall retain their original Records until such a time as they receive direction from the Department Director, or their designee, regarding their relinquishment.
- iii. **Level Three Emergency:** Department personnel reporting to work may be assigned to perform field assessment work or to partake in debris removal activities once the Director has determined the County is in the recovery phase. Training and equipment required to perform Level Three Emergency work is the same as that provided for a Level Two Emergency. However, as a Federal Declaration is anticipated, it is likely that the Department's role would be in support of State Emergency Management and/or FEMA deployed personnel.

### 3. Reporting/Tracking Information

- i. **Level One Emergency:** Department staff performing field assessment work shall use the Field Assessment Form (**Attachment Six**). The Form is designed to provide general information (e.g., debris type and location, rough volume estimates, number of residences affected) relating to a Level One or Two Emergency. The information recorded will be used to assist the Department Director with determining staff and facility needs as well as appropriate recovery assistance (e.g., debris disposal vouchers and designated containers).
- ii. **Level Two Emergency:** Department staff performing recovery assistance work shall use the Force Account Labor Summary Record (Record) (**Attachment Seven**). The Record is designed to track expenses that are eligible for FEMA reimbursement and to aid the Department Director in determining appropriate recovery assistance.
- iii. **Situational Report Development:** In addition to using the above Forms/Records for Department programmatic assistance options, field information collected by Department staff may be used in a Situational Report. If, and when, the Department is asked by the EOC to prepare a Situational Report, it shall contain the information requested, in a format approved or provided by DEM.

4. **Coordinating/Providing Recovery Assistance**

After receiving field assessment information from the EOC, designated staff, or in preparing a Situational Report, the Department Director, or their designee, will consult with Department Management, the Pierce County Executive, and DEM in determining/implementing one or more of the following recovery assistance options.

- i. The Department Director, or their designee, will activate the Emergency Management Provisions of the *Waste Handling Agreement*. Through the *Waste Handling Agreement*, the County's facility operator agrees with the County in advance to participate in debris management activities through execution of a Letter of Agreement which specifies services and pricing. Department procedures are as follows:
  - a. The Department Director, or their designee, activates the emergency provisions of the *Waste Handling Agreement*.
  - b. The Department Director, or their designee, notifies the Vice President of PCRCD/LRI that emergency provisions of the *Waste Handling Agreement* have been activated.
  - c. The Department Director, or their designee, and Vice President of PCRCD/LRI draft a Letter of Agreement (**Attachment Eight** – sample from prior event).
  - d. The Department Director, or their designee, instructs the designated Office Assistant to generate and save a final copy of the Letter of Agreement electronically and on hard copy in the appropriate file locations.
  - e. The Office Assistant transmits the Letter of Agreement to the Vice President of PCRCD/LRI and sends copies to the following:
    - Pierce County Director of Planning & Public Works
    - Pierce County Deputy Director of Planning & Public Works
    - The Solid Waste Project Coordinator assigned to manage/ monitor the debris cleanup.
- ii. Upon activating the Emergency Management Provisions of the *Waste Handling Agreement*, the Department Director, or their designee, may implement one or more of the following recovery assistance options.
  - a. **Assistance Option One. Open Transfer Stations for Extended Hours with no Reduction in Cost for Disposal:** The Department instructs PCRCD/LRI to maintain longer hours of operation at County-owned

solid waste transfer stations and requests the company do the same at the Hidden Valley Transfer Station. This option could be considered if/when an incident caused damage to one or more solid waste facilities. The Department, PCRCD/LRI, and State regulated waste haulers will otherwise maintain normal operations and charge posted fees for the collection and disposal of debris. Department procedures are as follows:

- The Department Director, or their designee, drafts scope of assistance into a Letter of Agreement.
- The Department Director, or their designee, assigns staff to manage/monitor activities, as necessary.
- The Public Information Specialist assigned to debris cleanup drafts press release(s) and provides the draft(s) to the Department Director, or their designee, for approval. The Public Information Specialist then provides the approved press release to the JIC PIO at the EOC for issuance.
- The Public Information Specialist, or their designee, will update the Department web page and release the approved press release on social media.
- Department staff will document the collection and disposal of debris, as necessary.

b. **Assistance Option Two. Open the PCRCD/LRI Landfill for Direct Haul of Debris by Residents with no Reduction in Cost for Disposal:**

The Department asks the Tacoma-Pierce County Health Department to waive permit requirements to allow the PCRCD/LRI Landfill to accept debris hauled directly by residents. This option could be considered if/when an incident caused damage to one or more solid waste facilities. The Department, PCRCD/LRI, and State regulated waste haulers otherwise maintain normal operations and charge posted fees for the collection and disposal of debris. Department procedures are as follow:

- The Department Director, or their designee, contacts TPCHD Environmental Health Director to amend permitting requirements.
- The Department Director, or their designee, drafts scope of assistance into a Letter of Agreement.

- The Department Director, or their designee, assigns staff to manage/monitor activities (as necessary).
  - The Public Information Specialist assigned to the debris cleanup drafts press release(s) and provides the draft(s) to the Department Director, or their designee, for approval. The Public Information Specialist then provides the approved press release to the JIC PIO at the EOC for issuance.
  - The Public Information Specialist, or their designee, will update the Department web page and release the approved press release on social media.
  - FEMA reporting requirements will be provided by PCRCO/LRI.
  - Department staff will document the collection and disposal of debris, as necessary.
- c. **Assistance Option Three. Issue Disposal Vouchers Directly to Affected Residents:** Authorized Pierce County personnel will issue Debris Disposal Vouchers to homeowners, tenants, and businesses with verified debris disposal needs. The Voucher will be usable for reduced cost or free disposal at specified transfer stations for a fixed period. Customers receiving a Voucher will sign an agreement regarding its proper use. Unless special permission is granted, the property owner, tenant, or business receiving the Voucher will need to accompany the waste to the transfer station or landfill. This option will also require action under Section 7 of the Pierce County – PCRCO Waste Handling Agreement (**Chapter V Attachment One**) to determine costs and reimbursement procedures. Department procedures are as follows:
- The Department Director, or their designee, drafts scope of assistance into a Letter of Agreement.
  - The Public Information Specialist assigned to the debris cleanup drafts press release(s) and provides the draft(s) to the Department Director, or their designee, for approval. The Public Information Specialist then provides the approved press release to the JIC PIO at the EOC for issuance.
  - The EOC staff enters property damage reports and public requests for assistance into the WEBEOC database.
  - Department assigned staff/Project Coordinator or designated Office Assistant accesses the WEBEOC database and extracts

Debris Disposal Voucher requests. Requests are entered in an Excel spreadsheet created by Department staff and organized by field inspection areas (**Attachment Nine** – example of Excel spreadsheet).

- The Department Director, or their designee, may hold briefing meetings to distribute disposal voucher materials to designated field staff. In addition to voucher materials, the Department Director, or their designee, may provide additional information for staff to distribute to the public, pertaining to the proper management/disposal of electronics and yard waste, dangers of mold, etc.
- Assigned staff will visit designated properties that have requested a debris disposal voucher, to confirm the requests are eligible (i.e., incident-generated debris, debris accepted at designated disposal facility). If staff determines the site debris is eligible and the applicant is present, while still on site, staff will fill out both the Disposal of Disaster Debris Authorization Form (Disaster Debris Voucher) (**Attachment Ten**) which is left with the customer, and the Disposal of Disaster Debris Request Form (**Attachment Eleven**) which staff will bring back to the office after the customer has signed it.
- If the applicant is not present, assigned staff shall leave a Call for Appointment Letter (**Attachment Twelve**).
- Staff shall record the results of their site visits on the Site Visit Status Form (**Attachment Thirteen**) and provide a copy at the end of each business day to the designated Office Assistant for updating the Excel spreadsheet.
- Applicants receiving a debris disposal voucher are required to self-haul approved debris to County designated facilities and present their voucher to the scale-house attendant.
- PCRCD/LRI personnel will track receipt of incident-generated debris and invoice the County per the Letter of Agreement.
- Department staff may be assigned to designated facilities receiving voucher debris to check loads and ensure waste is both incident-generated and eligible for receipt.
- Department assigned staff/Project Coordinator and designated Office Assistant, or their designee(s), shall track and prepare a



report containing, at a minimum, the total number of disposal vouchers used and the total weight (in tons) of material disposed of via use of disposal vouchers.

- The Department Director, or their designee, may assist or facilitate FEMA reimbursement processes with DEM, State EMD, and or FEMA personnel.
- It should be noted that the disposal voucher process and subsequent attachments have been used only for the disposal of flood-generated debris at this time. As such, applicable forms may need to be amended to address varying incident scenarios and/or waste types generated.

d. **Assistance Option Four. Place Collection Points/Drop-Boxes in Affected Neighborhoods:** For small, local, geographically defined areas, the County will arrange with State-regulated waste hauling companies to place collection boxes/bins for individuals to load with damaged belongings or debris. Haulers will then pick up the boxes as often as needed, as determined by staff. County staff will usually remain on-site for control and monitoring, and to serve as a public information resource. **Appendix A** provides additional information regarding Neighborhood Collection Sites. Department procedures are as follows:

- The Department Director, or their designee, drafts scope of assistance into a Letter of Agreement.
- The Public Information Specialist assigned to debris cleanup drafts press release(s) and provides the draft(s) to the Department Director, or their designee, for approval. The Public Information Specialist then provides the approved press release to the JIC PIO at the EOC for issuance.
- EOC and assigned Department field staff will identify areas of the County with concentrated/high volumes of incident-generated debris.
- Department assigned staff will identify the location where drop-boxes should be placed and coordinate their delivery with State-regulated waste hauling companies by geographical area (**Attachment Fourteen** – service area map).
- Designated staff may be assigned on site to coordinate activities, communicate with the public, ensure eligible and/or appropriate

waste streams are placed in drop-boxes, and to schedule change-outs of full boxes for empties via the service provider. These tasks may be assigned to a citizen representative if/when one is identified. Staff and/or the citizen representative should log the number and size of drop-boxes provided.

- If necessary, Department staff may need to coordinate the provision of either volunteers or County District Court Probation Crews with the EOC to assist with the loading of provided drop-boxes. In this scenario, Department staff and/or citizen representatives assigned to oversee on-site activities should ensure incident-generated debris is loaded from resident driveways and/or near the right-of-way as persons other than the home/business owner should not be entering private property.
  - State regulated waste hauling personnel will track the provision of drop-boxes and invoice the County per the Letter of Agreement.
  - Department assigned staff/Project Coordinator and designated Office Assistant, or their designee(s), shall track and prepare in a report, at a minimum, the total number of drop-boxes provided and the total weight (in tons) of disposed material.
  - The Department Director, or their designee, may assist or facilitate FEMA reimbursement processes with DEM, State EMD, and or FEMA personnel.
- e. **Assistance Option Five. Open Temporary Debris Management Sites:** If the amount or type (e.g., inert, hazardous, mixed municipal, specifically regulated) of debris from a neighborhood would overwhelm the use of drop boxes, or there is a need to restrict and slow the flow of debris to formal transfer stations and the landfill, AND there is a need to move debris off affected properties as quickly as possible, the County could open temporary debris management sites (DMS). DMS would be open for a limited period to accept incident-generated debris, on a first come, first served basis. County-trained staff or contractors will monitor each site.

Pierce County has identified numerous properties, using multiple criteria, for potential use as DMS. It should be noted that because the availability of a particular property is uncertain during an incident, no specific property has been specifically prepared for use as a DMS.

The properties identified have met baseline criteria the County considers important in their potential use. These properties may be better suited for the storage of inert waste as opposed to mixed municipal debris. The Department recognizes that the use of some properties identified may require improvements prior to their use.

Properties identified by the County include those in **Appendix A** Map 1 “Potential Debris Management Sites” and Map 3 “Neighborhood Collection Sites” as well as **Appendix D** “Pierce County Parks Properties” and “Pierce County Pit Sites.”

**County-Monitored DMS:** County-monitored DMS include those receiving inert debris such as natural vegetative waste generated during wind and/or ice storms and do not contain unknowns or chemical hazards. To be considered a DMS, inert debris received would need to be temporarily placed on the surface of the ground. The temporary placement of drop-boxes holding contained debris on County property would not be considered a DMS. Staff assigned to monitor on-site DMS activities would not require any specific training and or personal protective equipment as debris delivered to the site is both inert and only stored on-site for future processing, reduction, or removal. Department procedures are as follows:

- After an emergency proclamation or a presidential declaration of an emergency or major disaster, the Department Director, or their designee, may determine the necessity for opening a County-monitored DMS.
- The Department Director, or their designee, will identify potential DMS location(s) based on expected volumes, hauling routes, where the debris is generated, who will deliver the debris (e.g., public, contractors), etc.
- Assigned Department staff will contact the DMS landowner(s) to arrange a site inspection to determine site logistics pertaining to usable area, egress/ingress, setbacks, easements, etc.
- Once a site is determined to be viable for use, assigned staff, per Pierce County Code Title 18A, shall receive authorization from the property owner or appropriate controlling agency. The use of DMS shall not exceed 180 days unless a time extension is granted by Planning & Public Works, Assigned staff may request a time extension by submitting an Affidavit of Temporary Use (**Attachment Fifteen**) to Pierce County Planning & Public Works.

- Assigned staff should communicate all DMS related information with the Department Director, or their designee, and coordinate specific needs with appropriate departments and agencies, as property use for a DMS is not exempt from applicable local, state or federal requirements related to public health and safety.
- The Department Director, or their designee, or assigned staff may need to coordinate/assign on-site County staff and resources to assist with operational needs such as traffic control and load tracking.
- Assigned staff shall document the receipt of incident-generated debris at the DMS via the use of Load Ticket forms (**Attachment Sixteen**). In addition, assigned staff shall ensure that all persons working at a DMS use the Force Account Labor Summary Record (**Attachment Seven**) to document public assistance information.
- Assigned staff shall preserve all DMS-related correspondence and accumulated forms in a project file for future reference, as this material will be vital if/when the County requests public assistance from FEMA.
- Upon closure of the DMS and as determined by the Department Director, or their designee, staff may be assigned to site activities related to debris removal/processing activities or the restoration of the property.

**Contractor-Monitored DMS:** Contractor-monitored DMS include those receiving potentially and/or known hazardous materials such as mixed waste streams and demolition debris generated during an earthquake. In addition, it is expected that contractors providing services will be responsible for meeting applicable public health and environmental regulations, and ensuring employees are appropriately trained and provided with proper personal protective equipment (PPE). Department procedures are as follows.

- After an emergency proclamation or a presidential declaration of an emergency or major disaster, the Department Director, or their designee, may determine the necessity for opening a County-monitored DMS.

- The Department Director, or their designee, will identify potential DMS location(s) based on expected volumes, hauling routes, where the debris is generated, who will deliver the debris (e.g., public, contractors), etc.
- Once potential DMS locations are identified, assigned staff shall identify potential contractors available to provide necessary services. Anticipated services may include site preparation such as the installation of fencing and improvements to ingress/egress. Anticipated operational services may include equipment/operators and installation of environmental safeguards such impervious surfaces and containment structures. Additional services may include staff for monitoring, load tracking and traffic control. Anticipated administrative services may include the securing of necessary permits.
- Assigned staff shall secure contracted services following established County contracting protocol, working as needed with staff in Administration, Budget and Finance, Contract Compliance, Risk Management, etc. In addition, staff from DEM may be consulted, as State and Federal service contracts may be available for use.
- Once a site is determined to be viable for use and contracted services are secured, assigned staff, per Pierce County Code Title 18A, shall receive authorization from the property owner or appropriate controlling agency. The use of DMS shall not exceed 180 days unless Planning & Public Works grants a time extension. Assigned staff may request a time extension by submitting an Affidavit of Temporary Use (**Attachment Fifteen**) to Pierce County Planning & Public Works.
- Assigned staff should communicate all DMS-related information with the Department Director, or their designee, and facilitate specific contractor needs with appropriate departments and agencies, as DMSs are not exempt from applicable local, state, or federal requirements related to public health and safety.

- Staff shall ensure that all County personnel assigned DMS-related assignments document public assistance information via use of the Force Account Labor Summary Record (**Attachment Seven**).
- Assigned staff shall track and confirm receipt of incident-generated debris at the DMS, using documentation provided by the contractor, such as weight slips, load tracking, contractor invoices.
- Assigned staff shall preserve all DMS-related correspondence and accumulated forms in a project file for future reference, as this material will be vital if/when the County requests public assistance from FEMA.
- Upon closure of the DMS and as determined by the Department Director, or their designee, staff may be assigned to site activities related to debris removal/processing activities or the restoration of the property.

**Expanded County Roles and Responsibilities:** County assigned staff at Contractor-Monitored DMS may be expanded, should the Department complete and/or implement the recommendations pertaining to staff training/monitoring and Department planning listed below.

- **Training:** Pierce County Department of Emergency Management (DEM) recommends recovery personnel receive National Incident Management System (NIMS) training. At a minimum, DEM suggests training including Incident Command System (ICS) 100, 200, 300, 400 and 700. In addition, the Department should consider 40-hour hazardous waste operations and emergency response training for both recovery personnel and staff assigned to work at debris management sites accepting non-inert or unsorted waste streams. In addition to the above, Department staff should be provided periodic training regarding in-house policies and procedures in the event of an incident.
- **Planning:** It is recommended that the Department prepare an employee health and safety plan as it pertains to recovery personnel performing field work and/or assigned to debris management sites accepting unsorted municipal and/or construction waste. Staff working in this capacity should also be equipped and fitted with appropriate personal protective equipment (PPE).

- **Monitoring:** It is recommended that the Department prepare a health monitoring plan for recovery personnel performing field work and/or assigned to debris management sites accepting unsorted municipal and/or construction waste.
- f. **Assistance Option Six. Provide Reduced Cost or Free Disposal at One or More Transfer Stations and/or Landfill:** Open some or all transfer stations or the landfill to accept debris from residential and/or business customers at a fixed reduced cost (or free) if the amount of debris is beyond the ability of the regulated waste haulers normal collection services, and/or requires immediate removal of debris to minimize public and/or environmental health hazards. Facilities will be open for a limited period to accept incident-generated debris, on a first-come, first-served basis. Department procedures are as follows:
- The Department Director, or their designee, drafts scope of assistance into a Letter of Agreement.
  - The Public Information Specialist drafts press release(s) and provides the draft(s) to the Department Director for approval. The Public Information Specialist then provides the approved press release to the JIC PIO at the EOC for issuance.
  - EOC and assigned Department field staff will identify areas of the County with concentrated/high volumes of incident-generated debris.
  - Department staff may be assigned to designated facilities to ensure waste is incident-generated and eligible for acceptance at the facility.
  - PCRCD/LRI personnel will track receipt of incident-generated debris and invoice the County per the Letter of Agreement.
  - Department assigned staff/Project Coordinator and designated Office Assistant, or their designee(s), shall track and prepare in a report, at a minimum, the total number of customers utilizing the assistance and the total weight (in tons) of material disposed.
  - The Department Director, or their designee, may assist or facilitate FEMA reimbursement processes with DEM, State EMD, and/or FEMA personnel.

- g. **Assistance Option Seven. Arrange for Debris Collection from Specified Individual Properties:** Like option “d” above. Rather than siting a centralized collection point or drop box, haulers are sent to specified, pre-approved properties by the Department.
- See **item d** above for applicable procedures.
  - The Department may require the property owner sign an access agreement.
- h. **Assistance Option Eight. Organize Neighborhood-Specific Curbside Collection Programs:** Neighborhood curbside collection will be considered if the amount of material and debris is extremely large in specific neighborhoods/communities and citizens are unable to handle transportation and loading without assistance. Public information will direct citizens to bring their debris to curbside and place it out of the traffic flow but on the public right-of-way. Incident-generated debris will then be loaded by State regulated waste hauling companies or the Maintenance and Operations Division. Department procedures are as follows:
- The Department Director, or their designee, drafts scope of assistance into a Letter of Agreement.
  - The Public Information Specialist drafts press release(s) and provides the draft(s) to the Department Director for approval. The Public Information Specialist then provides the approved press release to the JIC PIO at the EOC for issuance.
  - The EOC and assigned Department field staff will identify areas of the county with concentrated/high volumes of incident-generated debris.
  - The Department Director, or their designee, will determine and facilitate the use of State-regulated waste hauling companies by geographical area (**Attachment Fourteen** – UTC service area map) and/or Maintenance and Operations equipment and personnel for the removal of incident-generated debris.
  - State-regulated waste hauling companies or Maintenance and Operations personnel will track the provision of their resources and invoice the County as agreed upon with the Department Director, or their designee. Invoices should, at minimum, include line-item hourly rates for staff time, operators, equipment, and drivers.



- PCRCO/LRI personnel will track receipt of incident-generated debris and invoice the County per the Letter of Agreement. Invoices should, at a minimum, include the total tonnage received and the agreed upon disposal rate.
  - Department assigned staff/Project Coordinator and designated Office Assistant, or their designee(s), shall receive all invoices and track and prepare in a report the cost for loading and transporting incident-generated debris and total weight (in tons) of material disposed.
  - Assigned staff shall preserve all DMS-related correspondence and accumulated forms in a project file for future reference, as this material will be vital to public assistance requests made by the County to FEMA.
- i. **Assistance Option Nine. Organize Countywide Curbside Collection Programs:** Countywide curbside collection will be considered if the amount of material and debris is extremely large and widespread throughout Pierce County, citizens are unable to handle transportation and loading without assistance, and there is an immediate need to remove debris to minimize public and/or environmental health hazards should a curbside program not be implemented. Public information will direct citizens to bring their debris to curbside and place it out of the traffic flow but on the public right-of-way. Incident-generated debris will then be loaded by State-regulated waste hauling companies or the Maintenance and Operations Division.
- See **item h** above for applicable procedures.
  - The Department may need to utilize contracted services should the assistance necessary exceed available resources.
- iii. **Minimal Action:** The Department, PCRCO/LRI, and State regulated waste haulers maintain normal operations and charge posted fees for the collection and disposal of debris. For an incident that includes the generation of material similar in appearance to yard waste, the minimal-action alternatives may require Department technical assistance to facilities or facility operators, and/or the provision of public outreach regarding facility locations, hours of operation, contact information, and designated customers. Management of storm debris requires significant mobilization of personnel and equipment given the volume of material received and processed, and the rate of receipt. The consistency and volume of organic storm debris material is not conducive to composting given the high carbon content and its woody nature.

Department procedures related to the provision of technical assistance and/or the provision of public outreach include the following:

a. **Assistance Option Ten. Technical Assistance**

- The Department Director, or their designee, will contact PCRCD/LRI at (253) 847-7555 x 0, to convey the County's intent/action, facility expectations, etc.
- Department staff will be assigned to monitor the collection and disposal of debris if necessary.
- Department staff will document the collection and disposal of debris, as necessary.

b. **Assistance Option Eleven. Public Outreach**

- The Department Director, or their designee, will contact the EOC Joint Information Center Public Information Officer (JIC PIO).
- The Department will provide documentation, as necessary.

**Table of Options**

<b>Assistance Option</b>	<b>Action</b>	<b>Hauled by:</b>	<b>Hours</b>	<b>Fees/Rates</b>	<b>Location</b>	<b>Explanation/When</b>
1 Section VI G4ii a	Extended Hours for Transfer Stations	Public/ Self-Haulers	Extended Hours	Normal Rates	Transfer Stations	If one or more SW facility is damaged
2 Section VI G4ii b	Open Landfill to Public/Direct Haul Waive TPCHD requirement for permit to allow self-haul	Public/ Self-Haulers	Normal Hours	Normal Rates	Landfill	If one or more SW facility is damaged
3 Section VI G4ii c	Vouchers Issued to Public and Businesses	Public/ Self-Haulers	Normal Hours	Reduced Cost/ Vouchers	Specified Transfer Stations	
4 Section VI G4ii d	Collection Points/ Drop Boxes in Affected Neighborhoods	State-Regulated Waste Haulers			Neighborhoods	Affected areas are small and geographically defined
5a Section VI G4ii e County-Monitored DMS	Open Temporary Debris Management Sites: Monitored by County Staff	Staff may be assigned to site for debris removal/ property restoration			County property	If more debris than drop boxes can hold Need to move debris off affected properties as quickly as possible Inert debris only
5b Section VI G4ii e Contractor-Monitored DMS	Open Temporary Debris Management Sites: Monitored by Contractor	Staff may be assigned to site for debris removal/ property restoration			County property	More debris than drop boxes can hold Need to move debris off affected properties as quickly as possible Potential/Known hazardous waste
6 Section VI G4ii f	Reduced cost for self-haulers to Transfer Stations/Landfill	Public/ Self-Haulers	Normal hours Limited time frame	Reduced cost or free for self-haulers	Transfer Stations and/ or Landfill	Debris is beyond ability of Regular Haulers' collection abilities
7 Section VI G4ii g	Collection Points/ Drop Boxes on Affected properties May require property owner to sign an access agreement	State Regulated Waste Haulers			Site Specific: Individual properties	Affected areas are small and geographically defined.
8 Section VI G4ii h	Curbside Collection in the Public Right-of-Way	State-Regulated Waste Haulers or PPW Maintenance & Operations			Neighborhood Specific	Extremely large amounts of debris in certain areas Residents are unable to load & transport

**PIERCE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN**

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<b>Assistance Option</b>	<b>Action</b>	<b>Hauled by:</b>	<b>Hours</b>	<b>Fees/Rates</b>	<b>Location</b>	<b>Explanation/When</b>
9 Section VI G4ii i	Curbside Collection in the Public Right-of-Way	State-Regulated Waste Haulers or PPW Maintenance & Operations			Countywide	If extremely large amounts of debris widespread across County Residents are unable to load & transport
10 Section VI G4iii a	Technical Assistance	N/A	Normal Hours	Normal Rates		
11 Section VI G4iii b	Public Outreach	N/A	Normal Hours	Normal Rates		

## VII. COMMUNICATIONS

### A. Communications

For communications plans, policies and procedures specific to the Department's involvement in debris management, please refer to Chapters V and VI of this Support Annex.

General communications guidance can be found in the Emergency Support Function #2—Communications Annex.

**<http://wa-piercecounty.civicplus.com/DocumentCenter/View/3438>**

## GLOSSARY OF KEY TERMS

**Declaration of Disaster:** When an incident is of such severity that an effective response is beyond the capabilities of the State and local government(s), the President may declare an emergency or major disaster to deliver supplemental federal assistance.

**Debris Management Site:** Debris Management Sites are locations designated and used for the temporary storage of materials generated by or because of an incident, on public and/or private property in anticipation of future removal, processing, recycling, or disposal.

**Emergency:** A natural or human-caused event that requires an urgent response to restore infrastructure and/or protect public and environmental health and safety.

**Incident-Generated Debris:** Material generated as result of a natural or human-caused incident which is necessary to clear, remove, process, or dispose of, during or because of recovery efforts.

**First Responders:** First responders include personnel and resources mobilized to clear primary arterials, mitigate damaged utilities, and protect life and property during or immediately following an incident.

**Force Account:** Term used by the Federal Emergency Management Agency (FEMA) for a designated jurisdiction's personnel and equipment.

**Hauling Companies:** Solid Waste Collection Companies are comprised of: (1) certificated haulers, and (2) contract haulers. **Certificated haulers** are companies providing residential and commercial garbage collection service and residential recycling service in unincorporated Pierce County and in cities and towns which do not directly contract for service. The Washington Utilities and Transportation Commission, under Chapter 81.77 RCW and Chapter 480-70 WAC, regulates certificated haulers. **Contract haulers** are companies providing residential and commercial garbage collection service, residential recycling service and – to a limited extent – commercial recycling service under contract with a city or town. The State of Washington does not regulate Contract haulers.

**Pierce County Planning & Public Works:** The Pierce County Planning & Public Works Department contains different divisions, including Building and Code Enforcement, Development Engineering, Planning, Maintenance and Operations, Airport and Ferry, Sewer, and Surface Water Management. It is the lead agency for assisting the public and other agencies with disposal options and technical assistance related to incident-generated debris throughout its service area.

**Proclamation of Emergency:** The primary responsibilities for responding to and recovering from adverse conditions caused by an incident rest upon local government. If local government determines the effects of an incident to be beyond the capabilities of local resources, a Proclamation of Emergency may be made by local government to the State to utilize additional resources. The State may also make a Proclamation of Emergency should the Governor determine the effects of an incident are beyond the capability of local and State resources to address the incident itself or recovery efforts.

**Recovery Phase:** The period necessary to restore normalcy or establish a new normal once the incident has subsided and first responders have mitigated threats to public health and safety.

**Secondary Responders:** Secondary responders include personnel and resources mobilized to restore infrastructure, provide public services, assess damage, and return normalcy once the incident has subsided and transitioned to the recovery phase.

**Stafford Act:** The Robert T. Stafford Disaster Relief and Emergency Assistance Act is a United States federal law designed to bring an orderly and systematic means of federal natural disaster assistance to state and local governments in carrying out their responsibilities to aid citizens.