



CHAPTER 1 INTRODUCTION

1.1 Purpose of the Debris Management Plan (the Plan)

The Towns within Suffolk County follow their own approved individual criteria for effectively managing normal waste through established collection and disposal methodologies. Standard accepted solid waste management practices include keeping household hazardous waste, hazardous material and petroleum products out of the waste stream prior to collection and staging. These types of waste materials should not be comingled with other waste types such as household belongings or construction and demolition materials. The segregation of waste materials, either prior to curbside pick-up or at approved local drop off sites, helps to ensure that hazardous fluids and materials are not released to become contaminants. Local municipalities and Towns recognize that by paying careful attention to detail and following these accepted practices regularly, as well as in major debris generating disaster events, many safety issues and environmental impacts can be avoided or minimized. In this regard, local outreach efforts and public messaging to stress the importance of segregating waste is an important aspect of debris management in normal operations and in disaster events. This recognition and heightened awareness is especially important within Suffolk County where our geography, coastal exposure, flood potential, and sub-surface structure (including aquifers) can all contribute to potential vulnerabilities and issues

This *Suffolk County Debris Management Plan* (the Plan) establishes a framework for County agencies and municipalities to facilitate the proper management of debris generated by a natural disaster. The goal is to facilitate prompt and efficient recovery through emergency waste management practices that are both reasonable and cost-effective and, at the same time, are protective of human health and the environment. Implementation of the *Debris Management Plan* will be coordinated through the Suffolk County Emergency Operations Center (EOC) and the Department of Fire, Rescue and Emergency Services (FRES).

1.1.1 Types of Natural Disasters

This Plan addresses natural disasters such as: hurricanes, floods, earthquakes, tornadoes, wild fires, ice storms, catastrophic animal mortalities, and catastrophic vegetative waste. Natural disasters cause a variety of different types of debris including, but not limited to, trees, stumps, construction and demolition materials, vehicles, vessels, and other personal property, putrescent food waste, soil, sand, silt and sediment. For the purposes of this Plan, Suffolk County and its planning partners have adopted debris projections based upon information contained within the 2014 FEMA approved Suffolk County Multi-Jurisdictional Hazard Mitigation Plan. The Plan includes complete hazard analyses and risk assessments for the natural disasters which may affect the county using a probabilistic approach to quantify risks. Included in this Plan are debris projections based on these FEMA approved probabilistic scenarios, including projections derived from FEMA's HAZUS estimating tool. HAZUS is FEMA developed software using GIS technology for standardized estimating of potential losses from earthquakes, floods and hurricanes. The projections for both Hurricanes and Flood disasters used in this Plan are based on the 100 and 500 year return periods for these events. The earthquake model debris projections are based on the 500 and 2500 year return periods.

Depending on the type and magnitude of the disaster, the debris field can extend for miles over a large area and be extremely difficult to manage because of the variety and intermingling of the various debris types. While this Debris Management Plan is written to address natural disaster events, it may



also serve as guidance to managing debris resulting from man-made disasters. However, such management may be superseded by other jurisdictions due to the presumption of criminal activity.

1.1.2 Objectives

The objectives of the *Suffolk County Debris Management Plan* are:

- Provide an organizational structure, guidance, and standardized guidelines for the clearance, removal, staging, reduction, recycling, processing, and disposal of debris caused by major debris-generating events.
- Mitigate potential health hazards from hazardous debris materials.
- Develop tracing and documentation procedures required to allow the reimbursement of debris removal, recycling, and disposal efforts resulting from a disaster.
- Coordinate partnering relationships through communications and pre-planning with local, State, and Federal agencies which have debris management responsibilities.

1.1.3 Outline of the Plan

The Plan is based on guidance provided by the Federal Emergency Management Agency (FEMA) (www.fema.gov), United States Environmental Protection Agency (US EPA) (www.epa.gov), United States Army Corps of Engineers (US ACE) (www.usace.army.mil/), and lessons learned from past storms, such as Tropical Storm Irene and Super Storm Sandy. The Plan outlines the DEC's processes to consider, approve or disapprove requests for authorizations, variances, and waivers as needed for rapid and environmentally sound waste management, specifically with regard to managing the natural-disaster debris waste stream. In addition, this Plan outlines debris monitoring roles and responsibilities, and presents an overview of eligible federal reimbursable costs resulting from debris clean up and monitoring. Suffolk County agencies and municipalities will be the primary users of this Plan. Towns in particular, can make use of the information for planning pre-positioned contracts with waste haulers, as well as identifying disaster TDSR and Vegetative debris sites that may be called into use during disaster recovery operations. Much of the information will also be useful to the waste management industry as they develop their own in-house plans for participating in a potential disaster recovery scenario.

1.1.4 Two Phases of Debris Clearance

There are two main phases to debris clearance, removal and disposal activities:

- Phase 1 typically occurs during and immediately after the event. Phase 1 consists of clearing the debris that hinders immediate lifesaving actions and that poses an immediate threat to public health and safety, such as the inability to access critical infrastructures.
- Phase 2 typically begins within seven days of the event and consists of removing and disposing of the debris that hinders the orderly recovery of the community and poses less immediate threats to health and safety, activating pre-positioned contracts and notifying citizens of debris removal procedures.

1.1.5 Contracts

1.1.5.1 Pre-event Preparation and Planning

Local governments must plan for and expect to manage debris removal operations following a major natural disaster. Federal assistance is designed only to address situations where the level of debris is catastrophic in scale, or where the capabilities of the local government, County and State to effectively manage such operations are overwhelmed. Local governments are expected to establish pre-event contracts and/or arrangements with local or regional debris removal contractors, to assure the immediate availability of coordinated debris removal support following a debris-producing event. Emergency recovery operations will be carried out principally by local forces (that may be supported



by intra-county mutual aid); then County and State forces (that may be supported by interstate mutual aid); and, then if needed and requested through FEMA, federal forces.

When a natural disaster event occurs that produces large amounts of debris, effective coordination is required between the Public Assistance (PA) applicant (in this case the State) and FEMA to ensure that debris removal operations are efficient, effective, and eligible for FEMA PA grant funding. PA applicants, whether the County or local municipalities, must monitor debris removal operations and document eligible quantities and reasonable expenses to ensure that the work is eligible for PA grant funding. Failure to do so properly may jeopardize this funding.

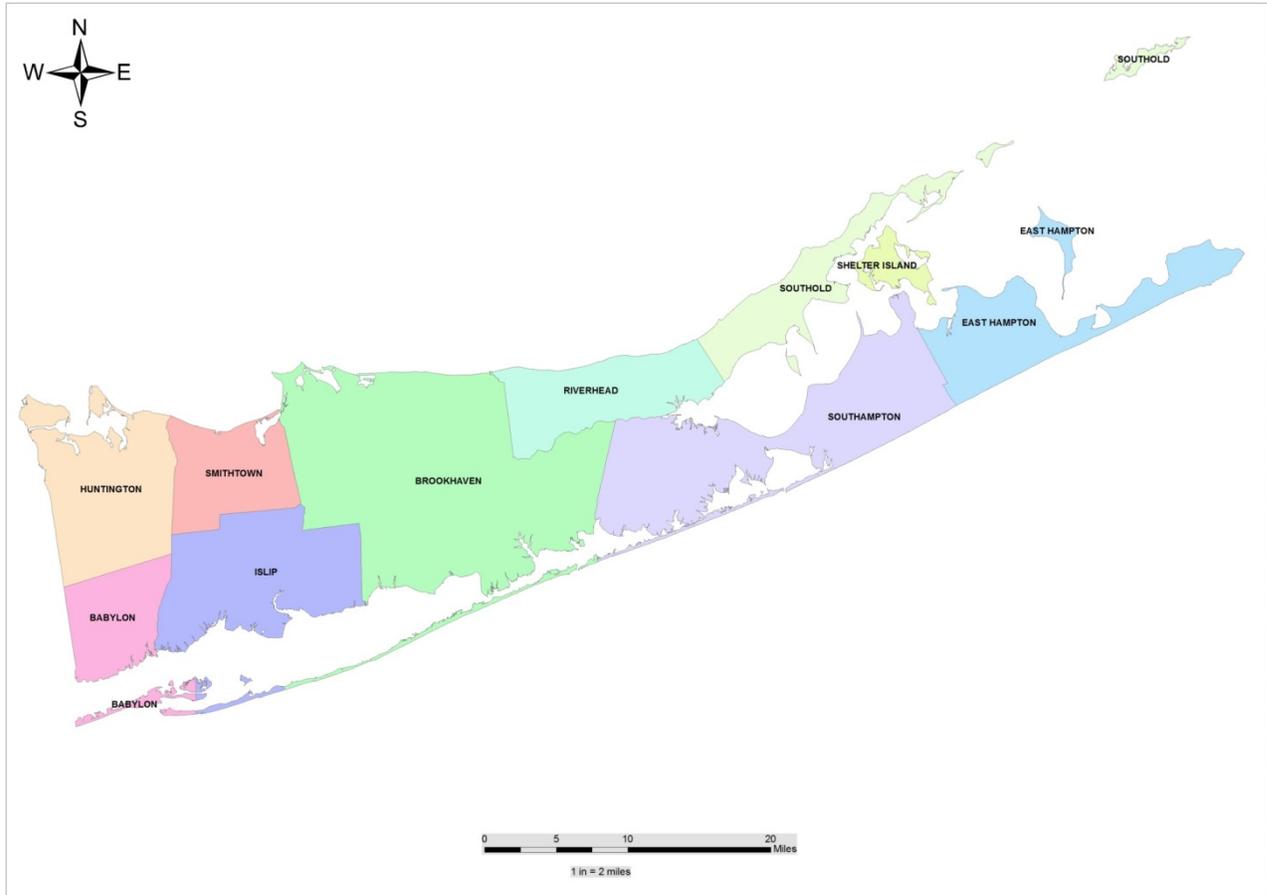
The types of pre-event contracts that should be in place by municipalities include: (1) debris removal operations, and (2) monitoring of debris cleanup activities as undertaken by the Contractors retained under the debris removal operations contract.

1.1.5.2 Municipal Contracts

Town governments are responsible for all peoples and property within their boundaries and jurisdictions to the limits of their resources. Each municipality should make provisions for the safe and sanitary disposal of all solid wastes generated within its boundaries and to make provisions for the separation, collection, processing, and marketing of designated recyclables generated within its boundaries. FEMA recommends having pre-positioned contracts for both debris removal as well as monitoring. These contracts must exhibit full and open competition where an adequate and realistic specification or purchase description is publicly solicited and multiple responsible bidders are allowed to compete effectively for the business. Municipalities may refer to the FEMA Recovery Fact Sheet 9580.212 Public Assistance Grant Contracting FAQ for contract guidance. If needed, Suffolk County DPW has competitively bid contracts in place for debris related Services and Equipment which can be used by other municipalities within the borders of the County. The use of these contracts and their applicable rates is left up to the discretion of the Towns. In a large county-wide debris generating event, coordination of debris clearance/removal/disposal activities will be coordinated through the SC EOC



Map 1-1: Suffolk County Map with Town Boundaries



1.2 Authorities

1.2.1 Local Governments

Each Town and Suffolk County has developed its own Annex Section within the Multi-Jurisdictional Suffolk County Debris Management Plan. The Plan and each of the Annex Sections were developed based federal programs established under the Stafford Act with guidance from FEMA, the US EPA, NYS DHSES, the NYS DEC in addition to overview and input from the US ACE. Basic concepts in the Plan include pre-positioned contracts for debris removal and monitoring to be better prepare for and manage disaster debris. In addition, the identification of suitable TDSR and Vegetative Debris Sites, availability of equipment, and projection of debris quantities that could be generated have been addressed in the plan.

1.2.2 State Authorities

With regard to disasters and debris management, NYS Executive Law Article 2-B provides the authority for actions undertaken in a “local state of emergency”. A copy of Article 2-B, along with a fact sheet and frequently asked questions (FAQs) is included in the appendices to this Plan.



1.2.2.1 Division of Homeland Security & Emergency Services (NYS DHSES)

Created by an act of the State Legislature in July 2010, the Division is comprised of four offices dedicated to the protection of New Yorkers, their property and the State's economic well-being from acts of terrorism and natural and manmade emergencies or disasters. The Division accomplishes this core mission through its offices - Counter Terrorism, Emergency Management, Fire Prevention and Control, and Interoperable & Emergency Communications - who coordinate the response of State agencies in support of local government.

Statutory authorities for DHSES are set forth in NYS Executive Law Article 2-B which identifies its mission to direct and coordinate all available resources to protect the life and property of the citizens of New York in the event of a disaster or crisis, through a collaborative program of prevention, planning, preparedness, response, recovery, and public education. DHSES has primary responsibility for development and implementation of the State's emergency management program, and its activities are carried out in the main DHSES office and in five Regional Offices across the State. These offices have the responsibility for providing administrative support and planning assistance to local governments in their jurisdictions.

During emergencies, NYS DHSES is represented in the Suffolk County EOC along with representatives of Towns, other key state agencies and private companies. The County EOC maintains direct communications with State agencies, federal agencies and facilities, private agencies, Town EOCs and others that are not represented in the SC EOC as needed.

1.2.2.2 Department of Environmental Conservation (NYS DEC)

The NYS DEC is charged with conserving, improving and protecting the natural resources and the environment of the State of New York, and to prevent, abate and control water, land and air pollution, in order to enhance the health, safety and welfare of the people of the state and their overall economic and social well-being.

In the interest of public health, safety and welfare and in order to conserve energy and natural resources, the State of New York through the NYS DEC, has established a Solid Waste Management Policy in the NYS Environmental Conservation Law (ECL), Section 27-0106 that addresses its main priority needs to reduce, reuse, recover and dispose of solid waste.

This Solid Waste Management Policy also provides the NYS DEC with specific solid waste management powers and duties (ECL Section 27-0703) to address: short and long term planning for disposal; establishment of necessary rules and regulations; requirements for siting; designing and construction of solid waste facilities; and development/preparation of assistance programs.

Management of disaster debris falls under existing solid waste management statutes within the ECL and any Emergency Authorization needs are set forth in ECL Section 70-0116. Implementing recycling and material segregation practices, together with the management of debris during an emergency situation, is the framework for debris cleanup measures during a disaster event.

1.2.2.3 New York State's Multi-Hazard Mitigation Plan (NYS HMP) - Plan Constituency

New York updated its Multi-Hazard Mitigation Plan (2014 State Hazard Mitigation Plan) to meet FEMA guidelines set forth in the Disaster Mitigation Act of 2000. This Plan represents the New York State's efforts to approach mitigating the effects of disasters on a multi-hazard basis, and shifts from a disaster-response driven system to one based on effective hazard mitigation planning. The related strategies and activities outlined in this Plan provide a guide to assist New York in working towards achieving these goals that will be implemented or initiated during the time period encompassing this



Hazards Mitigation Plan update. NYS believes in the importance of hazard mitigation planning and strategies that will need to be developed. The adoption of this HMP allows eligible NYS agencies, local governments and certain private non-profits (PNPs) to access federal recovery funds after a Presidential Disaster Declaration. The Suffolk County Multi-Jurisdictional Hazard Mitigation Plan, approved by FEMA in 2014, is consistent with the NYS HMP. This county-wide plan ensures that all Towns, Villages, Native American Nations, the Suffolk County Water Authority and certain PNPs within the County, who have adopted the SC HMP, are eligible to access federal grant funding for mitigation projects.

1.2.3 Federal Authorities

There are a number of federal agencies invested with varying authorities for debris management activities. These agencies include the United States Department of Homeland Security, FEMA, US ACE, the Federal Highway Administration (FHWA), US EPA, United States Coast Guard (USCG), and Department of Agriculture which includes the Natural Resource Conservation Service (NRCS), Department of Commerce and Department of Transportation. The Robert T. Stafford Emergency Relief and Disaster Assistance Act (PL 93-288, as amended, is commonly referred to as the *Stafford Act*) is the federal legislation that creates a national program for disaster preparedness, response, recovery, and mitigation. This Act constitutes the statutory authority for most federal disaster response and its programs.

1.2.3.1 Financial, Direct and Technical Assistance

When the response and recovery effort appears to be beyond the capacity of the local municipalities, Towns, County and State, the Governor may request federal assistance, in the form of a Presidential Disaster Declaration. FEMA evaluates the request and recommends to the President the type of federal assistance that is warranted. Public Assistance (PA) is usually provided in the form of financial reimbursement of a portion of the disaster related costs. FEMA can also provide direct and technical assistance. It is prudent to be familiar with FEMA eligibility and reasonable costs guidelines during the planning stage in order to appropriately plan for critical issues such as contracting, monitoring and preparing appropriate documentation to support requests for funding. FEMA and the PA Program are governed by the law defined in the Stafford Act and regulations provided in Title 44 of Code of Federal Regulations (44 CFR). These laws and regulations provide the criteria for determining eligibility of debris activities. This includes: Stafford Act, Sections 403, 407, 502; Title 44 CFR, Sections 206.224, 206.225; and FEMA Policies.

1.2.3.2 Compliance with the National Incident Management Systems (NIMS)

NIMS provides a consistent nationwide approach for federal, state, local government, private sector and non-governmental organizations to work together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. Suffolk County's *Debris Management Plan* is NIMS compliant because it takes into account three key organizational systems: the Incident Command System (ICS) the multi-agency coordination system, and the public informational system. The Plan will be implemented to comply with the NIMS approach in cooperation with State and federal agencies, as well as the municipalities.

1.3 Plan Maintenance

The individual Annex Sections of the Plan shall be reviewed annually by each of the ten Town planning partners and the County to update any changes in debris contractor status, annual contracts, permits, or other short-term variable items. The Plan in its entirety shall be reviewed every five (5) years by the



County, its Town planning partners, the NYS DEC, NYS DHSES, FEMA and other regulating agencies to ensure it meets current requirements.

The main body of Suffolk County Multi-Jurisdictional Debris Management Plan, without local Annex sections, will be available for public viewing on the Suffolk County website.

