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***DEBRIS MANAGEMENT***

***PLAN***

*County of INSERT COUNTY NAME HERE*

*City of INSERT CITY NAME HERE*

*City of INSERT CITY NAME HERE*

Effective Date: Month Day, Year

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### PURPOSE

The purpose of the Debris Management Plan is to establish a framework to facilitate the proper management of debris generated by natural disasters within INSERT COUNTY NAME. The goal is to facilitate a reasonable, efficient, and prompt recovery from such disasters, which protecting human health and safety, and the quality of valuable natural resources and the environment. The Debris Management Plan adheres to the mission of the Kentucky Department of Environmental Protection to protect and enhance Kentucky’s environment.

### SITUATION AND ASSUMPTIONS

**YOUR JURISDICTION MUST DECIDE WHETHER IT WILL HAVE A JOINT DEBRIS MANAGEMENT PLAN OR IF IT WILL JUST BE FOR A SINGLE ENTITY. IF IT IS NOT A JOINT PLAN, DELETE PARAGRAPH “A,” AND THE PARAGRAPHS SHOULD AUTOMATICALLY ADJUST. ALSO, DELETE THIS PARAGRAPH WHEN YOU HAVE COMPLETED YOUR PLAN.**

1. **Joint Plan.** This is a joint plan that applies to the jurisdictions of INSERT COUNTY NAME HERE County Fiscal Court, the City of INSERT CITY NAME HERE and the City of INSERT CITY NAME HERE. The term “Applicant” will be used to refer to these entities separately and/or any combination thereof. When the term Applicant is used it could apply to any and/or all jurisdictions.
2. **Debris.** Natural and man-made disasters create a variety of debris that includes, but not limited to such things as trees, sand, gravel, building/construction materials, vehicles, personal property, etc. The type and quantity of debris generated from any particular disaster is a function of the location and kind of event experienced, as well as its magnitude, duration, and intensity. The type and quantity of debris generated, its location, and size of the area over which it is dispersed, directly impacts the type of collection and disposal methods used to address the debris problem, associated costs incurred, and the speed with which the problem can be addressed. Safe, proper and timely management of debris is an essential component of an emergency response or disaster incident. It is important that disaster debris be properly managed so as to protect human health, comply with regulations, conserve disposal capacity, reduce injuries, and minimize/prevent environmental and/or historical preservation impacts.
3. **Private Contractors and Waste Management.** In a major or catastrophic disaster, INSERT COUNTY NAME HERE may have difficulty locating staff, equipment, and funds to devote to debris removal, both short term and long term. Private contractors may play a significant role in the debris removal, collection, reduction, and disposal process. The debris management program implemented by the Applicant will be based on the waste management approach of reduction, reuse, reclamation, resource recovery, incineration, and land filling.
4. **Duplication of Benefits.** The Applicant may not receive funding from two sources for the same item of work. This is called Duplication of Benefits. If assistance can be obtained for a project from another Federal Agency, such as Natural Resources Conservation Service (NRCS), then the Federal Emergency Management Agency (FEMA) cannot provide funds for that project. Grants and cash donations received from non-Federal sources designated for the same purpose as public assistance funds are generally considered duplication of benefits. However these funds may be applied towards the non-Federal cost share. Grants and cash donations that are received for unspecified purposes and ineligible work do not constitute a duplication of benefits. Duplication of Benefits most commonly occurs with **insurance settlements**. If a damaged facility is insured, FEMA is required to reduce the amount of the grant by any **insurance proceeds** that the Applicant anticipates or receives for the insured facility, even if the Applicant has not completed negotiations with the insurer.

The retention of duplicated funds is illegal and must be returned to FEMA. The Debris Management Team will closely track all debris management operations and all other eligible work. The team will take all precautions to ensure there is no duplication of benefits received for any debris removal activity.

### ORGANIZATION

1. **DPW.** The INSERT COUNTY NAME HERE County Road Department, the City of INSERT CITY NAME HERE Maintenance will be referred to as the Department of Public Works (DPW) in this plan and is responsible for the debris removal function in their respective jurisdictions. DPW will work in conjunction with designated support agencies, State Environmental Protection Agency (EPA), State Historical Preservation Office (SHPO), the Solid Waste Coordinator, utility companies, waste management firms, trucking companies and other transportation agencies to facilitate the debris clearance, collection, reduction and disposal needs following a disaster. DPW will be responsible for removing debris from the public right-of-way. DPW may remove debris from private property only when it is pre-approved by the Applicant and deemed in the public interest. See ***ANNEX A*** for a Right to Entry Agreement that affected residents and businesses should complete.
2. **Staff Roles and Responsibilities.** The Applicant will ensure all state and local regulations, laws, and ordinances are addressed and followed for all environmental and historic preservation issues. The Applicant may select a “Debris Manager” to supervise a “Debris Management Team”. The team may be comprised of but not limited to personnel who perform the following:
   1. **Administration:** Housekeeping, supplies, equipment, funding, accounting, documentation, etc.
   2. **Contracting and Procurement:** Bidding requirements, forms, advertisements for bids, instructions to bidders, contract development, etc.
   3. **Legal:** Contract review, right of entry permits, community liability, condemnation of buildings, land acquisition for temporary staging and reduction sites, land acquisition for disposal sites, insurance, etc. Also ensure all state and local regulations, laws, and ordinances are addressed and followed including all environmental and historic preservation issues.
   4. **Operations:** Identification of project tasks, assignments of tasks, preparation of estimates, plans, specifications, and recommendation of contract award. Supervision of government and contract resources and overall project management, etc.
   5. **Oversight and Support:** Detailed damage assessment, documentation collection and consolidation, liaison with State and Federal agencies, volunteer support and management, support to all other functions
   6. **Public Information**: Coordinate press releases, contacts with local organizations, individuals, and media; and public notices for debris removal and disposal contracts.
   7. **Other Assigned Tasks.** The team may coordinate with State and Federal agencies responsible for disaster response and recovery operations. The team may be assigned but not limited to:
      1. Developing public information and education programs.
      2. Training personnel in debris management techniques.
      3. Maintaining pre-disaster maps, blueprints, photos and other documents.
      4. Making a list of critical facilities (streets, roads, and bridges).
      5. Identifying governmental and non-governmental groups that could assist.
      6. Providing emergency communications to debris monitoring and management teams.
      7. Ensuring health and safety issues are addressed throughout the operation.
3. **Volunteers and Donated Resources.** Donated resources which include volunteer labor, donated equipment and donated materials, are eligible to offset the Applicant’s portion of the cost share for emergency work (Category A and B). Donated resources must apply to actual eligible emergency work, such as debris removal or the filling and placing of sandbags. The donated services must be documented and must include a record of hours worked, the work site, and description of work. ***(See ANNEX M)*** Volunteer labor will be valued at the same hourly labor rate as someone in the Applicant’s organization performing similar work. The value for donated equipment should be determined by using the applicable FEMA equipment rate and multiplying it by the number of hours the piece of equipment was used to perform eligible emergency work. Donated materials are valued at the current commercial rate.

### CONCEPT OF OPERATIONS

**Overview:** The Concept of Operations describes how debris management activities will be conducted in response to debris generating events as a Phased Approach. The Phased Approach is a four-step cycle that includes Normal Operations, Increased Readiness, Response, and Recovery. Normal Operations and Increased Readiness tasks may be performed before a debris-generating event occurs. The primary focus of Response Operations is on clearing debris from the roadway for emergency resources. The Recovery part of the Debris Management Cycle includes debris removal, recycling, and disposal. The Applicant will identify and resolve special considerations issues early as possible in the process and provide all necessary information relating to the debris operations to the appropriate agency including the EPA and SHPO.

1. **Normal Operations:** *(Encompasses key activities to enhance the plan; keep the plan and its supporting information up-to-date; and build and maintain staff readiness to implement the plan).* The details of these activities are as follows:
   1. Develop local and regional list of contractors who can assist in all phases of debris management.
   2. Develop sample contracts with generic scopes of work to expedite the implementation of debris management strategies.
   3. Develop mutual aid agreements with other State agencies and local governments, as appropriate, following Applicant procurement guidelines.
   4. Identify and pre-designate potential debris storage sites for the type and quantity of debris anticipated following a catastrophic event.
   5. Pre-identify local and regional critical routes in cooperation with contiguous and regional jurisdictions.

***6.*** Develop site selection criteria checklists to assist in identifying potential debris storage sites.

**(See *ANNEX L)***

1. Identify and coordinate with appropriate regulatory agencies regarding potential regulatory issues and emergency response needs.
2. Develop the necessary right of entry and hold harmless agreements indemnifying all levels of government against any potential claims**. (See *ANNEX A)***
3. Establish debris assessment process to define scope of problem.
4. Develop and coordinate pre-scripted announcements regarding debris removal process, collection times, temporary storage sites, use of private contractors, environmental and health issues, etc.
5. **Increased Readiness** *(Natural or man-made disaster is threatening local area)*
   1. Upon notice of any possible threat, the Applicant and all concerned parties shall meet as soon as possible to review the debris removal process.
   2. Review and update plans, standard operating procedures, generic contracts, and checklists relating to debris removal, storage, reduction, and disposal process.
   3. Alert local departments that have debris removal responsibilities ensuring that personnel, facilities, and equipment are ready and available for emergency use.
   4. Relocate personnel and resources to pre-determined locations out of harm's way if necessary and stage in areas where they can be effectively mobilized.
   5. Review potential local, regional, and debris staging and reduction sites that may be used in the response and recovery phases in the context of the impending threat.
   6. Review listing of private contractors who may assist in debris removal process. Make necessary arrangements to ensure their availability in the event of the disaster.
6. **Response Operations**: Response Operations or Debris Clearance involves activities necessary to eliminate life and safety threats. Normally, the Applicant will use their own labor force and equipment to remove debris during this phase. When the existing labor force is not sufficient, or when specialized services are required, the Applicant may supplement their work efforts by activating mutual aid agreements or by awarding short-term debris removal contracts for specific work.

**Overview:** During Response Operations, the first 24 to 72 hours after the disaster, debris activities should emphasize clearing key roads for emergency access by pushing debris to the edge of the right- of-way, rather than restoring roads to pre-event conditions. There is no attempt during this phase to physically remove or dispose of the debris, only to clear key access routes to expedite the movement of emergency vehicles, law enforcement, and/or resumption of critical services, assessment of damage to key public facilities, and locations such as schools, hospitals, government buildings, and utilities.

Response activities should also include identifying and removing any obvious debris situations that may pose an immediate threat to public health and safety. (Examples may include dangerously positioned, damaged trees; debris piles that obstruct traffic visibility; fire prone debris piles; etc.) Response is a crucial time for organizing the majority of the tasks outlined in the plan.

Actions required during the Response Phase are usually completed within a matter of hours or days following a disaster event. The transition period from initial clearance activities to debris removal depends on the magnitude of the disaster.

### Response Actions

* + 1. Activate the Debris Management Plan and coordinate with needs assessment team.
    2. Initiate Damage Assessment
    3. Begin documenting debris management and removal costs.
    4. Coordinate and track resources (public and private). (See ***ANNEX M***.)
    5. Establish priorities regarding allocation and use of available resources.
    6. Identify, establish and prepare debris temporary storage and disposal sites (local, regional).
    7. Address any legal, environmental and/or health issue relating to debris removal process.
    8. Conduct briefings/meetings with key personnel.
    9. Issue press releases and continually keep the media and the public informed.
  1. **General Work Eligibility.** Removal and disposal of debris that is a result of a disaster, and is on public property, is eligible for Federal assistance. Public property includes roads, streets, and publicly-owned facilities. Removal of debris from parks and recreation areas is eligible when it affects public health and safety, or limits the use of those facilities. Disaster-related debris may be removed from private property if it is pre-approved by FEMA, is a public health and safety hazard, and if the work is performed by the Applicant. Also, debris removal work from private property will comply with all applicable federal, state and local requirements including all environmental and historical preservation requirements. Cost of debris removal by private individuals is not eligible under the Public Assistance Program; however, within a specific time period, a private property owner may move disaster-related debris to the curbside for pick-up by the Applicant. That time period will be established by FEMA in coordination with the State. (The cost of picking up reconstruction debris and normal garbage pick-up is not eligible for FEMA reimbursement).
  2. **Debris Removal Priorities.** The debris removal process should be initiated promptly and conducted in an orderly, effective manner in order to protect public health and safety following a major or catastrophic event. To achieve this objective, debris removal priorities are as follows:

1. Clear debris from key roads. (2) Provide access to critical facilities. (3) Eliminate debris threats to public health and safety.

### First Priority - Key Roads

The first priority will be to clear debris from key roads in order to provide access for emergency vehicles and resources into the impacted area. Key roads in INSERT COUNTY NAME HERE County and the Cities of INSERT CITY NAME HERE and INSERT CITY NAME HERE are identified as follows:

* + - Major Highways
    - County and City Roads and Streets
    - Rural Secondary Roads

### Second Priority – Critical Facilities

The need and demand for critical services will significantly increase following a disaster. Therefore, the second priority that debris removal resources will be assigned is providing access to critical facilities. Critical facilities in INSERT COUNTY NAME HERE County have been identified as:

1. EOC/E911 Facility
2. DPW Facilities
3. Emergency Services Facilities
4. Water and Sewer Distribution Facilities
5. Electrical Distribution Facilities
6. Shelters
7. Schools

### Third Priority - Debris Threats to Public Health and Safety

The third priority for debris removal teams to address will be elimination of debris related threats to public health and safety. This will include such things as the repair, demolition, or barricading of heavily damaged and structurally unstable buildings, systems, or facilities that pose a danger to the public. Any actions taken to mitigate or eliminate the threat to the public health and safety must be closely coordinated with the owner or responsible party.

If access to the area can be controlled, the necessary actions can be deferred.

1. **Recovery Operations:** This phase of the Debris Management Cycle covers actions necessary to complete the debris removal, reduction, and disposal activities

### Recovery Actions.

* + 1. Identify and prioritize remaining debris removal sites
    2. Establish controls to prevent or minimize illegal dumping and theft of services
    3. Continue to collect, store, reduce, and dispose of debris generated from the event in a cost- effective and environmentally responsible manner.
    4. Closely monitor debris removal and recovery operations.
    5. Continue to document all debris management and removal costs.
    6. Upon completion of the debris removal mission, close out debris storage and reduction sites by developing and implementing the necessary site restoration actions.
    7. Perform necessary audits of the operation and submit a claim for Federal assistance.
  1. **Public Property/Right-of-Way Debris Removal:** Debris on public lands including the right-of- way will be the responsibility of local government.
  2. **Private Property Debris Removal:** Debris on private property is the responsibility of the property owner. Information regarding pickup times and locations for private property owners shall be distributed so that debris removal activities proceed efficiently. If property owners move disaster- related debris to a public right-of-way, the Applicant may be reimbursed for debris pickup, haul and disposal from the right-of-way for a limited period of time. If the Applicant does not have the legal responsibility to maintain a right-of-way, then debris removal from that right-of-way is not eligible for reimbursement.
     1. If the Applicant intends to seek reimbursement to remove debris from private property, will submit a written request for reimbursement to and receive approval from, the Federal Coordinating Officer (FCO) prior to commencement of work. **(See ANNEX A)** The written request will include the following information:
        1. Public Interest Determination
        2. Documentation of Legal Responsibility
        3. Authorization for Removal of Debris from Private Property
        4. Indemnification of the Federal Government
     2. FEMA is prohibited from approving funds for work that is covered by any other source of funding. Therefore, the Applicant 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. 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. Debris removal work from private property will comply with all federal, state and local requirements and all applicable environmental and historical preservation requirements.
  3. **Types of Debris Collection Methods.** The fundamental component of debris management is collection of debris. The public expects to have debris removed immediately after a disaster event. The debris type, amount and urgency determines which collection method is used. The two main methods of debris collection are curbside collection and collection centers. The Debris Management Team may tailor the collection operation using curbside collection, collection centers or a combination of both depending on specific jurisdictions, quantities and types of debris.
     1. **Curbside Collection:** Debris is placed at the curb or public rights-of-way by the residents for the Applicant’s collection. The only difference between the subcategories below is the separation of the types of debris at the point of collection.
        1. **Mixed Debris Collection.** Collecting mixed debris by the applicant allows the residents to place all debris types in one specified area, usually along the public right-of-way in from of their residence.
        2. **Source –Segregated Debris Collection.** Residents are directed to sort the debris by material type and place it at the curb in separate piles. Trucks designated for a particular debris type collect the assigned debris and deliver it to a temporary staging area, or debris management site, reduction, recycling, or disposal facility. This method is important when collecting hazardous and environmentally sensitive debris, such as household hazardous waste and white goods. (See ***ANNEX F*** for guidelines to segregate debris.)
     2. **Collection Centers:** The second type of collection method is to have residents transport their debris to a common location. Large roll-off bins may be placed on public rights-of- way or public property for residents to bring their debris for collection. This is well suited for rural, sparsely populated areas or logistically difficult conditions where curbside collection is not practical. Separate bins can be designated for particular types of debris. The Debris Management Team should assign employees to oversee operations of the collection center. Employees need to be stationed at the centers during the collection period to ensure debris materials are placed in the correct bins and to ensure a collection center does not become a dumping ground for non-disaster related debris.

### DEBRIS CLASSIFICATION AND SEGREGATION

**Overview:** FEMA defines disaster-generated debris as, "Any material, including trees, branches, personal property and building material on public or private property that is directly deposited by the disaster." FEMA often uses the terms "vegetative" for natural debris and "construction and demolition" for man-made debris.

1. **Debris Classification and Segregation:** The debris classification determines how removal will be handled. To facilitate the debris management process, the Applicant may segregate debris by type. It is recommended that the categories of debris established for recovery operations be standardized. If segregated, debris removed will consist of two broad categories: (1) Clean wood and vegetative debris
2. Construction and demolition (C&D) debris. (See ***ANNEX F*** for guidelines to segregate debris.)
3. **Estimating Debris Quantities:** Calculations developed by the US Army Corps of Engineers listed in the FEMA 325, Public Assistance Debris Management Guide may be used for debris estimation. Applicant may seek assistance from State Agencies or FEMA with debris estimation. Aerial view of debris may be used as a method to calculate debris quantities.

**NOTE:** To get a general idea of the debris quantity, some calculations say debris could consist of 30% clean woody material and 70% C&D. Of the 70% mixed C&D it is estimated 42% will be burnable but require sorting, 5% will be soil, 15% will be metals, and 38% landfill.

### Debris Classifications

* 1. **Burnable Materials:** Burnable materials will be of two types with separate burn locations. Burnable materials should be coordinated with the State EPA and FEMA. The SHPO should also be contacted for an archeological and environmental review.
     1. ***Burnable Debris***: Burnable debris consists predominately of trees and vegetation. It includes, but is not limited to damaged and disturbed trees; bushes and shrubs; broken, partially broken and severed tree limbs; and bushes. Burnable debris **does not include** garbage or construction and demolition material debris.
     2. ***Burnable Construction Debris***: Burnable construction and demolition debris consists of non-creosote structural timber, wood products, and other materials designated by State EPA regulations.
  2. **Non-burnable Debris**: Non-burnable construction and demolition debris includes, but is not limited to creosote timber, plastic, glass, rubber and metal products, sheet rock, roofing shingles, carpet, tires, and other materials as may be designated by State EPA. Garbage will be considered non-burnable debris.
  3. **Wet Debris:** Debris in and around streams, culverts, bridges and other drainage structures. FEMA will not fund the removal of debris from waterways. All wet debris projects should be communicated to the Natural Resources and Conservation Services (NRCS). Wet debris will not be touched and no work will be performed until NRCS has inspected the debris field.
  4. **Ineligible Debris:** Ineligible debris to remain in place includes, but is not limited to, chemicals petroleum products, paint products, asbestos, and power transformers.
  5. **Hazardous/Toxic Waste (HTW)*:*** Any material found to be classified as HTW shall be reported immediately to the DPW. At the Applicant and DPW Director’s direction, this material shall be segregated from the remaining debris in such a way as to allow the remaining debris to be loaded and transported. Standing broken utility poles, damaged and/or downed utility poles and accessories, transformers and other electrical material will be reported to DPW.
  6. **Overhead/ Underground Utilities:** Emergency workers shall exercise caution with existing overhead and underground utilities and above ground paraphernalia, and advise DPW of any situation that poses a health or safety risk to on-site workers or the general population.
  7. **Vegetative Debris -** Vegetative debris may consist of whole trees, tree stumps, tree branches, tree trunks, and other leafy material. Depending on the size of the debris, collection of vegetative debris may require the use of flatbed trucks, dump trucks, and grapple loaders.

**Stumps:** Stumps as outlined under current FEMA requirements will be considered tree remnants exceeding 24 inches in diameter; but no taller than 18 inches above grade, to include the stump ball. Any questionable stumps shall be referred to DPW for disposition determination. Stump grinding may be required for disposal.

* 1. **Construction and Demolition Debris -** Construction and demolition (C&D) debris can be defined as damaged components of buildings and structures, such as lumber and wood, gypsum wallboard, glass, metal, roofing material, tile, carpeting and floor coverings, window coverings, pipe, concrete, fully cured asphalt, equipment, furnishings, and fixtures. The C&D debris must be disaster-generated (eligible C&D debris cannot be the result of rebuilding efforts) and present an immediate threat to be considered for FEMA eligibility. Eligible demolition activities 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.
  2. **Hazardous Waste –** The Applicant will comply with federal, state, and local environmental requirements for handling hazardous waste. Hazardous waste is regulated under the [**Resource**](http://www.epa.gov/lawsregs/laws/rcra.html) [**Conservation and Recovery Act (RCRA)**](http://www.epa.gov/lawsregs/laws/rcra.html) and contains properties that make it potentially harmful to human health or the environment. In regulatory terms, a RCRA hazardous waste is a waste that appears on one of the four hazardous waste lists (refer to **Title 40 of the CFR Part 261**) or exhibits at least one of the following four characteristics: ignitability, corrosivity, reactivity, toxicity.

1. Safety precautions will vary depending upon the circumstances and type of hazardous materials encountered, but they may include personal protective equipment, decontamination stations, closed and secured containers, and covered trucks or specialized containers.
2. Hazardous material processing will be carefully and regularly monitored to verify that proper precautions are taken and that the chain-of-custody is maintained.
3. Verify that hazardous materials are delivered to an appropriate site since hazardous wastes typically require special handling, transportation, and final disposition that are significantly more costly than typical waste disposal.
   1. **Household Hazardous Waste -** Household Hazardous Waste (HHW) refers to hazardous products and materials that are used and disposed of by residential consumers, rather than commercial or industrial consumers. HHW includes some paints, stains, varnishes, solvents, pesticides, and other products or materials containing volatile chemicals that catch fire, react, or explode under certain circumstances, or that are corrosive or toxic. State EPA should be contacted for the collection, handling, transport, and disposal of HHW.
   2. **White Goods -** White goods are defined as discarded household appliances such as refrigerators, freezers, air conditioners, heat pumps, ovens, ranges, washing machines, clothes dryers, and water heaters. Many white goods contain ozone-depleting refrigerants, mercury, or compressor oils that must be removed and processed following environmental protocols and procedures before the white goods can be further processed for disposal and recycling.
4. Document that white goods are collected separately, cleaned and processed to remove putrescent debris inside and to remove all oils, solvents, and refrigerants.
5. If white goods are to be collected without being cleaned, verify and document that the debris disposal site includes ample space for processing collected white goods.
6. This type of debris may be recyclable or have salvage value. Document separation and salvage activities that are implemented.
   1. **Soil and Mud** - Floods, landslides, winds, and storms often deposit soil and mud on improved public property and public rights-of-way. Facilities commonly affected by this type of debris include streets, sidewalks, storm and sanitary sewers, drainage canals and basins.
7. Document that only the disaster-generated silt and soils are removed. This requires an understanding of pre-disaster conditions as well as the documented maintenance of the affected area.
8. Contaminated soils may require special handling depending on the contaminant. Document any contaminated soil issues to ensure proper handling, processing, and disposition.
9. Verify that any contaminated disaster-generated soils are addressed by the EPA and managed appropriately in designated areas.
   1. **Vehicles and Vessels -** Vehicles and vessels may be damaged, destroyed, displaced, or lost as a result of a disaster. These vehicles and vessels may eventually be abandoned because of the damage incurred or because the original owners have relocated. Vehicles and vessels may be classified as debris if they block public access and critical facilities.
10. Verify that each vehicle or vessel identification number is documented.
11. Verify that collected vehicles and vessels are transported to a collection area where they are secured and protected.
    1. **Putrescent Debris -** Putrescent debris is any debris that will decompose or rot, such as animal carcasses and other fleshy organic matter. Putrescent debris handling must comply with applicable federal, state, and local requirements.
12. Document that putrescent debris is collected in accordance with contract specifications or other specific requirements.
13. Document the volume of putrescent debris. The volume of putrescent materials cannot be determined based solely on the volume of the originally inventoried materials because the spoiled materials may have lost a significant portion of their volume. The actual volume removed needs to be documented.

### DEBRIS DISPOSAL AND REDUCTION

Once debris is removed from the damage sites, it may be taken to temporary and/or permanent landfills. The four methods of debris disposal are burning, recycling, grinding/chipping and permanent landfill.

The INSERT COUNTY NAME HERE County Solid Waste Coordinator shall ensure all debris is removed in accordance with state and local regulations, laws, and ordinances and all environmental and historic preservation compliance issues are followed. To every extent possible, all methods of debris removal and reduction should use a per-ton weight method.

### Burning

The three primary burning methods that may be utilized are open burning, air curtain pit burning, and incineration. All burning methods shall meet environmental and historic preservation compliance requirements.

* 1. ***Controlled open burning****:* Cost-effective method for reducing clean woody debris in rural areas. Burning reduces the volume by 95%, leaving only ash residue to be disposed of.
  2. ***Air curtain pit burning:*** Substantially reduces environmental concerns. The blower unit must have adequate air velocity to provide a “curtain effect” to hold smoke in and to feed air to the fire below.
  3. ***Portable incinerators:*** Use the same methods as air curtain pit systems. The only difference is that portable incinerators utilize a pre-manufactured pit in lieu of an onsite constructed earth/limestone pit.

### Recycling

Metals, wood, and soils are prime candidates for recycling. Most of the non-ferrous metals are suitable for recycling. The Applicant may recycle where feasible.

### Grinding and Chipping

Grinding and chipping may be utilized as a viable reduction method. Grinding and chipping reduces the volume by cubic yard on a 4 to 1 ratio. When grinding and chipping is determined to be beneficial by the Applicant, material may be disposed of on-site and force account procedures shall be used for reimbursement. Grinding and chipping may also be used as a debris reduction method in order to reduce transportation and handling costs.

### Permanent Landfill

There is a licensed, environmental compliant permanent landfill located in INSERT COUNTY NAME HERE County operated by Rumpke, Inc. This landfill may be used in the debris disposal and reduction process. Debris taken to the landfill shall meet landfill disposal requirements. See ***ANNEX G***, Rumpke Landfill Waste Restrictions. These landfill restrictions will be updated on an annual basis at the same time the plan is updated.

### CONTRACTED SERVICES AND COOPERATIVE AGREEMENTS

1. **Private Contracting.** Because of the limited quantity of resources and service commitments following a disaster, the Applicant may be relying heavily on private contractors to remove, collect, and manage debris for reuse, resource recovery, reduction, and disposal. Using private contractors instead of government workers in debris removal activities has a number of benefits. It shifts the burden of conducting the work from the Applicant to the private sector, freeing up government personnel to devote more time to their regularly assigned duties. Private contracting also stimulates local, regional, and State economies impacted by the storm, as well as maximizes State and local governments' level of financial assistance from the Federal government. Private contracting allows the Applicant to more closely tailor contract services to meet specific needs. The entire process (i.e., clearance, collection, transporting, reduction, and disposal, etc.) or segments of the process may be contracted out.
2. **Pre-Approved Contractors.** The Applicant through their procurement processes may also develop and maintain a list of pre-approved contractors who have the capability to provide debris removal, collection, and disposal in a cost effective, expeditious, and environmentally sound manner following a disaster. INSERT COUNTY NAME HERE County Fiscal Court (PCFC) may advertise a Request for Qualification for contractors to establish their company as a credible candidate for contract award. PCFC will provide Kentucky Emergency Management (KYEM) with a list of pre-approved contractors once the procurement process has been completed. This list will be part of ***ANNEX D***.
3. **Debris Contract and Cooperative Agreements Management.** The Applicant, EM Director and DPW Director are responsible for managing the debris contract and the contractor from project inception to completion. Managing the debris contract and contractor includes such things as monitoring performance, contract modifications where needed, inspections, acceptance, payment, and close out of activities. The Applicant may enter into cooperative agreements with other State agencies and local governments to maximize public assets. The development of such agreements must comply with the guidelines established in the Applicant’s procurement policy.
4. **Sample Contracts.** Sample contracts with a menu of services and generic scopes of work may be developed by the Applicant, Emergency Management (EM) Director, DPW Director, the jurisdiction’s Attorney’s Office and others as needed prior to the disaster to allow the Applicant to more closely tailor its contracts to its needs, as well as expedite their implementation in a prompt and effective manner. The three types of contracts that may be used are:

### Unit Price Contract. A unit price contract is the preferred method for debris removal.

It is the most accurate account of actual quantities removed. The unit priced contract is based on weight (tons) of debris hauled, and should be used when the scope-of-work is not well defined. It requires close monitoring of pick-up, hauling, and dumping at both the loading sites and the disposal site to ensure that quantities are accurate. All contractor trucks will be measured and the tare weight obtained prior to initial loading. Applicant will identify either portable or fixed certified scales to be used to monitor debris tonnage. Debris will be removed per current FEMA requirements such as, but not limited to, load tickets identifying truck number, contract number, contractor’s name, date, time departed site, and estimated volume may be documented as well. (See ***ANNEX I*** for Sample Debris Monitoring Forms.)

* 1. **Lump Sum Contract.** Price of the work is fixed unless there is a change in the scope of work to be performed. This contract should be used only when the scope of work is clearly defined, with areas of work and quantities of material clearly identified. It can be defined in one of two

ways: (a) area method, where the scope of work is based on a one-time clearance of a specified area. (b) 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.

* 1. **Time and Materials Contract***.* Will be limited to the **first 70 hours** of operation to mobilize contractors for emergency removal efforts and only after all State and local equipment has been committed. It should have a dollar ceiling or a not-to-exceed limit for hours (or both), and should be terminated immediately when this limit is reached. The contract should state that: (a) the price for equipment applies only when equipment is operating. (b) the hourly rate includes operator, fuel, maintenance, and repair. (c) Applicant reserves the right to terminate the contract at its convenience. (d) Applicant does not guarantee a minimum number of hours. Intense monitoring of these contracts is extremely important. Work inspection reports should be completed each day that clearly state the amount of work accomplished that day in quantitative terms, the type and number of trucks used and the number of hours worked. FEMA will not fund standby or idle time costs.

**NOTE:** All contractors shall be required to meet any and all current FEMA debris removal requirements. A sample unit price contract is attached to this plan as ***ANNEX E***.

### Steps of the Contract Bid Process are as follows:

* 1. Request for Qualifications (RFQ) ***(ANNEX B)*** will be posted in the newspaper and on the county website to solicit debris removal contractors every two years.
  2. Debris Contract Bid Specifications ***(ANNEX C)*** will be placed on the county website for potential debris removal contractors to review.
  3. A scoring board will review contractors who have responded to the RFQ. Those who best meet the requirements of the Debris Contract Specifications as determined by the scoring board will be listed on a Pre-Approved Contractor Listing ***(ANNEX D)***. They’ll be listed in order of their score.
  4. When a disaster occurs, the Applicant will contact all pre-approved debris removal contractors and provide the estimated amount of debris in tons to be disposed of and the debris coverage area. The Applicant will also provide the distance the debris will need to be transported for disposal. The pre-approved contractors will then be asked to submit an overnight bid for debris removal and disposal at a per ton cost.
  5. Once overnight bids are received, the Applicant will assess the bid and the qualifications, experience, capabilities and ability to deploy of the pre-approved contractors. Taking all factors into consideration, a contractor will be selected for the project. The Applicant reserves the right to reject any and all bids and to accept any bid, whether or not the lowest price, that the Applicant, in its sole discretion, deems to be in the best interest of sound fiscal management for its jurisdiction. When a non-competitive contract is selected, the Applicant will assess such costs on a reasonable and customary basis in determining the best value.
  6. Once a pre-approved contractor has been selected to remove and dispose of the Applicant’s debris, a contract ***(ANNEX E)*** will be submitted for signature.

1. **Contract Pitfalls.** The Applicant will ensure that all personnel involved in oversight of the debris management efforts are aware that the following ***should not*** occur:
   1. Award a debris removal contract on a sole-source basis without coordinating with FEMA and KYEM.
   2. Sign a contract (including one provided by a contractor) until it has been thoroughly reviewed by the legal office.
   3. Allow any contractor to make eligibility determinations. Only FEMA has that authority.
   4. Accept any contractor’s claim that it is “FEMA certified.” FEMA does not certify, credential, or recommend debris contractors.
   5. Award a contract to develop and manage debris processing sites unless you know it is necessary. Temporary debris storage and reduction sites are not always necessary.
   6. Allow separate line item payment for stumps 24 inches and smaller in diameter; these should be treated as normal debris.
   7. “Piggyback” or utilize a contract awarded by another entity. The use of such a contract may jeopardize FEMA funding without prior approval.
   8. Award pre-disaster or stand-by contracts with mobilization costs or unit costs that are significantly higher than what they would be if the contract were awarded post-disaster. Such contracts should have variable mobilization costs depending upon the size of the debris work that may be encountered.

### Mutual Aid Agreements

* 1. The Applicant may establish Mutual Aid Agreements/Memorandum of Understandings (***ANNEX***
     1. with any, but not limited to, the following entities to provide assistance with debris removal in the event of a disaster resulting in copious amounts of debris:
        1. INSERT COUNTY NAME HERE County
        2. City of INSERT CITY NAME HERE
        3. City of INSERT CITY NAME HERE
        4. Kentucky Department of Transportation
        5. Surrounding Counties
        6. Private Sector
  2. These agreements include but are not limited to utilization of personnel, equipment, temporary and permanent landfill sites, emergency services, and law enforcement. See ***ANNEX J*** for a sample of the Statewide Intergovernmental Emergency Mutual Aid Agreement and ***ANNEX K*** for a sample Mutual Aid Agreement.
  3. The Applicant has also identified certain Volunteer Organizations Active in Disasters (VOAD), State and Federal agencies that are ready to assist as well. These agencies include Civic Clubs, Church organizations, Salvation Army, Kentucky Department of Transportation, the National Guard, scrap dealers, and the U.S. Department of Labor. National VOAD organizations will be coordinated by the State in conjunction with the Applicant.

### DEBRIS MANAGEMENT SITE

* 1. **Debris Management Sites (DMS):** Established when debris cannot be taken directly from the collection point to the final disposition location. It is frequently used to increase the operational flexibility when landfill space is limited or when the landfill is not in close proximity to the debris removal area. The Debris Management Team will determine if a DMS is necessary and at what point in the debris management cycle that it will be established and opened. Prior to using the site, the Debris Management Team will ensure data is collected for baseline a baseline study so that all environmental, archeological and historical concerns are addressed. It is essential to document the condition of the land before it is used as a DMS (original condition vs ending condition). Past use and ownership should be researched to document any issues regarding the existence of historic structures or archeological sites. The SHPO should be involved with this research. The baseline study will be used for an environmental evaluation to confirm the site has returned to a pre-activity state (test samples should be taken at the same locations as those of the initial assessment and environmental monitoring program)
  2. **Overview:** Initially, debris may be placed in these temporary holding areas, until such time as a detailed plan of debris collection and disposal is prepared. This is not anticipated until after local traffic has been restored. Temporary debris collection sites should be readily accessible by recovery equipment and should not require extensive preparation or coordination for use. Collection sites will be on public property, when feasible, to facilitate implementation of the mission and mitigate against any potential liability issues. Activation of sites will be under the control of the DPW Director, and will be coordinated with other recovery efforts through the emergency operations center. Prior to the site being opened, coordination with the state will occur.
  3. **Local Sites.** The following is a list of temporary holding sites in INSERT COUNTY NAME HERE Co. Others may be identified and used based on debris collection and disposal needs. See ***ANNEX H***; Site Selection Contact List
     1. State Highway Department Complex
     2. Rumpke Landfill
     3. Hilltop Stone Complex
     4. Reis Concrete property
     5. Carmeuse Mines property
  4. **Permits.** Environmental permits may be required to establish a DMS. Several agencies may be involved in issuing permits and granting land-use approvals. Permits that may be required include:
     1. Waste processing and recycling operations permit
     2. Temporary land-use permits
     3. Land-use variances
     4. Traffic circulation strategies
     5. Air quality permits
     6. Water quality permits
     7. Fire department permits
     8. Before use of a site, the Department for Environmental Protection (DEP) requires the following information to be provided:
        1. Written statement of permission from the landowner.
        2. Location and size of the site provided on a map.
        3. Roads and road conditions leading to and from the site.
        4. Distance to surface water, including wetlands.
        5. Actions taken to prevent release of contaminates to surface and ground water.
        6. Information regarding how the site will be operated: who is operating it, hours of operation, fees, security, and emergency/spill response
  5. **Opening**. Before activities begin photos and/or videos should be taken to establish the condition of the site before use as a DMS, important features such as structures, fences, culverts, and landscaping will be noted that can help evaluate possible damage claims made later. Periodically update video and photographic documentation to track site evolution. Random soil samples may be taken as well as water samples from existing wells. The site may be checked for volatile organic compounds.
  6. **Monitoring.** After activities begin, constant monitoring of air quality should take place and soil and water samples may take place. Photos, maps, and sketches of the site should be updated. Document operations that will have a bearing on site closeout, such as petroleum spills at fueling sites, hydraulic fluid spills at equipment breakdowns, installation of water wells for stock pile cooling or dust control, and commercial, agricultural, or industrial hazardous and toxic waste storage and disposal.
  7. **Close-out**. Each temporary debris staging and reduction site will eventually be emptied of all material and be restored to its previous condition and use. At close-out, final testing of soil, water, and air quality should be taken and compared to original conditions. All ash should be removed and any remediation actions taken.

### MONITORING DEBRIS REMOVAL

1. **Monitoring Agency.** Debris removal operations may be monitored by use of Applicant forces, contractors or a combination of both. Preferred debris monitors are the Applicant’s own employees. Their employees are the most familiar with the jurisdiction and know the priorities of the debris management plan. Force account labor tends to have a vested interest in keeping debris monitoring costs to a minimum. Also, force account employee overtime costs are reimbursed based on FEMA Public Assistance Program’s labor cost policies for emergency work. In some cases regular force account hours may be reimbursed with FEMA approval. In some cases though, the monitoring task may need to be outsourced to a contractor. As with any contractual arrangement, the Applicant must ensure that the contractor is meeting the performance requirements of the contract. If a contractor is hired to perform a monitoring task, the Applicant is required to ensure that the hired contractor performs satisfactorily. If the Applicant outsources a monitoring task, the contract must be awarded to a contractor who has no vested interest in the debris removal contract or contractor. There must be no conflict of interest between the monitoring contractor and the debris removal contractor.
2. **Debris Monitoring Operations Overview.** Monitoring debris removal operations achieves two objectives: 1) Verifying that the work completed by the contractor is within the contract scope of work. 2) Providing the required documentation for Public Assistance grant reimbursement. Monitoring operations are meant to ensure that the debris removal contractor is performing the scope of work required by the contract and to document the debris removal operations. The primary role for debris monitors is to document the location and amount of debris collected. The key elements of information that are needed to verify the contractor’s scope of work and determine eligibility are the:
   1. Type of debris collected
   2. Amount of debris collected
   3. Original collection location

### The Debris Monitor’s Roles and Responsibilities in the Field include:

* 1. Measure and certify truck capacities (recertify on a regular basis), when applicable.
  2. Complete and physically control load tickets (in monitoring towers and the field).
  3. Document hazardous trees, including hangers, leaners, and stumps.
  4. Ensure that trucks are accurately credited for their load.
  5. Ensure that trucks are not artificially loaded to maximize reimbursement (e.g., debris is wetted; debris is fluffed - not compacted).
  6. Ensure that hazardous waste is not mixed in with loads.
  7. Ensure that all debris is removed from trucks at the DMS/Disposal Site.
  8. Report to debris project manager if improper equipment is mobilized and used.
  9. Report to debris project manager if contractor personnel safety standards are not followed.
  10. Report to debris project manager if general public safety standards are not followed.
  11. Report to debris project manager if completion schedules are not on target.
  12. Ensure that only debris specified in the scope of work is collected and identify work as potentially eligible or ineligible.
  13. Monitor site development and restoration of the DMS.
  14. Ensure daily loads meet permit requirements.
  15. Ensure that work stops immediately in an area where human remains or potential archeological deposits are discovered.
  16. Report to debris project manager if debris removal work does not comply with all local ordinances as well as state and federal regulations.

### Debris Monitor Tools, Products and Positions.

* 1. **Forms, Reports and Logs.** Applicant will ensure all monitoring Forms, Reports and Logs are complete and submitted on a daily basis to the debris project manager for final reconciliation.
  2. **Camera and GPS.** Debris monitors will utilize cameras with GPS capability and/or separate GPS units to document pictures and location of debris all along the debris management cycle.
  3. **Disposal Site Observation Tower.** Debris monitors will need a way to look down into the bed of trucks and containers that are being brought to the DMS or Disposal Site. This could also be done with a monitor trained in the use of a bucket truck.
  4. **Truck Certification List.** A truck certification list allows the monitor to identify the truck itself and its hauling capacity in a standardized manner. The standard list of requirements includes:
     1. Size of hauling bed in cubic yards
     2. License plate number
     3. Truck identification number assigned by the owner
     4. Short physical description of the truck
  5. **Load Ticket System.** The term *load ticket* refers to the primary debris-tracking document (**See *ANNEX I***). A load ticket system tracks the debris from the original collection point to the DMS or landfill. By positioning debris monitors at each point of the operations (collection, DMS, and final disposition), the eligible scope of work can be properly documented. This will help the Applicant document and track the debris from the initial collection location to the DMS and final disposal location. If a contract hauler is used, this ticket often verifies hauling activities and is used for billing purposes. Paper tickets (with at least four copies generated for one load of debris) or a computer generated ticket system may be used. The computer-based system should include the same information as a traditional paper load ticket.
  6. **Load Site Monitors.** Debris Monitors who are located at the debris site collection points. They are responsible for observing and documenting debris removal activities at loading sites. Load site monitors should document such activity using a Daily Debris Loading Site Monitor Log and record any issues that arise using a Daily Issue Log.
  7. **Disposal Tower/Site Monitors.** Debris Monitors who are located at the entrance to the DMS or Disposal Site.
  8. **Roving Monitors.** Debris Monitors that randomly monitor operations at the collection point, the DMS/Disposal Site and the routes in between these locations. They will make unannounced visits to all loading and disposal sites within their assigned areas.
  9. **Training.** All Debris Monitors should be trained in their positions prior to being assigned.

1. **Specific Monitoring Operations.** The following describes methods and systems to monitor and document work completed by Applicant forces or contractors
   1. **Load Site Monitors**. Perform the following:
      1. Coordinate with the contractor to verify the location of the loading sites each day.
      2. Assist in the measurement of each truck at the beginning of debris removal operations.
      3. Document the truck dimensions, note the truck number and take a picture of each truck.
      4. Document the type of debris loaded (e.g., vegetative, construction and demolition, etc.) Ensure pictures are taken and GPS coordinates are obtained of debris associated with each load ticket.
      5. Complete the loading portion of the debris load ticket and sign it.
      6. Retain a copy of the debris load ticket and provide two copies to the driver or contractor for billing purposes.
      7. Submit copies of load tickets to the debris monitor at the end of each day.
      8. Ensure only debris that is specified by the applicant is collected for loading and hauling.
      9. Ensure that hazardous wastes are not mixed in with debris loads
      10. Ensure that debris loads are contained properly before leaving the loading area
      11. Photograph and provide a written document of any damages made to utility components, driveways, road surfaces, private property, vehicles, etc.
   2. **Disposal Tower/Site Monitors.** Perform the following:
      1. View and take pictures of the contents of each truck/container entering the DMS/Disposal Site
      2. Obtain copies of the debris load ticket that has been signed by the Load Site Monitor from the truck driver.
      3. Sign the completed ticket and retain a copy. Give the remaining copies to the truck driver.
      4. Obtain copies of the weight ticket of each truck leaving the DMS/Disposal Site
      5. Ensure truck/container is completely empty prior to leaving the DMS/Disposal Site. Take pictures of each empty truck/container prior to it leaving the DMS/Disposal Site as verification.
      6. Spot check truck measurements by periodically measuring the dimensions of the trucks after they have unloaded the debris they were hauling.
      7. Submit copies of the completed, signed load tickets to the Debris Project Manager at the end of each day.
      8. The Debris Project Manager will identify personnel to enter information from the load tickets each day into a load ticket database if the contractor is not performing this task.
      9. Complete a Tower Monitor Log, to record truck information, load weights, and types of debris brought into the DMS or landfill. This log should also be used to record any issues noted for the day and provide comments concerning the day’s operation
   3. **Roving Monitors.** Perform the following:
      1. Assist in the measuring of all contractor trucks and trailers with the contractor’s representative and take photographs of all trucks and trailers.
      2. Obtain and become familiar with all debris removal and disposal contracts for which they are providing oversight.
      3. Drive around their assigned debris management areas to observe contractor operations.
      4. Complete a Debris Disposal Site Monitoring Checklist for every site visited. Ensure that operations are being followed as specified in the applicable debris removal and disposal contract.
      5. Prepare a daily Roving Monitor Report of contractor activities observed, including photographs of activities and sites visited.
      6. Roving monitors will submit their written daily reports at the end of each day to the Debris Project Manager. The report will outline their observations with respect to the following:
         1. Is the contractor using the DMS site properly with respect to layout and environmental considerations?
         2. Has the contractor established lined temporary storage areas for ash, household hazardous wastes, and other materials that can contaminate soil and groundwater?
         3. Has the contractor established environmental controls in equipment staging areas, fueling, and equipment repair areas to prevent and mitigate spills of petroleum products and hydraulic fluids?
         4. Has the contractor established appropriate rodent control measures?
         5. Are burn sites constructed and operating in accordance with the plans and requirements as stated in the contract?
         6. Has the contractor establish procedures to mitigate:
            1. **Smoke** – Are the incineration pits constructed properly and being operated according to the contract statement of work?
            2. **Dust** – Are water trucks employed to keep down the dust?
            3. **Noise** – Have noise abatement procedures been employed?
            4. **Traffic** – Does the DMS have a suitable layout for ingress and egress to help traffic flow?

### DEBRIS PLAN ANNEXES

ANNEX A: Right of Entry Agreement

ANNEX B: Request for Statement of Qualifications (RFQ) ANNEX C: Debris Contract Bid Specifications

ANNEX D: Pre-Approved Contractor Listing ANNEX E: Sample Unit Price Contract ANNEX F: Sample Debris Removal Guidelines ANNEX G: Landfill Waste Restrictions ANNEX H: Site Selection Contact List ANNEX ANNEX I: Sample Debris Monitoring Forms

ANNEX J: Intergovernmental Emergency Mutual Aid Agreement ANNEX K: Sample Mutual Aid Agreement

ANNEX L: Site Selection Criteria Checklist ANNEX M: Resource Tracking Sheet

### PLAN IMPLEMENTATION

This plan goes into effect once all parties listed below have approved the plan. By signing in the appropriate section, representatives of those parties signify approval of this plan in its entirety. INSERT COUNTY NAME HERE County Emergency Management will ensure the plan is reviewed on an annual basis. The review will take place one year from the most current signature date. Once all signatures have been accomplished, this document and all its Annexes (A through M) becomes the official Debris Management Plan for the County of INSERT COUNTY NAME HERE, the City of INSERT CITY NAME HERE and the City of INSERT CITY NAME HERE. This plan shall be approved by KYEM and FEMA before being submitted for signatures from all other parties listed.

INSERT COUNTY NAME HERE County Fiscal Court Title Date

City of INSERT CITY NAME HERE Title Date

City of INSERT CITY NAME HERE Title Date

INSERT COUNTY NAME HERE County Emergency Management Title Date

Kentucky Division of Emergency Management Title Date

Federal Emergency Management Agency Title Date

Eligible organizations listed below have adopted this Debris Management Plan once approved by FEMA and Kentucky Emergency Management.

Organization Title Date