



# RDPO

**Regional Disaster Preparedness Organization**

## Disaster Debris Management Tabletop Exercise

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Situation Manual

January 26, 2016

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## EXERCISE OVERVIEW

<b>Exercise Name</b>	Disaster Debris Management Tabletop Exercise (TTX)	
<b>Exercise Dates</b>	January 26, 2016	
<b>Scope</b>	The Disaster Debris Management TTX is a four-hour discussion-based exercise. Representatives from jurisdictions and organizations throughout the region will participate in candid, solution-focused facilitated discussions on selection, preparation, operations and closing of Debris Management Sites (DMS).	
<b>Mission Area(s)</b>	Response and Recovery	
<b>Core Capabilities</b>	Infrastructure Systems	
<b>Objectives</b>	<ol style="list-style-type: none"> <li>1. Discuss and clarify regional and jurisdictional roles and responsibilities in the selection of DMSs.</li> <li>2. Discuss and clarify regional and jurisdictional roles and responsibilities in preparation and management of DMSs.</li> <li>3. Discuss and clarify regional and jurisdictional roles and responsibilities in the final disposition of debris and closing out DMSs operations.</li> </ol>	
<b>Threat or Hazard</b>	Severe Storm and Flooding	
<b>Scenario</b>	A severe storm has brought record high winds and heavy rains to the greater Portland - Vancouver Region. This event has resulted in a State of Emergency declaration by the Governor and a Major Disaster Declaration by the President. Debris generated requires DMSs to be established.	
<b>Sponsor</b>	Regional Disaster Preparedness Organization (RDPO)	
<b>Participating Organizations</b>	State ..... 2 County ..... 5	City.....4 Other .....2 An organization list is in Appendix B.
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## AGENDA

7:30 a.m. – 8:00 a.m.	Registration
8:00 a.m. – 8:15 a.m.	Welcome and Administrative Details
8:15 a.m. – 8:30 a.m.	Event Overview and Scenario
8:30 a.m. – 9:30 a.m.	Module One: Initial DMS Selection
9:30 a.m. – 9:40 a.m.	Break
9:40 a.m. – 10:40 p.m.	Module Two: DMS Preparation and Operations
10:40 a.m. – 10:50 a.m.	Break
10:50 a.m. – 11:40 a.m.	Module Three: Final Disposition of Debris and DMS Closeout
11:40 p.m. – 12:00 p.m.	Closing Comments

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## GENERAL INFORMATION

This TTX Situation Manual (SITMAN) was produced with input, guidance, and assistance from the Disaster Debris Management TTX Planning Team. The SITMAN provides participants with the tools necessary to effectively engage in their roles in the exercise. It includes information about the format of the exercise, key objectives to be met, and processes for evaluation.

### Exercise Background

The Disaster Debris Management TTX, sponsored by the Regional Disaster Preparedness Organization (RDPO), will bring together representatives from jurisdictions and organizations throughout the region to participate in a facilitated discussion focused on debris management sites (DMS). The exercise is tangible evidence of the continued dedication of the region to ensure public safety through collaborative partnerships, coordination, and planning.

RDPO sponsored two Disaster Debris Management Workshops, on November 10 and December 8, 2015, that offered presentations and discussions concerning many aspects of debris management planning and operations, including but not limited to, information about FEMA eligibility, FEMA debris management guidance, debris planning strategies, debris management roles and responsibilities, household hazardous wastes, regional versus jurisdictional issues, and the establishment, operations and closeout of DMSs.

This exercise has been designed to continue the discussion and further development of jurisdictions' and organizations' Debris Management Plans, roles and responsibilities, policies and procedures. *This exercise will focus on debris management plan development and training as opposed to testing and evaluating specific plans.*

### Purpose

The Disaster Debris Management TTX is designed to clarify and enhance coordination about the roles and responsibilities in managing DMSs.

### Objectives and Core Capabilities

The exercise objectives describe the expected outcomes for the exercise. The objectives are linked to core capabilities, in accordance with the Homeland Security Exercise and Evaluation Program. The objectives and core capability were selected by the TTX Planning Team.

Exercise Objective	Core Capability
Discuss and clarify regional and jurisdictional roles and responsibilities in the selection of DMSs.	Critical Transportation
Discuss and clarify regional and jurisdictional roles and responsibilities in preparation and management of DMSs.	Critical Transportation
Discuss and clarify regional and jurisdictional roles and responsibilities in the final disposition of debris from DMSs and closing out DMS operations.	Critical Transportation

## Participant Roles and Responsibilities

Participants will act in their respective real-life roles when considering the scenario and corresponding questions, offering observations to the group, and simulating strategic decisions. This approach allows the discussion to focus on situations within a moving timeline and for participants to contribute to the discussion from the perspective of their roles in a response. The Facilitator will ensure that the scenario moves along at an appropriate pace and that all participants have an opportunity to contribute.

## Exercise Methodology

The exercise incorporates a scenario-based format with facilitated issue identification and discussion. The modules and corresponding questions seek to achieve the objectives of the TTX by initiating discussion and raising awareness of the roles and responsibilities associated with DMSs.

This is a no-fault exercise that focuses on the identification and analysis of issues of common concern. Participants will be asked to address topics such as operational plans, their roles and responsibilities, department authorities, available resources, and regional coordination to successfully meet both the short- and long-term needs for operating DMSs.

## Structure

This exercise will be a multimedia, facilitated exercise. The exercise will be composed of the following three modules:

- Module 1: Initial DMS Selection
- Module 2: DMS Preparation and Operations
- Module 3: Final Disposition of Debris and DMS Closeout

Each module begins with a scenario update that summarizes key events occurring within that time period. Participants will be divided into groups and engage in discussions of appropriate issues. Each group will appoint a Spokesperson, who will report out at the end of the group discussion, and a Scribe, to make notes of the discussion, decisions and recommendations. Following the group discussion, participants will engage in a moderated plenary discussion in which each group will present a synopsis of the discussion.

## Guidelines

- This exercise will be held in an open, low-stress, no-fault environment. Varying viewpoints, even disagreements, are expected.
- Decisions are not precedent setting and may not reflect an organization's final position on a given issue. This exercise is an opportunity to discuss and present multiple options and possible solutions.
- Participants are encouraged to keep exercise objectives in mind throughout the exercise, keep comments focused and consider the time constraints.

## Assumptions and Artificialities

In any exercise, assumptions and artificialities may be necessary to complete play in the time allotted and/or account for logistical limitations. During this exercise, the following apply:

- The scenario is plausible, and events occur as they are presented.
- There is no hidden agenda or trick questions.
- All participants receive information at the same time.

## Evaluation

Exercise evaluation is an essential element of a successful exercise. The goal of evaluation is to document strengths and identify opportunities for improvement among participating organizations. The evaluation portion is aligned with the exercise objectives. It includes observations of group discussion during the exercise modules by members of the TTX Planning Team, information gathered in the Exercise Evaluation Guides, and feedback from participants,

The After Action Report and Improvement Plan (AAR/IP) documents these observations and analyzes them in accordance with the objectives identified for the exercise. It will also provide recommendations to address areas of improvement. The AAR/IP can be used as a reference for developing future work plans and continued development and revision of local and regional disaster debris management plans.

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## SCENARIO

### January 26<sup>th</sup>, 2016

A severe storm has brought record high winds and heavy rains to the greater Portland - Vancouver Region. The storm lasted for several days and was so severe that it required several days of emergency operations including, but not limited to, evacuations, water rescues, emergency road closures and detours, and emergency shelters being opened. Forecasters have compared the storm to the Columbus Day Storm of 1962 and December 12, 1995 storm.

The event resulted in several 24-hour operational periods at local Emergency Operations Centers and the State Emergency Coordination Center. The event required numerous local emergency declarations and a State of Emergency declaration by the Governor.

Due to the severity of the event and the fact that the response and recovery costs were beyond the capability of the State of Oregon and its local jurisdictions, the Governor requested and the President approved an Expedited Major Disaster Declaration.

The high winds damaged both public buildings and private property including businesses and homes. Several homes were severely damaged or totally destroyed by falling trees. The high winds downed numerous limbs and trees. Fast running floodwaters, erosion and landslides have downed many more trees. There is an enormous amount of woody and vegetation debris.

Landslides, floodwaters and erosion have damaged or destroyed numerous homes and some businesses. There is a large amount of household hazardous waste and other hazardous waste from small businesses affected by the floodwaters. Much debris of all types is now left on the banks of streams and rivers, drainage facilities and on public and private property in numerous communities.

In some urban areas, roads are impacted by the amounts of debris that has to be removed. Emergency routes are now open, but many roads in residential communities are impassable.

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## MODULE 1: INITIAL DMS SELECTION

January 27<sup>th</sup>, 2016

The solid waste system has been heavily impacted. Many facilities, including several transfer stations are inoperable due to damage, lack of electricity or other extenuating circumstance. Landslides are blocking both sides of the gorge.

Emergency management, public works and solid waste personnel have determined that a Debris Management Site (DMS) will be necessary. Initial debris estimates indicate a DMS of 35 acres could be required. An initial survey has identified three potential locations that could be used. These locations are notional, but the information about them is characteristic of sites within the region.

### Discussion

#### Part 1: Group Discussion (30 minutes)

Based on the information provided, come to consensus on which would be the preferred site for a DMS.

**Site 1** – Public Property. Developed as a park (off-leash pet area and ball fields). Size: 40 Acres. Close to areas with significant damage. No facilities (recycling, recovery or disposal) in proximity. Far away from existing landfills. No security fence, in residential area, residential road access only, no utilities, no lighting, good drainage, no environmental issues, and 5% paved.

**Site 2** – Private Property. Developed, but unused property (Industrial). Size: 50 Acres. Far from areas with significant damage. Some facilities in proximity. Closer to existing landfills. Security fence, mostly industrial area (heavily used), arterial road access, no utilities, no lighting, drains to environmentally sensitive areas and 30% paved.

**Site 3** – Private Property, Previously developed commercial property owned by large Oregon-based corporation. Size 20 Acres (Parking lot offered by corporation for short term). Some facilities in proximity. Landfills accessible. No security, near residential neighborhoods (upwind), near a school, arterial road access, utilities available, lighting on-site, near to environmental areas, and 100% paved.

The following questions are provided to generate discussion. These questions are not meant to constitute a definitive list of concerns to be addressed, nor is there a requirement to address every question.

1. Who is responsible for making the site selection?
2. What local, state and Federal laws, regulations and guidance are most important for making the decision?
3. What are the most important criteria to be considered in site selection? The least?
4. Would this scenario constitute a need for regional coordination?

#### Part 2: Plenary Discussion (30 minutes)

Facilitators will lead a discussion to compare and contrast the conclusions and decisions from each of the groups.

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## MODULE 2: DMS PREPARATION AND OPERATIONS

January 31<sup>st</sup>, 2016

The weather has cleared and forecasters are predicting continuing normal conditions.

Debris removal and monitoring contracts have been appropriately competed and are in place. Contractor project management teams are in the region. Debris trucks are expected to arrive and begin operations within the next couple days. Monitoring teams are being trained and will deploy as operations commence.

DMSs have been selected, there are tasks and considerations that are needed to make it operational.

### Discussion

#### Part 1: Group Discussion (30 minutes)

The following questions are provided to generate discussion. These questions are not meant to constitute a definitive list of concerns to be addressed, nor is there a requirement to address every question.

1. What permits are required to establish a DMS? Are there any exceptions that can or will be made?
2. Who is responsible for obtaining the permits?
3. Who will provide the personnel to manage the site?
4. Will the site be open to the public to bring their debris?

#### Part 2: Plenary Discussion (30 minutes)

Facilitators will lead a discussion to compare and contrast the conclusions and decisions from each of the groups.

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## MODULE 3: FINAL DISPOSITION OF DEBRIS AND DMS CLOSEOUT

February 15<sup>th</sup>, 2016

Debris removal from the public right-of-way and properties is mostly complete. Additional quantities at the DMS are expected to be minimal.

### Discussion

#### Part 1: Group Discussion (25 minutes)

The following questions are provided to generate discussion. These questions are not meant to constitute a definitive list of concerns to be addressed, nor is there a requirement to address every question.

1. What options are there for final disposition?
2. What local, state and Federal laws, regulations and guidance are most important for making the decision?
3. Who is responsible for deciding where the debris should go for final disposition?
4. What needs to be done before final close-out of the DMS site?

#### Part 2: Plenary Discussion (25 minutes)

Facilitators will lead a discussion to compare and contrast the conclusions and decisions from each of the groups.

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## APPENDIX A: ACRONYMS

AAR	After Action Report
DMS	Debris Management Site
IP	Improvement Plan
RDPO	Regional Disaster Preparedness Organization
SITMAN	Situation Manual
TTX	Tabletop Exercise

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## APPENDIX B: PARTICIPATING ORGANIZATIONS

State
Department of Environmental Quality
Department of Transportation
County
Clackamas County
Clark County
Columbia County
Multnomah County
Washington County
City
City of Gresham
City of Portland
City of Tigard
City of Wilsonville
Other
Metro
Port of Portland

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