

U.S. Army Corps of Engineers Mission Doctrine Guide For Contaminated Debris Management

January 28, 2008

Reference:

Weapons of Mass Destruction Debris Management Guide, November 2007 – Draft

1. INTRODUCTION

Under Emergency Support Function 3 of the National Response Framework (NRF), USACE has responsibilities for contaminated debris management (CDM) within a debris zone and, also includes removal actions to reduce contaminant loading on surfaces of infrastructure. This Mission Doctrine Guide describes USACE roles, responsibilities, and functions to facilitate debris mission planning and execution when mission assigned by DHS\FEMA.

Contaminated debris management is a complex undertaking encompassing many different functional activities ranging from the highly technical operations associated with the handling, removal, and disposal of contaminated debris, to the recovery and disposition of human remains and personal property, to security and law enforcement. As such, the referenced Weapons of Mass Destruction Debris Management Guide should be considered a companion document to this Guide, and should be utilized as a reference for more detailed information for selected topics, and/or a source of references for additional or related information.

2. MISSION

The scope of the USACE, ESF 3, CDM Mission includes the following activities: staging, characterization, treatment, reduction, profiling, manifesting, transportation, and disposal of CD waste streams; and site logistics and the incorporation of health and safety provisions for the same. Other CDM tasks may include moving of contaminated debris pursuant to life-saving, mitigating the spread of contamination by stabilizing “source material,” preventing or limiting the potential for worker exposure, and removing “source material” underneath the debris under removal action. This work will be done in coordination with US EPA under ESF 10, and in conformance with applicable federal, state, and local requirements and the National Response Framework (NRP).

Additionally, the scope of ESF 3 CDM may include removal of surface contamination on the infrastructure to reduce contaminant loading and to facilitate recovery actions. Infrastructure includes transportation systems, water and waste water treatment systems, utility systems (e.g. power, gas), and storm water conveyance systems. For example,

removal actions may include the movement of vehicles that are obstructing response and recovery efforts and subsequent gross removal of contamination on surfaces, management of storm water, gross removal of surface contamination (e.g. HEPA vacuuming, solubilizing contaminants, capturing, and treating) on other infrastructure systems.

See Appendix A, Anticipated USACE ESF 3 CDM Activities, for additional information.

The Contaminated Debris Management (CDM) Mission results from a detonation that creates general construction debris, and the like, that is contaminated with a hazardous material or a chemical, biological, radioactive, nuclear agent. While the contaminated debris waste streams will primarily include demolished building components, including architectural and structural systems, roofing, flooring, wall systems, mechanical systems (e.g. plumbing, fire protection, HVAC), and electrical or electronic systems, other waste streams may include:

- Damaged Infrastructure, signage
- Building contents, such as asbestos containing materials, electronic waste, household hazardous waste, small motorized equipment, municipal solid waste, construction and demolition debris, white goods and personal belongs and other materials that are not salvaged
- Vegetative debris, damaged landscaping, etc.
- Trains, planes, automobiles, trucks, boats, mobile homes, storage tanks
- Site elements, such as soils, sands, sediments, gravel, dirt, dust, creating highly contaminated debris that could be removed under removal action
- Animal carcasses that result from a mass contamination event, as USDA, EPA, and FEMA determine is appropriate.

Debris resulting from decontamination of equipment, supplies, and workers during debris management operations

The scope of CDM does not include work activities specifically addressing public health or environmental considerations, nor remediation or decontamination of structures for re-occupancy, as EPA is responsible for these functions under ESF10. Also, CDM does not include managing human remains resulting from the event.

3. CONCEPT OF OPERATIONS

- A. **GENERAL.** The USACE executes CD Mission Assignments through partial or full deployment of CDM Planning and Response Teams (PRT). Representatives are deployed to national, regional, and local nodes to provide a basis for incident

specific strategic and tactical planning and execution. This process is performed in conformance with the National Response Framework and its doctrinal framework, the National Information Management System.

Consistent with this concept, USACE is developing Contaminated Debris Planning and Response Teams (CDM PRT). USACE will staff and train up to a total of three CDM PRTs. The responsibility for PRT staffing and functional readiness will be assigned to specific Division offices. Planning and Response Teams for CDM are comprised of personnel from within USACE with specialized skill sets required to address the challenges of a CBRNE event, including cost reimbursable contract administration for time-sensitive environmental actions, waste characterization and treatment, data and information management, transportation and disposal of highly contaminated materials, and worker safety under extremely hazardous conditions. Teams will be staffed by the responsible Division through internal and external resourcing, and will be supplemented with resources from the NWO Rapid Response Program. Individual team members are designated either Management Team component, or Support Team component.

B. PREPAREDNESS

The Mississippi Valley Division, in close coordination with the NWO, Rapid Response CDM Program Manager, is the Lead Division for contaminated debris management, and coordinates the following activities:

- a. CDM PRTs staffing
- b. CDM PRT participation in national and regional exercises
- c. CDM training and certifications
- d. CDM PRT readiness monitoring and reporting
- e. UOC coordination for team activation and deployment
- f. Participation in Rapid Response Program contractor solicitation, review, and award for ESF 3 CDM execution.
- g. Reviewing other USACE environmental contracts for use in late phases of response.
- h. Coordinating with USACE PARC for execution of the variance of contract capacities.
- i. Coordinating with USACE KO concerning award of new disposal contracts, if not already available through existing contract.

C. ACTIVATION

Initial coordination to place a CDM PRT on alert status or to immediately deploy may occur between the FEMA Regional Response Coordination Center (RRCC) and the USACE Lead Division, or between FEMA HQ and HQUSACE. In the former case, the Lead Division will immediately notify MVD and the UOC to place on alert status or to deploy a CDM PRT and direct the Supporting Division accordingly. In the latter case, the UOC will coordinate with MVD regarding the same.

The Supporting Division/District will coordinate directly with the Supported Division/District for CDM PRT Reception, Staging and Onward Integration (RSOI).

D. EXECUTION

Management Team members deploy as an advance element for initial situation assessment, coordination, and planning, and are followed by the remaining Support Team members. Selected representatives from the CDM PRT deploy to the National Response Coordination Center (Liaison Officer), Joint Field Office (JFO), Recovery Field Office (RFO), or to the Emergency Field Office (EFO). Appendix B provides additional detailed PRT position descriptions and typical CDM PRT composition and organization is shown at Figure 1, and member locations upon deployment are shown in Figure 2. Mission assignment is coordinated through the ESF 3 Team Leader located at the JFO, but the team reports operationally to the Recovery Field Office Commander, which may or may not be the Supported District Commander. The PRT executes the CDM mission “cradle to grave”, or until such time as the Supported District can assume long-term execution responsibility.

Because of the exigencies of any catastrophic event, strategic decisions are made at the Joint Field Office and tactical decisions, during time-sensitive phases, are made at the Incident Command Post, and are not made at District, Division, or HQ levels.

USACE is responsible for its own data management, modeling, and GIS outputs concerning the same associated with CDM scope of work, including worker protection, and debris characterization, stabilization, and treatment.

USACE is responsible for information management at the Unified Command, tactical level, such that upward reporting can be made throughout appropriate nodes. On a daily basis, a common operating picture will be developed and uploaded into ENGLINK as well as into the Lead Coordinating Agency system.

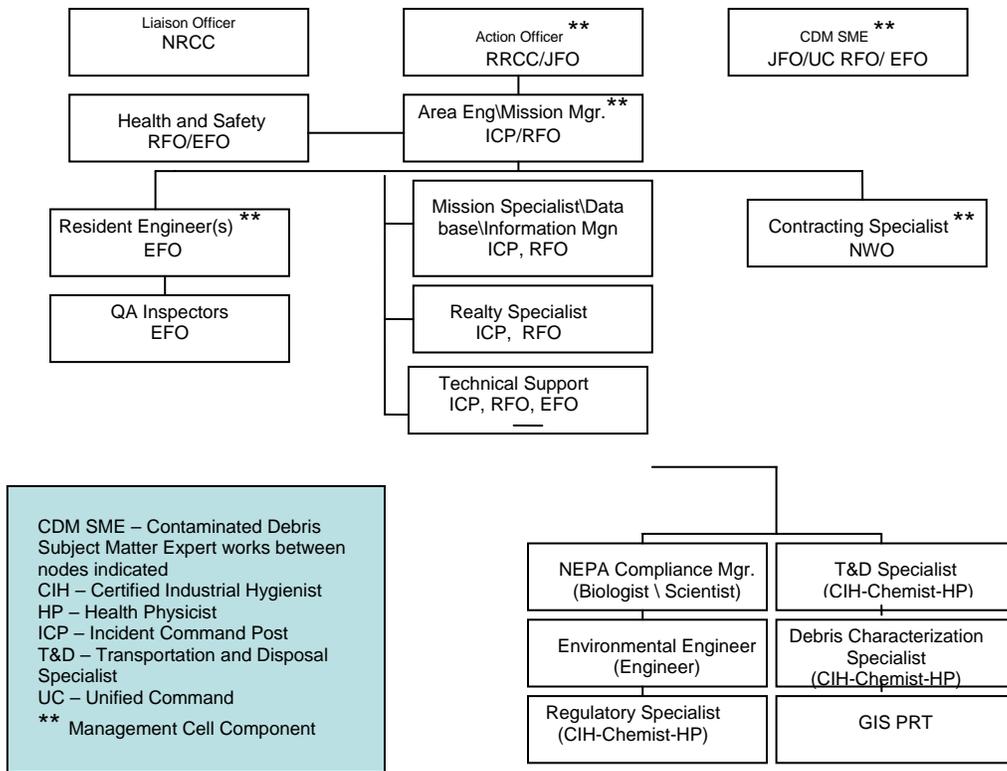


Figure 1. CDM PRT Composition and Organization

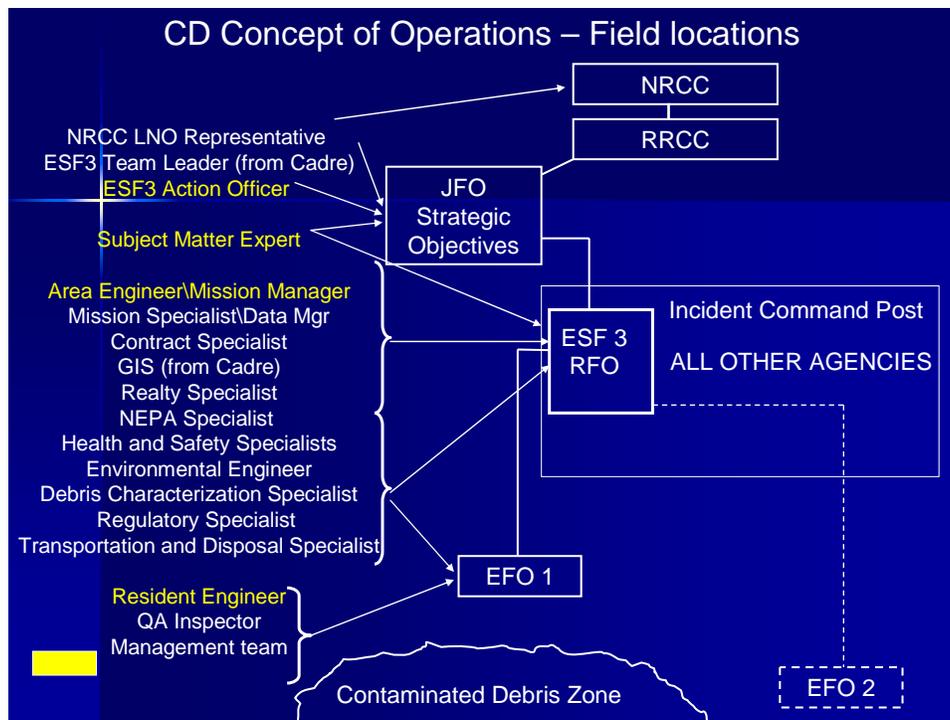


Figure 2. CDM PRT Member and Primary Locations

E. Command and Control.

Throughout the recovery phase, USACE will be located at an Incident Command Post (ICP) and work in Unified Command with EPA, DOE, USCG, OSHA, and other federal, state, and local responders. The ICP will be located in close proximity to the area of impact. The RFO Commander will act as the CDM Incident Commander. This CDM Incident Commander, in consultation with other Incident Commanders, will coordinate the necessary labor, instruments, controls, equipment, materials, supplies, analysis, etc for planning and tactical execution for CDM scope of work. See Figure 3 for RFO organization location within context of the Unified Command Organization.

If USACE is mission assigned other missions (e.g. Water, Power, Ice, Temporary Housing) outside the area of contamination, USACE may establish a traditional RFO, physically separate from the Incident Command Post.

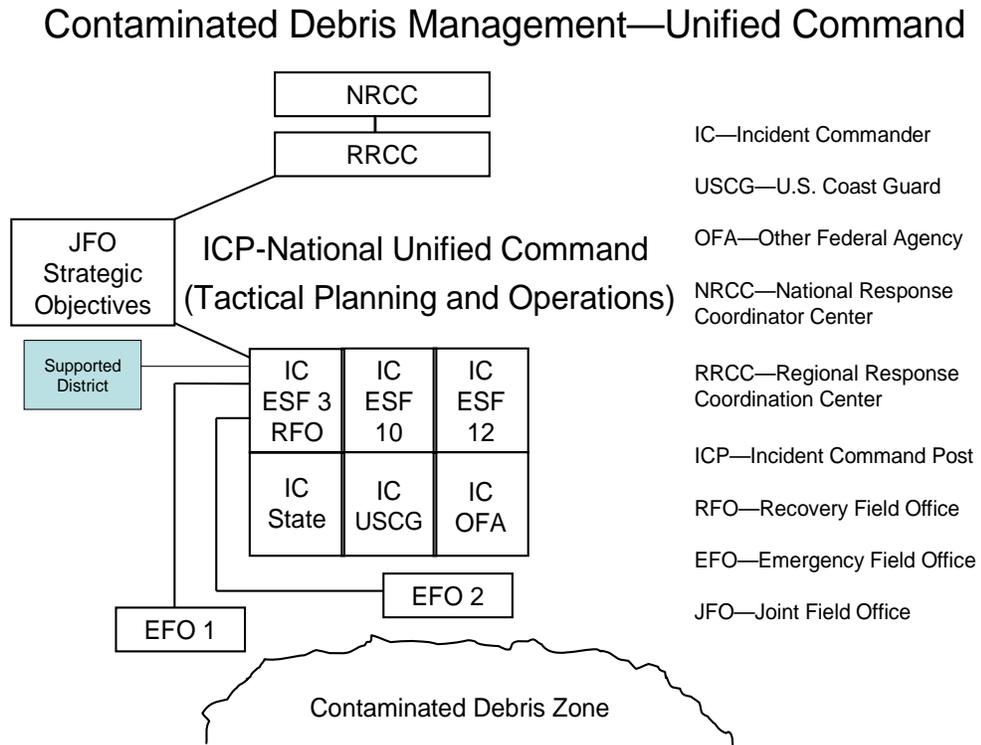


Figure 3. RFO Location and Unified Command

F. CONTRACTING

Cost Reimbursement Contracting is the preferred contract method when time-sensitive environmental response is required and many uncertainties exist, as is anticipated for contaminated debris management. Cost reimbursable contracts provide the government and contractor with flexible response capability to address frequently changing conditions and uncertainties such as unknown quantities, uncertain regulatory requirements, differing site conditions, evolving expectations, and dynamic human interaction at federal, state, and local levels.

Administration of cost reimbursable type contracts requires substantial training and a substantial change of philosophy from traditional fixed price contract management. Contracting personnel who are empowered, and on-site are essential to successful execution of cost reimbursable projects. Government representatives must possess sufficient skill sets to protect the government interest, and maintain compliance with contract requirements, cost effectiveness, and timeliness while planning and executing highly complex work. Experienced and trained project/field managers are requisite to success. The Area Engineer/Mission Manager and Subject Matter Expert positions will be filled by senior representatives from the Rapid Response Program. Both shall act as Contracting Officer Representative. Through coordination with Rapid Response Program Management, both shall provide the expertise needed to administer the Cost Reimbursable Contracts.

Annex A- Memorandum of Agreement

Annex B- Anticipated USACE ESF 3 CDM Activities

Annex C - CDM PRT Position Descriptions

Annex D - Training Requirements

Annex E - CDM Pre-scripted Mission Assignment

Annex F - Environmental/EM COP Integration Strategy

Annex G - Sample Scopes of Work

Annex H - Security and Law Enforcement Coordination SOP

Annex I- Recovery and Disposition of Human Remains and Personal Property SOP

Annex J - Site Logistics SOP

Annex K - Contaminated Debris Assessment, Modeling, Characterization SOP

Annex L - Information and Data Management SOP

Annex M- Contaminant Stabilization SOP

Annex N- Contaminated Debris Segregation SOP

Annex O- Contaminated Debris Treatment SOP

Annex P- Contaminated Debris Profiling and Shipping Document SOP

Annex Q- Contaminated Debris Transportation SOP

Annex R- Contaminated Debris Disposal SOP

Annex S- Contaminated Debris Health and Safety SOP

