

Teton County / Town of Jackson Debris Management Plan

Prepared by: Teton County Emergency Management

Date: 09/01/2025

Plan Version: 1.0

TLP: CLEAR





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1. Plan Adoption and Approval

The Teton County / Town of Jackson Debris Management Plan has been developed in accordance with FEMA guidance and aligned with the Teton County Emergency Operations Plan (TC-EOP) and the Teton County All Hazards Recovery Plan (AHRP). Responsibility for plan development and maintenance is assigned through the TC-EOP.

This plan has been reviewed and approved by the appropriate officials representing the primary agencies responsible for debris operations, planning oversight, and sustainability integration. Approval of this plan affirms the commitment of each jurisdiction to support coordinated, efficient, and compliant debris management operations.

This plan is hereby adopted as the official Debris Management Plan for Teton County and the Town of Jackson.

Approved by:

Heather Overholser

[Heather Overholser \(Aug 13, 2025 13:35:05 MDT\)](#)

Date: 08/13/25

Heather Overholser, Teton County Public Works Director

Floren Poliseo

[Floren Poliseo \(Aug 14, 2025 16:16:34 MDT\)](#)

Date: 08/13/25

Floren Poliseo, Town of Jackson Public Works Director

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Date: 08/13/25

Rebecca Kiefer, Teton County Integrated Solid Waste and Recycling Superintendent

Plan Adoption Date: September 1, 2025

2. Document Sensitivity and Distribution

This plan follows the guidance of the Cybersecurity and Infrastructure Security Agency (CISA)'s [Traffic Light Protocol \(TLP\)](#), a widely adopted system used to indicate how sensitive information can be shared. TLP helps ensure that critical operational documents are distributed appropriately and that sensitive details are not released beyond their intended audience.

This Debris Management Plan is designated as **TLP: CLEAR**, which means:

- It may be shared without restriction.

This designation supports interagency coordination while ensuring operational security and policy integrity. For reference, the four TLP categories are summarized below:

TLP Label	Description
TLP: RED	For named recipients only; not to be shared further.
TLP: AMBER	Limited distribution to those who need to know within organizations.
TLP: GREEN	May be shared with peers and partner organizations, but not publicly.
TLP: CLEAR	Approved for full public release; no restrictions.

If there is uncertainty about how or with whom this plan (or any part of it) should be shared, contact Teton County Emergency Management for guidance.

The following table documents revisions to the Teton County / Town of Jackson Debris Management Plan.

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4. Introduction

This Debris Management Plan provides a coordinated framework for Teton County and the Town of Jackson to manage disaster-generated debris in a manner that is safe, timely, cost-effective, and environmentally responsible. The plan defines roles, responsibilities, operational procedures, and documentation requirements to guide debris removal, processing, and monitoring activities from the initial response through long-term recovery.

Debris removal is one of the most visible and resource-intensive elements of post-disaster operations. It is also a critical component of public safety, access restoration, and overall community recovery. This plan ensures that Teton County and the Town of Jackson are prepared to conduct debris operations that meet local needs and align with federal guidance under the FEMA Public Assistance Program (Category A – Debris Removal).

4.1 Objectives

- Protect life, safety, health, and access by rapidly and safely clearing roads and public spaces.
- Comply with FEMA eligibility requirements to maximize reimbursement and cost recovery.
- Support sustainability goals by ensuring safe disposal of debris and hazardous materials, utilizing best practices for environmental protection, and maximizing reuse, waste diversion, and recycling.
- Promote interagency coordination across Teton County and Town of Jackson Public Works, Teton County Integrated Solid Waste and Recycling (ISWR), Teton County Emergency Management, Teton County and Town of Jackson Finance, and supporting agencies.
- Provide operational guidance to field personnel, contractors, and decision-makers.

4.2 Governing Documents

This Debris Management Plan (DMP) is governed by the following federal, state, and local statutes, plans, and adopted policies. These documents establish the legal authority, procedural standards, and operational responsibilities for debris-related actions conducted by Teton County, the Town of Jackson, and affiliated agencies.

Federal Authority

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)
- 44 CFR Part 206 – Emergency and disaster assistance regulations
- 2 CFR Part 200 – Uniform administrative requirements, cost principles, and audit requirements
- FEMA Public Assistance Program and Policy Guide (PAPPG), Version 5.0

State and Regional Authority

- Wyoming Statutes Title 19, Chapter 13 – Wyoming Homeland Security Act

- Wyoming Statutes Title 18 – County powers and procurement authorities
- Wyoming Department of Environmental Quality (WY DEQ) solid and hazardous waste regulations

Local Plans and Policies

- [Teton County Emergency Operations Plan \(TC-EOP\)](#), including the Financial Management Support Annex and ESF #03 – Public Works
- [Teton County / Town of Jackson All-Hazards Recovery Plan \(AHRP\)](#), including RSF #05 – Infrastructure Systems
- [Teton County Hazardous Materials Emergency Response Plan \(HazMat ERP\)](#)
- [Teton County Title 2 – Procurement Policy](#)

This plan shall be reviewed and updated as necessary to remain consistent with the most recent version of each governing document. Where legal conflicts arise, the most current and applicable federal or state statute will take precedence unless otherwise specified by local ordinance.

4.3 Supporting Guidance and References

The following documents provide recommended practices, technical tools, or planning frameworks that informed the development of this plan. While not binding, they are recognized as authoritative resources for implementation and compliance:

- FEMA Debris Monitoring Guide (2021)
- FEMA Debris Management Plan Job Aid
- EPA Pre-Incident All-Hazards Waste Management Guidelines
- USACE Debris Operations Support Framework
- ISWR Operational Procedures for Solid Waste and HHW

These resources are referenced throughout this plan to ensure alignment with FEMA policy, EPA environmental guidance, and the U.S. Army Corps of Engineers' (USACE) engineering practices where applicable.

4.4 Plan Activation

The plan may be implemented independently for debris-specific events or in coordination with broader emergency response or recovery operations under the direction of the Teton County Emergency Operations Center (EOC) or Recovery Coordination Group.

5. Situation Overview

5.1 Hazard Context

Teton County and the Town of Jackson are susceptible to a range of natural and human-caused hazards that may generate large volumes of debris. Primary hazards of concern include:

- Wildfires – Particularly in the wildland-urban interface (WUI), capable of producing vegetative debris, ash, metal, and hazardous waste.
- Flooding – Can result in structural damage, sediment deposits, spoiled food waste, and hazardous material releases.
- Landslides – Generate large volumes of soil, rocks, and damaged infrastructure debris, often in difficult-to-access areas.
- Earthquakes – May produce widespread structural and non-structural debris, along with critical infrastructure disruption.

These hazard conditions are documented in the Teton County Threat and Hazard Identification and Risk Assessment (THIRA) and the Region 8 Hazard Mitigation Plan (2025–2030).

5.2 Jurisdictional Landscape

Debris operations may cross multiple jurisdictions, involving:

- Teton County unincorporated areas
- The Town of Jackson
- Grand Teton National Park and Bridger-Teton National Forest (coordination only)
- Private roads and property (when authorized under FEMA PPDR programs)
- Shared-use infrastructure with ISWR, Wyoming Department of Transportation (WYDOT), and utility partners

5.3 Transition from Response to Recovery

Debris operations often begin under the TC-EOP during the response phase, supported by ESF #03 – Public Works and Engineering, and transition to the All-Hazards Recovery Plan (AHRP) under RSF #05 – Infrastructure Systems. Coordination shifts from the Emergency Operations Center (EOC) to the Recovery Coordination Group (RCG), led by the Local Disaster Recovery Manager (LDRM).

The Recovery Continuum, as outlined in the AHRP, recognizes debris management as a bridge between life-safety response and long-term recovery. If federal mission assignments are issued by FEMA, such as debris removal support through the USACE, those resources will be coordinated through TCEM and integrated into field operations.

5.4 Core Agency Roles and Responsibilities

The following agencies have primary responsibilities for planning, coordinating, and executing debris management operations:

- **Integrated Solid Waste and Recycling (ISWR):** Functional lead for debris handling, recycling, diversion, household hazardous waste, and debris management site (DMS) operations. Also responsible for sustainability tracking and EPA coordination.
- **Public Works (County and Town):** Field operations lead for debris clearance, contractor oversight, DMS setup, and infrastructure protection. May serve as Incident Commander or Debris Branch Director.
- **Teton County Sustainability Coordinator:** Provides subject matter expertise on diversion strategies, climate-smart practices, and environmental reporting. Supports ISWR in integrating circular economy principles and measuring sustainability outcomes during debris operations.
- **Town of Jackson Ecosystem Stewardship Administrator:** Advises on environmental protection, natural resource impacts, and diversion opportunities. Ensures that debris operations align with Town ecosystem priorities.
- **Teton County Emergency Management (TCEM):** May provide support during plan development, exercises, or documentation reviews as appropriate. Activates and manages the Teton County Emergency Operations Center.
- **Emergency Operations Center (EOC):** Supports the incident commander by processing resource requests, offering policy guidance, and providing situational awareness.
- **Teton County Clerk's Office / Town of Jackson Finance Department:** Financial authorities of record; responsible for cost tracking, procurement documentation, and audit coordination under the TC-EOP Financial Annex.

These roles are consistent across all phases of debris operations and are activated based on the scale and scope of the incident.

6. Purpose and Scope

6.1 Purpose

The purpose of the Teton County / Town of Jackson Debris Management Plan is to provide clear, coordinated procedures and responsibilities for the removal, collection, processing, and final disposition of disaster-generated debris. The plan is designed to:

- Support safe and efficient debris clearance, removal, and disposal operations
- Ensure FEMA Public Assistance (PA) eligibility under Category A – Debris Removal
- Align with the Teton County Emergency Operations Plan (TC-EOP) and the All-Hazards Recovery Plan (AHRP)
- Incorporate sustainability principles, maximizing waste diversion and recycling and minimizing landfill use
- Define how the Emergency Operations Center (EOC) and the Recovery Coordination Group (RCG) will support debris operations through ESF #03 and RSF #05
- Guide coordination among local departments, contractors, and regional partners during large-scale debris-generating incidents

6.2 Scope

This plan applies to debris generated within the boundaries of Teton County, including the Town of Jackson, in response to any natural or human-caused incident that results in debris requiring coordinated management. The plan encompasses:

- Debris clearance for life-safety and access restoration
- Debris removal from public rights-of-way and property (as eligible)
- Temporary Debris Management Sites (TDMS) operations
- Waste sorting and separation
- Recycling and waste diversion activities
- Monitoring and documentation
- Coordination with contractors, mutual aid, and state/federal partners
- Transition from EOC to Recovery Coordination Group

The plan applies to all Teton County and Town of Jackson agencies involved in debris operations, as well as pre-qualified debris contractors, public information officers, monitoring firms, and environmental or sustainability partners.

6.3 Debris Types Covered

This plan addresses all common debris types identified under FEMA Public Assistance Category A. These include vegetative debris, clean fill and rock, construction and demolition (C&D) debris, white goods, electronic waste (e-waste), household hazardous waste (HHW), food waste, and mixed debris streams.

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Detailed descriptions and handling guidance for each debris type are provided in Section 9.1 – Overview of Debris Types.

7. Planning Assumptions

This section outlines the baseline assumptions used in developing this plan. These assumptions provide context for decision-making and help ensure that planning efforts are realistic and scalable. They reflect local experience, lessons from other jurisdictions, and FEMA guidance for Category A eligibility.

The following assumptions were used in developing the Teton County / Town of Jackson Debris Management Plan:

- Disasters will generate large volumes of debris that exceed the capacity of normal solid waste operations and require a coordinated response.
- Debris removal will occur in phases, beginning with immediate clearance for life-safety access and progressing through multiple rounds of collection and site closure.
- The TC-EOP and AHRP may be activated alongside this plan, based on the scope and scale of the incident. See Section 4.2 for plan integration guidance.
- ISWR will serve as the lead agency responsible for plan development and maintenance, ensuring FEMA compliance, training, and plan integration. TCEM may provide support during initial development or exercises as needed.
- ISWR, as a division of Teton County Public Works, will lead debris handling, separation, processing, and disposal coordination, with technical support from the Wyoming Department of Environmental Quality (WY DEQ) and other environmental agencies.
- The Emergency Operations Center (EOC), when activated, will operate under the Incident Support Model, providing logistical and clerical support to field operations and tracking systems.
- Teton County and/or Town of Jackson Public Works will lead operational execution of debris clearance and contractor oversight.
- The County Clerk's Office and Town of Jackson Finance Department will serve as the agencies of record for all financial tracking, account coding, and reimbursement documentation.
- Private contractors will be used to augment internal capabilities and must comply with FEMA procurement and eligibility requirements.
- Temporary Debris Management Sites (TDMS) will be used as needed, based on volume, location, and site availability.
- Public messaging tools will be deployed as needed to support safe, compliant debris operations. See Section 13 – Public Information and Outreach for detailed procedures and templates.
- Sustainability and environmental stewardship will be guiding principles throughout the response and recovery process, supported by the Teton County Sustainability Coordinator and the Town of Jackson Ecosystem Stewardship Administrator.
- Federal mission support, including assistance from the USACE, may be requested through the state and FEMA during large-scale or complex debris events. Operational coordination with USACE is outlined in Section 8.3.

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- Hazardous materials encountered during debris operations will trigger coordination with the HazMat ERP and LEPC protocols. Debris sites may require exclusion zones, decontamination, and specialized disposal pathways.

These assumptions support proactive planning and help ensure the community can meet both operational and regulatory requirements during debris operations.

8. Concept of Operations

8.1 Operational Phases

This section outlines how debris operations are coordinated across all phases of a disaster, from preparedness through long-term recovery. It incorporates operational transitions defined in the Teton County Emergency Operations Plan (TC-EOP) and the All-Hazards Recovery Plan (AHRP), aligning with Emergency Support Function (ESF) #03 – Public Works and Recovery Support Function (RSF) #05 – Infrastructure Systems.

Teton County Emergency Management (TCEM) provides coordination and documentation support but does not assume a command role. Field command is maintained by the lead Public Works agency, supported by Integrated Solid Waste and Recycling (ISWR), contractors, and other operational partners. When activated, the Emergency Operations Center (EOC) operates in an Incident Support capacity under the County’s adopted Incident Support Model.

Phase 0: Preparedness and Pre-Planning

- Conduct biennial review and update of the Debris Management Plan in collaboration with core stakeholders.
- Identify and maintain a list of potential Temporary Debris Management Sites (TDMS), including capacity estimates and WY DEQ coordination.
- Maintain pre-positioned contracts for debris removal and monitoring in compliance with local procurement policies and FEMA PA standards.
- Ensure framework agreements are in place and take emergency tasks into account.
- Conduct annual training, workshops, and functional exercises focused on debris management and coordination.
- Coordinate sustainability efforts with the Teton County Sustainability Coordinator and Town of Jackson Ecosystem Stewardship Administrator to ensure integration of environmental goals.

Phase 1: Emergency Clearance for Life-Safety

- Clear emergency routes, access to critical infrastructure, and life-safety corridors.
- Track internal force account labor, equipment, and material costs.
- Initiate debris monitoring documentation and establish preliminary load tracking processes.
- Establish Unified Command or a Debris Group under ICS if the complexity of operations requires it.

Phase 2: Initial Collection and Monitoring Activation

- Deploy debris removal contractors and activate monitoring staff.
- Begin curbside collection of priority debris types (e.g., vegetative, construction and demolition debris).
- Set up TDMS sites as needed if Trash Transfer station is beyond capacity and implement safety and environmental protocols. Ensure communication with WY DEQ and compliance with WY DEQ regulations.
- Launch comprehensive documentation systems, including load tickets and monitoring logs.
- Activate the EOC in support mode if operational complexity warrants.

Phase 3: Extended Collection and Processing Operations

- Expand collection areas and maintain full TDMS operations.
- Monitor and document costs, volumes, and diversion outcomes.
- Continue coordination through Public Works and ISWR for all field operations.
- Integrate regulatory guidance from EPA and WY DEQ for hazardous waste handling, stormwater protection, and emissions control.
- Maintain consistent public messaging in coordination with Section 13 guidelines.

Phase 4: Recovery Handoff and Closeout (RCG / RSF #05)

- Transition operational lead from ESF #03 to RSF #05, led by the Recovery Coordination Group (RCG).
- Complete TDMS closure and conduct site restoration in accordance with WY DEQ and FEMA guidance.
- Finalize and submit FEMA PA documentation, including eligible costs and supporting records.
- Conduct an After-Action Review (AAR) with core agencies and document key lessons.
- Submit final reports to the County Clerk's Office, Town of Jackson Finance Department, WY DEQ, FEMA, and Wyoming Homeland Security as required.

8.2 Coordination and Control

- Incident Command in the field will be led by Public Works with ISWR functioning as a Group Supervisor within the debris management structure.

- The EOC may be activated to provide logistical, financial, and planning support under the Incident Support Model.
- If debris operations are extensive, they may form a branch or standalone ICS structure, depending on the scale of the event.
- Emergency Management supports coordination and documentation but does not serve in a command role.
- During the recovery phase, debris responsibilities transition to the RCG and are coordinated through RSF #05 under the AHRP.

8.3 Federal Mission Support: U.S. Army Corps of Engineers (USACE)

In a Stafford Act major disaster declaration, the U.S. Army Corps of Engineers (USACE) may be assigned by FEMA to assist with technical or direct debris removal under ESF #03 – Public Works and Engineering.

When USACE Support May Be Requested

- Local and state resources are insufficient for response scale.
- Technical expertise is required for engineering, waterway, or debris site operations.
- Federal support offers greater cost-effectiveness and speed.

Potential USACE Debris Missions

- Right-of-way, levee, and waterway debris removal
- TDMS site engineering and operational design
- Hazardous tree and stump removal
- Structural demolition (where PA-eligible)

Coordination Mechanisms

- FEMA Joint Field Office (JFO) and assigned Debris Mission Manager
- TCEM, serving as FEMA/state liaison
- Public Works and ISWR, for field-level integration
- RSF #05 / RCG, for recovery-phase coordination

USACE mission support should be considered in annual planning cycles, particularly during hazard vulnerability assessments and mutual aid planning meetings.

9. Debris Types and Management

9.1 Overview of Debris Types

Debris generated by disasters in Teton County and the Town of Jackson must be classified, separated, and managed in compliance with FEMA guidance and local environmental regulations. The type and quantity of debris will vary by hazard, season, and geography. The most common debris types anticipated include the following:

9.1.1 Vegetative Debris:

Includes trees, branches, brush, stumps, and organic landscape material. This type of debris may be mulched, composted, or hauled to designated processing facilities. This can be conducted at the Transfer Station or at a facility identified by local government.

9.1.2 Construction and Demolition (C&D) Debris:

Includes lumber, drywall, roofing, insulation, plumbing, concrete, bricks, and other building materials. This may result from damaged homes, businesses, or infrastructure. C&D loads must be sorted at the Transfer Station or other designated TDMS site(s). Materials such as clean wood waste, concrete, and scrap metal can be diverted from the landfill.

9.1.3 White Goods:

Large household appliances, such as refrigerators, freezers, ovens, washers, dryers, and HVAC units. Must be handled separately and may require removal of refrigerants (e.g., Freon) prior to recycling.

9.1.4 Electronic Waste (E-Waste):

Includes televisions, computers, monitors, printers, and similar consumer electronics. These must be delivered to the Teton County Recycling Center, other designated TDMS site(s), or other approved e-waste processors.

9.1.5 Food Waste:

Includes spoiled refrigerated and frozen goods, typically resulting from extended power outages or damaged stores. Must be handled promptly due to odor, pest, and public health concerns. The Teton County Transfer Station accepts food waste for composting and has a de-packager to process packaged foods for composting.

9.1.6 Household Hazardous Waste (HHW):

Includes paints, solvents, cleaners, pesticides, propane tanks, automotive chemicals, and batteries. Must be taken to the Teton County HHW Facility for special handling.

9.1.7 Mixed Debris:

This category may include general household waste typically classified as municipal solid waste (MSW) when such items are unsorted or commingled with other debris types. These must be delivered to a Temporary Debris Management Site (TDMS) or Transfer Station for sorting and separation before final disposal.

9.1.8 Soil, Mud, and Sediment (SMS):

Includes natural materials displaced by flooding, landslides, or erosion. May contain rock, silt, or organic matter. Depending on the source and contamination status, these materials may require special handling or approval prior to reuse, staging, or disposal.

9.1.9 Vehicles, Trailers, and Vessels (VTV):

Includes abandoned, damaged, or submerged vehicles, trailers, boats, and recreational equipment. Removal may be eligible under FEMA guidelines when such debris blocks access, threatens public safety, or poses an environmental hazard. Legal authority, VIN tracking, and coordination with law enforcement are required.

9.1.10 Recyclable Materials:

Includes source-separated materials suitable for diversion, such as scrap metal, clean dimensional lumber, cardboard, concrete, asphalt, and other recyclable commodities. Recyclables may originate from curbside collection, C&D sorting, or debris processing at TDMS or the Transfer Station. These materials are processed through ISWR recycling programs and tracked separately to support sustainability and landfill diversion goals.

9.2 Debris Sorting Requirements

Debris (both at the curbside and at collection sites) must be separated into distinct piles to ensure safe handling, environmental compliance, and FEMA reimbursement eligibility. Public messaging, signage, and Incident Information Boards (IIBs) will instruct residents on proper sorting practices. Materials such as e-waste, HHW, and white goods must never be mixed with general debris.

9.3 Sustainability Goals

Debris management operations in Teton County and the Town of Jackson will be guided by sustainability best practices that reflect the community's environmental values and climate goals. Key priorities include maximizing landfill diversion through source separation, reuse, recycling, and composting. The plan also aims to reduce fire risk and minimize transportation-related impacts by offering safer, more efficient alternatives to backyard burning and individual trips to the transfer stations. Sustainability efforts are coordinated by Integrated Solid Waste and Recycling (ISWR), in partnership with the Teton County Sustainability Coordinator and the Town of Jackson Ecosystem Stewardship Administrator, as described in Section 5.4.

9.4 Regulatory Compliance

All debris operations must comply with applicable local, state, and federal regulations, including those from the Wyoming Department of Environmental Quality (WY DEQ), FEMA, EPA, OSHA, and DOT. Special care will be taken to manage hazardous materials and protect public health and the environment.

For incidents involving the release, discovery, or collection of regulated hazardous materials or unknown substances, debris operations will coordinate with the Teton County

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Hazardous Materials Emergency Response Plan (HazMat ERP) and follow procedures established by the Local Emergency Planning Committee (LEPC). When required, hazardous debris will be handled under the direction of HazMat-qualified responders, in coordination with WY DEQ, EPA Region 8, and the LEPC per Emergency Planning and Community Right-to-Know Act (EPCRA) requirements.

10. Temporary Debris Management Sites (TDMS)

10.1 Purpose and Role of TDMS

Temporary Debris Management Sites (TDMS) are designated areas where disaster debris is temporarily stored, sorted, processed, and consolidated before final disposal or recycling. These sites are essential for increasing operational efficiency, reducing hauling time and cost, and ensuring separation of materials for safe and sustainable handling.

10.2 Site Selection and Setup

TDMS locations are selected by Public Works in coordination with ISWR and WY DEQ. Ideal locations are accessible by large vehicles, located near high-debris areas, environmentally suitable, and not in conflict with wetlands, floodplains, or protected areas. Advance site inspection and permitting (where required) are completed during the preparedness phase.

Site setup includes:

- Fencing or signage for traffic control
- Clearly designated sorting and processing areas
- Stormwater management controls (e.g., berms, swales)
- Environmental monitoring if required by WY DEQ
- Shelters or trailers and personal protection equipment (PPE) for debris monitors
- Security lighting and emergency access routes

10.3 Site Activation

Public Works may request TDMS activation through the EOC or Emergency Management. Once authorized, the setup is conducted by internal public works crews and/or pre-positioned contractors. Activation must be documented in the event log and site conditions photographed before and after operations.

10.4 Site Operations and Oversight

ISWR oversees TDMS operations in coordination with the designated Public Works Branch or Incident Command. ISWR ensures separation by debris type, manages volume reduction operations, and coordinates load tracking and data collection. Contractors assigned to TDMS functions are required to adhere to health and safety guidelines, environmental requirements, and local hauling restrictions. Any hazardous materials encountered at a TDMS will be reported immediately to the Incident Commander and evaluated for removal and disposal consistent with the HazMat ERP and applicable federal and state environmental regulations.

10.5 Site Closure and Restoration

TDMS must be closed and restored in accordance with WY DEQ requirements. This includes removal of all debris, sweeping or grading, disposal of contaminated soils (if present), and

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return of the site to pre-use condition or better. Environmental testing and documentation of restoration are retained for FEMA and audit purposes.

Primary DMS operations will utilize the Teton County Trash Transfer Station and surrounding ISWR-managed facilities, including the Recycling Center and Household Hazardous Waste (HHW) Facility. These will be clearly identified in operational maps and ICS 204s.

11. Debris Monitoring and Documentation

11.1 Importance of Monitoring

Accurate debris monitoring is essential for ensuring compliance with FEMA Public Assistance (PA) requirements, maintaining public accountability, and documenting eligible costs. Inadequate or missing documentation is a leading cause of denied FEMA reimbursements. The debris monitoring process must be objective, consistent, and independent from hauling and disposal operations.

11.2 Roles and Responsibilities

Monitoring responsibilities include:

- Public Works – oversees field operations and initiates documentation.
- ISWR – manages transfer station, recycling, composting, and HHW facility records.
- Contracted Monitors – serve as independent verifiers of collection, hauling, and DMS activity.
- Emergency Management – provides planning, QA/QC, and guidance on FEMA eligibility.
- Finance / Clerk's Office – retain original records and submit audit documentation as required.

11.3 Monitoring Points

Monitoring occurs at the following points:

- Curbside / Collection Point – Verify address, debris type, and collection method.
- Loading Site – Confirm truck ID, debris volume (% full), debris type, and time.
- TDMS / Transfer Station – Document arrival time, tipping or staging, and reduction or processing method.
- Final Disposal – Confirm weight (if applicable) and destination (e.g., landfill, recycling, compost).

11.4 Monitoring Tools

Key tools used by monitors include:

- Load tickets ([Appendix B](#)) with pre-printed serial numbers
- Debris monitoring checklists ([Appendix C](#))
- Daily field logs ([Appendix G](#))
- Digital photo logs with timestamps and GPS if possible
- Mapping and sector tracking forms or GIS dashboards

11.5 Documentation Standards

All debris documentation must be clear, complete, and legible. Documentation should use FEMA-specified formats when applicable. Photos must show scale and be linked to ticket or log numbers. Handwritten notes must be printed clearly in blue or black ink.

Documentation must be retained in accordance with local and federal records retention schedules. At a minimum, all debris monitoring and load ticket documentation must be retained for seven (7) years following closeout of the incident.

11.6 Quality Assurance and Compliance

ISWR provides quality assurance by reviewing documentation for consistency, completeness, and FEMA eligibility. TCEM may assist with documentation standards during activations or recovery if requested. This includes spot checks, cross-referencing photo logs with load tickets, and verifying documentation for hazardous materials. Debris documentation is also used to support public messaging and recovery dashboards. Load tickets will be reconciled daily by the monitoring team, and summary reports will be reviewed weekly by Emergency Management and Finance to ensure consistency with field logs and DMS records.

12. Health and Safety Procedures

12.1 Safety Leadership and Oversight

Each debris operation will designate a Safety Officer or safety lead responsible for promoting compliance with local, state, and federal health and safety regulations. Contractors must submit a site-specific Health and Safety Plan for approval prior to the start of work. Teton County and Town of Jackson safety officials may inspect debris sites and stop work if unsafe conditions exist.

12.2 Minimum Safety Requirements

The following safety practices apply to all personnel involved in debris operations:

- Wear required personal protective equipment (PPE), including high-visibility vests, hard hats, eye protection, gloves, and steel-toe boots.
- Attend a safety briefing at the beginning of each shift.
- Maintain situational awareness and avoid unsafe zones or unstable debris piles.
- Keep a safe distance from operating equipment and truck routes.
- Report any unsafe conditions to a supervisor immediately.

12.3 Injury Reporting and Medical Response

All injuries must be reported immediately to a supervisor or the designated site lead. Minor injuries should be treated using on-site first aid kits, while serious injuries require emergency medical response.

The following procedures apply:

- A written injury report must be completed within 24 hours of the incident.
- Each active debris site must have a fully stocked first aid kit readily available.
- Emergency contact numbers and procedures must be posted at all DMS and work sites.
- OSHA reporting standards apply. The Clerk's Office and/or contractor must maintain records.

12.4 Environmental and Situational Hazards

Debris operations may expose personnel to physical, chemical, or biological hazards. Examples include wildfire ash, flood-contaminated materials, mold, sharps, animal carcasses, and unstable structures.

Control measures include:

- Flagging or fencing hazardous areas.
- Posting signage to identify specialized PPE zones.
- Limiting access to areas with structural debris or active processing equipment.
- Assigning spotters during equipment movement and loading.

Personnel encountering suspected hazardous debris will follow isolation, identification, and notification protocols outlined in the Teton County HazMat ERP. Specialized PPE, decontamination, and exclusion zone procedures shall be implemented as required. Public Works and ISWR will defer to HazMat-qualified teams and the LEPC when hazardous substance exposure or contamination is suspected.

12.5 Weather and Environmental Exposure

Crews must be rotated as needed during high heat, poor air quality, or extreme cold. Emergency Management may issue heat, smoke, or cold exposure guidelines. Hydration, rest breaks, appropriate clothing, and protective equipment must be made available by supervisors and contractors.

In wildfire or flood debris settings, biological hazards (e.g., mold, ash, animal waste) may require enhanced PPE or entry restrictions. Wildlife awareness (e.g., bears, moose, mountain lions) is especially important at remote or wooded debris sites.

13. Public Information and Outreach

13.1 Purpose

This section outlines the procedures for keeping the public informed throughout all phases of disaster debris operations. Clear, accessible public communication supports safety, reduces confusion, and ensures compliance with collection, separation, and disposal requirements. All messaging must be coordinated, timely, and available in multiple formats and languages, including Spanish.

13.2 Core Messaging Topics

The following topics will be addressed in public information campaigns:

- How to sort and separate debris (e.g., vegetative, construction, appliances, e-waste, HHW, food waste)
- Curbside placement guidelines and safety practices for residents
- Pickup schedules, sectors, and number of expected passes
- Accepted vs. non-accepted materials and items requiring drop-off
- DMS operations and recycling efforts
- Public safety messages about hazards, including debris piles, vehicle access, and health risks

13.3 Communication Tools and Channels

Approved methods for public communication include:

- Official Teton County and Town of Jackson websites and social media platforms
- Incident Information Boards (IIBs), which are A-frame sandwich boards posted in visible community locations
- Press releases and interviews coordinated through the Joint Information System (JIS)
- Spanish-language and accessible flyers or door hangers distributed to affected neighborhoods
- Electronic notifications using the County's Everbridge (Teton_WY Alerts) system
- Community-Based Organizations, including but not limited to Senior Center of Jackson Hole, Voices JH, One 22 Resource Center, and Houses of Worship

13.4 Accessibility and Inclusion

Public information must be available in English and Spanish. The Joint Information System (JIS), when activated, will work with bilingual staff and translation providers to ensure materials are culturally appropriate and linguistically accessible. Additional accommodations may include large print, audio formats, or other tools to support access and functional needs (AFN) populations.

13.5 Coordination and Oversight

The Incident Public Information Officer (PIO), if assigned, will lead messaging efforts in coordination with the Joint Information System. If no Incident PIO is assigned, ESF #15 – External Affairs within the EOC will provide public information support. All messaging will be coordinated through the JIS to ensure consistency and integration across platforms.

14. Sustainability, Waste Diversion, and Environmental Planning

14.1 Policy Statement

Teton County and the Town of Jackson are committed to responsible, sustainable debris management. Wherever feasible, debris operations will support waste diversion through reuse, recycling, composting, and volume reduction. This effort aligns with broader community sustainability goals, climate action strategies, and long-term environmental stewardship.

14.2 Diversion Priorities

Debris will be sorted and prioritized for the following outcomes:

- Reuse – salvage of materials, such as dimensional lumber, bricks, or clean appliances, when appropriate and safe
- Recycling – processing of metals, concrete, asphalt, clean wood, and electronics through existing ISWR programs
- Composting or mulching – of food waste and of vegetative debris when chipping or grinding is possible
- Proper landfill disposal – only for debris types that cannot be safely or economically diverted otherwise

14.3 Roles and Responsibilities

ISWR will serve as the lead agency for implementing recycling and diversion strategies during debris operations. ISWR will coordinate with Public Works to ensure TDMS layout supports sorting, and with contractors to enforce separation and tracking.

The Teton County Sustainability Coordinator and Town of Jackson Ecosystem Stewardship Administrator will provide subject matter expertise on zero-waste best practices and help integrate diversion strategies into operational planning.

14.4 Diversion Tracking and Reporting

Debris diversion will be tracked separately from total tonnage using daily load logs, scale tickets, and/or contractor reports. Diversion rates will be estimated at least weekly during active operations and summarized in After-Action Reports. Tracking should distinguish between reused materials, recycled commodities, composted or mulched debris, hazardous wastes, and landfill totals.

14.5 EPA Planning Integration

This Debris Management Plan is informed by the U.S. Environmental Protection Agency's (EPA) Pre-Incident All-Hazards Waste Management Plan Guidelines, which outline a four-step planning framework to enhance community resilience, reduce environmental impacts, and improve post-incident recovery.

Reference: [EPA 530-F-19-006, “Pre-incident All-hazards Waste Management Plan Guidelines: Four-step Waste Management Planning Process,” April 2019.](#)

EPA’s Four-Step Planning Process

Step	DMP Implementation
1. Pre-Planning Activities	Addressed in Sections 5 and 7 through local hazard assessments, coordination with WY DEQ, and the identification of local recycling and reuse capabilities.
2. Plan Development	This DMP serves as the comprehensive, all-hazards waste management plan for Teton County and the Town of Jackson. It addresses staging, transportation, processing, reuse, recycling, and disposal.
3. Plan Maintenance	Section 18 outlines a biennial review and update cycle to ensure alignment with evolving EPA, FEMA, and WY DEQ guidance.
4. Plan Implementation	Operational phases in Section 8 and roles in Sections 9 and 10 support field implementation, including waste separation, TDMS management, and diversion tracking.

Local Alignment with EPA Waste Management Goals

Teton County and the Town of Jackson commit to:

- **Reducing environmental impacts** of debris operations through source separation, safe handling, and proper final disposal
- **Enhancing diversion outcomes** by integrating composting, reuse, and recycling into all phases of the debris lifecycle
- **Coordinating with EPA Region 8 and WY DEQ** in the event of hazardous debris events, radiological waste concerns, or special federal responses
- **Embedding sustainability leadership** by involving ISWR, the Teton County Sustainability Coordinator, and the Town of Jackson Ecosystem Stewardship Administrator in all phases of planning and implementation

By formally incorporating EPA’s planning framework into this DMP, Teton County and the Town of Jackson reinforce their commitment to public health protection, environmental stewardship, and resilient disaster recovery.

15. Finance

15.1 Overview

Financial tracking for debris operations must begin at the onset of response activities and continue throughout recovery. Accurate, timely, and well-organized records are critical to securing Public Assistance reimbursement and for ensuring accountability in the use of public resources.

Teton County and the Town of Jackson use the Incident Support Model during EOC activation. Under this structure, there is no Finance Section in the EOC. Instead, the Center Support Section may assist with clerical tasks such as scanning or organizing documentation, but primary financial responsibilities remain with designated lead agencies.

15.2 Agency of Record

The financial responsibilities of each core agency are described in Section 5.4 and detailed further below.

15.3 Cost Categories

Eligible costs may include:

- Labor costs (regular and overtime) for eligible debris work
- Equipment usage (force account equipment or rentals)
- Contract costs (debris removal, monitoring, site management)
- Supplies and materials (e.g., fuel, signage, PPE, load tickets)
- Tipping fees or processing costs at disposal facilities (when applicable)
- Environmental testing or remediation costs (if required)

15.4 Financial Documentation Standards

Debris management financial operations shall be executed in full alignment with the Teton County Emergency Operations Plan (TC-EOP) Financial Management Support Annex, which establishes foundational roles, responsibilities, and cost-tracking protocols for all county-led emergency operations. The annex ensures consistency in cost eligibility, documentation, and audit compliance across response and recovery operations.

Primary Financial Points of Contact

- Teton County Clerk's Office (Lead Financial Agent for County operations)
- Town of Jackson Finance Department (Lead Financial Agent for Town operations)

These offices are responsible for:

- Centralized tracking and reconciliation of all debris-related expenditures
- Coordination with the Teton County Emergency Management (TCEM) and the Emergency Operations Center (EOC) Finance Section
- Providing documentation and audit support in coordination with FEMA's Public Assistance Program staff

Core Functions (per the TC-EOP Financial Annex)

- Maintain disaster cost codes specific to debris operations
- Ensure timekeeping, equipment usage, and materials costs are captured using FEMA-approved formats
- Track mutual aid, volunteer, and donated resources for eligibility under cost-share provisions
- Support compliance with procurement standards (2 CFR Part 200) and county procurement policies

Cost Documentation Procedures

Financial documentation must be collected in real-time and organized for each debris operation to ensure eligibility for FEMA Public Assistance reimbursement. Documentation shall include:

- Load tickets (electronic or paper-based)
- Debris monitoring reports
- Labor and equipment logs
- Contractor invoices with associated procurement records
- Daily summaries from field supervisors and Finance Section staff

Each operational period, the Finance Section Chief or designee shall submit summarized cost reports to the Clerk's Office (for County-led operations) or the TOJ Finance Department (for Town-led operations) for reconciliation and record retention.

15.4.1 Procurement Standards for Debris Operations

All procurement conducted for disaster debris management shall comply with the Teton County Title 2 Procurement Policy (amended January 24, 2023) and the FEMA Public Assistance Program and Policy Guide (PAPPG), Version 5.0. The following procurement practices must be followed to ensure cost eligibility and audit compliance:

15.4.1.1 Pre-Positioned and Emergency Contracts

- ISWR and Public Works may enter into pre-positioned contracts for debris monitoring and removal in advance of an incident, consistent with local procurement thresholds.
- Emergency contracts may be used during the first 72 hours of response but must be retroactively justified in writing per FEMA and County requirements.

15.4.1.1 Procurement Thresholds (Teton County Title 2 Crosswalk)

Contract Value	Procurement Method	Local Reference	Federal Reference
≤ \$7,500	Direct purchase with informal quotes (3 recommended)	§2-2-1	Micro-purchase (2 CFR §200.320(a)(1))
\$7,500–\$35,000	Informal or formal bid/RFP required	§2-2-2	Small purchase (2 CFR §200.320(a)(2))
≥ \$35,000	Competitive sealed bid or RFP; advertised in newspaper and online	§2-2-3	Formal procurement (2 CFR §200.320(b))

Note: All debris-related procurements must document the method of procurement, selection criteria, cost reasonableness, and contract type used.

15.4.1.2 FEMA-Allowable Contract Types

The following contract types are allowable under FEMA guidelines and should be pre-approved when possible:

- Lump Sum (fixed price for defined scope)
- Unit Price (based on quantities with monitoring)
- Time & Materials (T&M) — allowed only for limited duration with cost ceilings and regular justification. Use of T&M contracts must be documented and capped, as outlined in FEMA's PDAT Field Manual.

Prohibited contract types include:

- Cost-plus-percentage-of-cost
- Contingent on FEMA reimbursement

15.4.1.3 Documentation Requirements

All procurement files must include:

- Written procurement method and justification
- Scope of work and solicitation documents
- Bid tabulations or evaluation scores
- Contracts with executed terms and required federal clauses (see PDAT manual, Ch. 12)
- Proof of cost reasonableness and compliance with local and federal standards

15.4.1.4 Coordination and Oversight

Procurement shall be coordinated with:

- Teton County General Services Director for system oversight
- County Clerk's Office or TOJ Finance Department for fiscal control
- TCEM for FEMA liaison and compliance review

15.4.2 Financial Documentation and Reimbursement Procedures

To ensure eligibility for federal reimbursement under FEMA's Public Assistance (PA) Program, all costs related to debris management operations must be documented in a timely, accurate, and auditable manner. This section outlines the required procedures, documentation types, and responsible entities consistent with FEMA's Public Assistance Program and Policy Guide (PAPPG v5.0), the Debris Monitoring Guide (2021), and the Teton County Financial Management Support Annex.

15.4.2.1 Roles and Responsibilities

Role	Responsibilities
ISWR	Collect and submit debris hauling and disposal records; coordinate debris monitor documentation.
Teton County and TOJ Public Works	Track internal force account labor, equipment hours, and materials.
Debris Monitoring Contractor (if activated)	Maintain real-time electronic load tickets; perform volume and type verification.
Finance Section (EOC or Recovery)	Aggregate and reconcile cost data; prepare FEMA documentation packages.
Teton County Clerk's Office / TOJ Finance Department	Maintain financial records; coordinate audit response and PA closeout.

15.4.2.2 Required Financial Documentation

All documentation must be organized by project, operation type, and funding source, and retained for a minimum of three years after closeout or as required by 2 CFR §200.334.

1. Labor (Force Account)

- Timesheets or payroll records showing regular vs. overtime hours
- Activity logs that match personnel to tasks and dates
- FEMA labor summary forms (FEMA Form 90-123 or equivalent)

2. Equipment

- Daily usage logs with make/model, operator name, and hours used
- Equipment rate sheets (FEMA, local, or state-approved)
- Proof of ownership or rental agreements

3. Materials

- Purchase receipts or inventory drawdowns

- Usage logs showing quantity, unit cost, and operation type
- Supporting documentation for donated materials

4. Contracts

- Full contract with scope of work and federal clauses
- Procurement documentation (see Section 15.4.1)
- Invoices matched to **load tickets**, volume logs, and field summaries
- Debris Monitor validation reports

5. Monitoring and Oversight

- Load tickets (electronic preferred), truck certifications, site logs
- Monitor field reports (daily logs, exception reports)
- Photographic evidence of debris types, locations, and staging/disposal

6. Donated Resources

- Documentation of hours, equipment, and materials donated
- Value assessment (in-kind contribution forms)
- Justification for use and public interest alignment

15.4.2.3 Reimbursement Workflow

1. Daily Field Collection

- Field personnel and contractors document labor, equipment, and debris activity.

2. Operational Period Reporting

- Supervisors compile daily summary logs and submit to the Finance Section.

3. Finance Aggregation and QA/QC

- The Finance Section validates, organizes, and reconciles all data to ensure consistency and completeness.

4. FEMA Submission

- TCEM and the applicant Finance Section prepare and submit documentation to FEMA through Grants Portal.

5. Audit Readiness

- All cost records are archived, backed up, and cross-referenced by FEMA project number, with a centralized file log maintained by the County Clerk's Office or TOJ Finance Department.

15.4.2.4 Reference Forms and Tools

The following forms shall be used unless superseded by FEMA system tools (e.g., Grants Portal uploads):

- FEMA Force Account Summary (Labor, Equipment, Materials)
- Load ticket Summary Log
- Daily Field Activity Report (Monitor or Supervisor)
- Procurement Checklist
- FEMA Project Documentation Checklist (PA Guide, Appendix B)

15.4.3 FEMA-Approved Contract Types for Debris Operations

In compliance with 2 CFR Part 200, the FEMA Public Assistance Program and Policy Guide (PAPPG v5.0), and the FEMA Procurement Disaster Assistance Team (PDAT) Field Manual (2021), only specific contract types are considered eligible for reimbursement under the Public Assistance Program.

The following guidance applies to all debris-related contracts, including debris removal, hauling, monitoring, site management, and specialty services (e.g., HHW, hazardous tree removal).

15.4.3.1 Allowable Contract Types

Contract Type	Description	Recommended Use	Requirements
Lump Sum	A fixed price for a clearly defined scope of work	Small, clearly scoped tasks (e.g., single-site cleanup, limited duration)	Must document scope, price basis, and independent cost estimate
Unit Price	Payment based on measured quantities of work performed	Most common for large-scale debris hauling, staging, and reduction	Requires accurate load tickets and monitoring documentation
Time and Materials (T&M)	Contractor is paid for actual time, labor, equipment, and materials used	Limited use: emergency response only (first 70 hours or as justified)	Must include not-to-exceed ceiling, daily cost control, clear justification, active monitoring
Cost Reimbursement	Rare; used only for non-profit mutual aid or unique, pre-approved circumstances	Specialized mutual aid agreements	Must be pre-approved by FEMA and follow extensive documentation protocols

15.4.3.2 Prohibited or Ineligible Contract Types

Contract Type	Reason for Ineligibility
Cost-plus-percentage-of-cost (CPPC)	Explicitly prohibited under federal regulations; incentivizes increased costs
Contingency contracts	FEMA reimbursement cannot be contingent on federal funding availability
Contracts with debarred or suspended entities	Violates federal debarment rules (check www.sam.gov)

Reminder: Use of prohibited contract types will render related costs ineligible for FEMA reimbursement and may trigger a de-obligation or audit finding.

15.4.3.3 Required Contract Provisions

All contracts must include required federal provisions per 2 CFR §200.327 and Appendix II. At a minimum, contracts must include:

- Termination for cause/convenience
- Equal employment opportunity provisions
- Anti-kickback and anti-lobbying language
- Davis-Bacon Act provisions (if applicable)
- Clean Air / Clean Water Acts
- Debarment and suspension certification
- Rights to inspection and audit by FEMA

A full checklist of required clauses is available in the FEMA PDAT Field Manual, Chapter 12.

15.4.3.4 Documentation to Support Contract Eligibility

Each debris contract file must include the following:

- Procurement method and rationale (e.g., emergency, competitive bid, RFP)
- Cost analysis or price reasonableness assessment
- Scope of work and performance standards
- Executed contract with federal provisions
- Change orders (if applicable) with justification
- Daily logs, load tickets, and invoices matched to scope
- Monitoring documentation (field reports, validation logs)

15.4.3.5 Contract File Retention and Audit

Contract files must be retained for a minimum of three years after closeout, per 2 CFR §200.334. Teton County and Town of Jackson financial offices will maintain master contract records and ensure availability for FEMA, State, or OIG audit.

15.5 Reimbursement and Audits

Emergency Management and the designated financial leads will work together to prepare Public Assistance reimbursement packages. All records must meet FEMA audit requirements and should be reviewed regularly during the response to ensure completeness.

16. Training and Exercises

16.1 Overview

Teton County and the Town of Jackson recognize that effective debris operations require regular training and exercise. All relevant agencies, departments, and contractors must be familiar with their roles, responsibilities, and documentation procedures outlined in this Debris Management Plan.

16.2 Required Training

The following FEMA courses are recommended for staff involved in debris operations:

- IS-632 – Introduction to Debris Operations
- IS-100, IS-200, IS-700, IS-800 – Basic NIMS and ICS courses
- IS-703.b – NIMS Resource Management
- G-402 – ICS Overview for Executives/Senior Officials (recommended for leadership)

Other required training may include:

- Teton County procurement and finance policies
- Debris monitoring and documentation standards
- HHW handling and safety for ISWR personnel
- TDMS setup and field equipment usage

16.3 Just-In-Time Training

During activation, ISWR will coordinate just-in-time training for debris monitors and supporting staff. TCEM may assist during multi-agency exercises or FEMA audit preparations.

Just-in-time training includes:

- Debris monitors
- Load ticket procedures
- Safety briefings
- Sector assignment and mapping

16.4 Exercise Integration

Debris operations will be tested through local and regional emergency exercises at least every two years. Exercises may include:

- Tabletop exercises focused on TDMS setup or public information
- Functional exercises involving Public Works and contractors
- Full-scale incident exercises integrated with the EOC and Recovery Coordination Group

16.5 Plan Familiarization

All departments with a role in debris management must review this plan during onboarding and prior to seasonal hazard periods. Emergency Management will maintain a list of personnel trained on the Debris Management Plan.

17. After-Action Review and Improvement Planning

17.1 Overview

Following any debris-generating event in which this plan is activated, ISWR will lead an after-action review (AAR) process following activation of this plan. TCEM may support this process during multi-agency incidents or large-scale recovery efforts. The purpose of this process is to identify strengths, challenges, and recommended improvements for debris operations and documentation.

17.2 AAR Process

The AAR process includes structured input from participating agencies, contracted personnel, and EOC staff (if activated). It may include surveys, interviews, facilitated discussions, and review of operational documents.

Typical review topics include:

- Debris collection timelines and efficiency
- TDMS activation and management
- Load ticket and monitoring documentation quality
- Public information and community compliance
- Interagency coordination and resource requests
- Sustainability and diversion performance

17.3 Improvement Plan

A written Improvement Plan (IP) will be developed based on findings from the AAR. The IP will identify responsible parties, timelines, and corrective actions. Debris-related improvements will be tracked by Emergency Management and reviewed as part of the regular Debris Management Plan update cycle.

17.4 Integration with the TC-EOP and AHRP

Findings from the debris AAR and Improvement Plan will be shared with the Teton County Emergency Management Program for potential updates to the TC-EOP and All-Hazards Recovery Plan (AHRP), ensuring alignment and continuity across planning documents.

18. Plan Maintenance and Updates

18.1 Maintenance Schedule

The Teton County / Town of Jackson Debris Management Plan will be reviewed and updated on a biennial basis to ensure it remains current with regulatory guidance, operational needs, and local hazard conditions. Interim updates may be made following a major debris-generating event, significant changes in FEMA or WY DEQ policies, or identification of gaps during training, exercises, or after-action reviews.

Plan review and update activities will be coordinated to align with the biennial review cycles of the Teton County Emergency Operations Plan (TC-EOP) and the All-Hazards Recovery Plan (AHRP) to maintain integration across planning documents.

18.2 Core Planning Team Responsibilities

Responsibility for maintaining and updating this plan is assigned through the TC-EOP to Integrated Solid Waste and Recycling (ISWR). This team will:

- Review AAR findings from real-world incidents or exercises
- Recommend content updates and procedural improvements
- Incorporate new regulatory guidance or best practices
- Validate roles, responsibilities, and points of contact
- Ensure continued alignment with FEMA PA Program guidance

The Debris Management Core Planning Team is composed of the following representatives:

- Lead Agency: Integrated Solid Waste and Recycling (ISWR)
- Functional Content Lead: Integrated Solid Waste and Recycling (ISWR)
- Public Works Directors: County and Town representatives (plan approvers)
- Financial Authorities: Teton County Clerk's Office and Town of Jackson Finance Department
- Sustainability Advisors:
 - Teton County Sustainability Coordinator
 - Town of Jackson Ecosystem Stewardship Administrator
- Planning Assistance: Teton County Emergency Management (TCEM)

18.3 Approval Process

This plan will be considered formally approved upon sign-off by:

- Teton County Public Works Director
- Town of Jackson Public Works Director
- Integrated Solid Waste and Recycling Superintendent

No further adoption is required by the Teton County Board of Commissioners or the Jackson Town Council, as responsibility for debris planning is assigned through the TC-EOP.

18.4 Distribution and Access

Upon approval, the updated plan will be:

- Provided to all agencies, departments, and contractors with assigned debris management responsibilities
- Posted in internal emergency planning systems (e.g., WebEOC Document Library)
- Posted to <https://www.tetoncountywy.gov/326/Emergency-Plans> for public access
- Shared with the Recovery Coordination Group and Regional Response Partners as appropriate
- Integrated into new hire orientation and refresher training for relevant staff

Emergency Management will retain an editable working copy and an official PDF version for distribution. Each approved version will be tracked by date and revision number.

19. Appendices

The following appendices support the operational implementation of the Teton County / Town of Jackson Debris Management Plan. They include templates, sample documentation, organizational tools, and visual aids that assist with FEMA eligibility, field operations, and interagency coordination. All appendices will be maintained by Emergency Management in coordination with the Debris Management Core Planning Team.

- Appendix A – Debris Management ICS Organizational Charts
- Appendix B – Sample Load tickets
Provides examples with serial numbers, debris type codes, and fields for volume, location, and time stamps.
- Appendix C – Debris Monitoring Checklists
Standardized FEMA-aligned forms for use by debris monitors at collection, DMS, and disposal sites.
- Appendix D – Temporary Debris Management Site Layout Templates
Includes site traffic flow diagrams, safety zones, stormwater controls, and signage layouts.
- Appendix E – FEMA Eligibility Quick Reference Sheet
One-page summary of Category A requirements, common ineligible items, and key documentation tips.
- Appendix F – Public Information Templates
Pre-scripted social media posts, press releases, signage, and bilingual door hangers (English/Spanish).
- Appendix G – Daily Field Logs (ICS-214 Activity Log)
Logbooks for use by monitors, sector leads, DMS managers, and incident supervisors.
- Appendix H – Incident Information Board (IIB) Mock-up
Visual example of standard IIB format used in debris-affected neighborhoods and public sites.
- Appendix I – Sample Debris Removal Contract
Contract for all aspects of debris removal.

Appendix A – Debris Management ICS Organizational Charts

These are suggested organizational structures and are designed to be a starting point and not necessarily prescriptive. They may be modified to fit the situation by the Incident Commander.

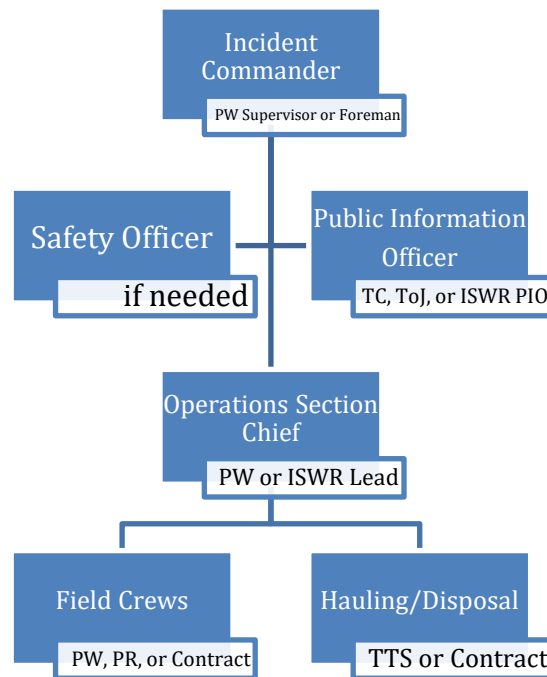
A.1 Acronyms Used in ICS Charts

The following acronyms are used throughout the organizational charts in Appendix A to conserve space:

Acronym	Full Term
TDMS	Temporary Debris Management Site
EOC	Emergency Operations Center
HHW	Household Hazardous Waste Facility
ISWR	Integrated Solid Waste and Recycling
PR	Parks and Recreation
PW	Public Works
RC	Recycling Center
ROW	Rights of Way
TC	Teton County
ToJ	Town of Jackson
TTS	Trash Transfer Station

A.2 Minor/Localized Debris Incident

Used for localized debris-generating events that can be handled by the responsible agency without requiring multi-agency coordination or EOC activation. Planning, logistics, and financial tracking are handled internally at the department level. Situational updates may be shared with TCEM for awareness but do not require activation support.



A.2.1 Key Features

- **No full ICS sections** for Planning, Logistics, or Finance.
- **Incident Commander** likely a **Public Works supervisor**, with field crews drawn from existing rosters.
- **ISWR may be notified**, especially for debris types requiring special handling (e.g., HHW, white goods).
- **EOC is not activated**; support roles like planning and documentation are handled in-house.
- **Mutual aid or contractors** unlikely unless the situation escalates.

A.3 Moderate Debris Incident

Used for moderate debris-generating events that require multi-agency coordination and contractor support. Field ICS is activated with Public Works as IC, supported by ISWR and monitoring staff. EOC activation is optional and may provide planning, logistics, or finance support if needed.

A.3.1 Key Features

- **Incident Commander** is typically a County or Town Public Works official. Coordinates field operations and may supervise field groups directly if overhead staffing is limited.
- **Operations Section Chief** directs and supervises field branches and groups, but the position is optional if the IC maintains direct control.
- **Debris Clearing Group Supervisor** oversees field-level debris removal, right-of-way clearance, and contractor coordination.

- **Solid Waste Group Supervisor** manages recycling, diversion, HHW handling, and coordinates with sustainability staff.
- **Debris Monitoring Group Supervisor** ensures compliance with FEMA guidance, tracks volumes and contractor activity; filled by contracted monitors or engineering staff.
- **Planning Support** may include situation updates, mapping, IAP development, and debris forecasting but is handled by existing staff unless the EOC activates.
- **Logistics Support** may arrange for fuel, equipment, or staging areas if debris operations stretch existing resources but is handled by existing staff unless the EOC activates.
- **Finance/Admin Support** is typically handled by departmental finance personnel with assistance from the County Clerk's office or Town Finance Department; formal cost tracking for FEMA reimbursement begins at this level.
- **Environmental & Sustainability Technical Specialist** advises the IC on waste diversion, environmental protection, and alignment with County/Town sustainability goals.
- **PIO support** may be provided by County, Town, or ISWR personnel to support public messaging and signage related to debris removal.

A.4 Debris Management Branch in Full ICS Structure

Used during major incidents where debris operations are one part of a broader multi-agency response (e.g., wildfire with evacuations, flood with sheltering, earthquake with infrastructure damage). Debris Management is organized as a **branch under the Operations Section**, operating alongside other response branches (e.g., Fire, Law, Health). The EOC is activated, and field command is integrated with regional and state partners.

A.4.1 Key Features

- **Debris Management Branch** operates under the Operations Section during major multi-agency incidents.
- **Debris Clearing Group** manages curbside collection, right-of-way clearance, and contractor activities.
- **Solid Waste Group** supervises TTS operations, HHW handling, recycling, and diversion efforts.
- **Debris Monitoring Group** documents debris volumes and eligibility to support FEMA compliance; monitors are contracted or assigned from engineering staff.
- **Environmental & Sustainability Technical Specialist** supports the Debris Management Branch with guidance on diversion, environmental protection, and sustainability goals.
- **EOC** supports the Incident Commander by processing resource requests, assisting with policy guidance, and providing situational awareness.
- **Other branches** (e.g., Fire, Law, Health) operate simultaneously under the Operations Section to manage life safety, infrastructure, and public health needs.

This appendix provides a sample load ticket used by ISWR (Integrated Solid Waste and Recycling) for tracking outbound and inbound debris loads. The first page includes an image of the official ISWR ticket. The second section reproduces the fields in a fillable format for digital or printed use. This version may be used in the field if computers are down or if handwritten tracking is needed.

<p align="center">** Duplicate Ticket **</p> <p>Teton County Transfer Station (307) 733-7172 MAIN 733-7678 PO Box 9088 Jackson 83002 (307) 733-7172</p> <p>410 Yellow Iron Construction/ Exca Opie Garvin P O Box 1225</p>		<table border="1"> <tr> <th>SITE</th> <th>TICKET</th> <th colspan="2">GRID</th> <th colspan="2">WEIGHMASTER</th> </tr> <tr> <td>02</td> <td>705572</td> <td colspan="2"></td> <td colspan="2">scaleuser2</td> </tr> <tr> <th>DATE IN</th> <th>DATE OUT</th> <th>TIME IN</th> <th>TIME OUT</th> <th>VEHICLE</th> <th>ROLL OFF</th> </tr> <tr> <td>12/02/24</td> <td>12/02/24</td> <td>9:17</td> <td>9:17</td> <td>T12</td> <td>TT12</td> </tr> <tr> <th colspan="2">REFERENCE</th> <th colspan="4">ORIGIN</th> </tr> <tr> <td colspan="2"></td> <td colspan="4"></td> </tr> </table>						SITE	TICKET	GRID		WEIGHMASTER		02	705572			scaleuser2		DATE IN	DATE OUT	TIME IN	TIME OUT	VEHICLE	ROLL OFF	12/02/24	12/02/24	9:17	9:17	T12	TT12	REFERENCE		ORIGIN									
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QTY	UNIT	DESCRIPTION	RATE	EXTENSION	FEE	TOTAL																																					
25.91	TON	outbound to IF	0.00	0.00	0.00	0.00																																					
<p>Teton County Transfer Station - HOURS:8-3 M-F 8-12 SAT Recycling Center - 9-6 M-F</p> <p>www.tetonwyo.org/recycle</p> <p>P.O.#: Job Name: Address: Comment :</p>						<p>CHARGE</p> <p align="right">0.00</p> <p>TENDER</p> <p>CHANGE</p> <p>CHECK #</p>																																					
SIGNATURE: _____																																											

TC-Toj Debris Management Plan



**** Duplicate Ticket ****

Teton County Transfer Station
(307) 733-7172 MAIN 733-7678
PO Box 9088 Jackson 83002
(307) 733-7172
410
Yellow Iron Construction/ Exca
Opie Garvin
P O Box 1225

SITE	TICKET	GRID	WEIGHMASTER			
02	705585		WIZARD			
DATE IN	DATE OUT	TIME IN	TIME OUT	VEHICLE	ROLLOFF	
12/02/24	12/02/24	9:52	9:52	GT6		
REFERENCE		ORIGIN				

Scale Gross Wt. 42740 Charge Ticket

Stored Tare Wt. 26140

Net Weight 16600

QTY	UNIT	DESCRIPTION	RATE	EXTENSION	FEE	TOTAL
8.30	TON	TRASH	144.00	1195.00	0.00	1195.00

Teton County Transfer Station - HOURS:8-3 M-F 8-12 SAT
Recycling Center - 9-6 M-F

www.tetonwyo.org/recycle

P.O.#:
Job Name:
Address:
Comment :

SIGNATURE:_____

CHARGE
1195.00
TENDER
CHANGE
CHECK #

B.2 Combined ISWR – FEMA Load Ticket (Simplified)

This simplified load ticket form is designed to meet both Integrated Solid Waste and Recycling (ISWR) operational needs and FEMA Public Assistance (Category A) documentation requirements. It is intended for use during debris management operations and may be completed digitally or by hand.

Field Name	Data Entry
Ticket Number	
Date	
Time In	
Time Out	
Truck / Trailer ID	
Debris Type*	
Origin Location	
Gross Weight (lbs.)	
Tare Weight (lbs.)	
Net Weight (lbs.)	
Disposal Site	
Notes / Comments	
Driver Name	
Driver Signature	
Monitor Name	
Monitor Signature	

**Vegetative Debris, Construction and Demolition (C&D) Debris, White Goods, Electronic Waste (E-Waste), Food Waste, Household Hazardous Waste (HHW), Mixed Debris, Soil/Mud/Sediment (SMS), Vehicles/Trailers/Vessels (VTV), Recyclable Materials*

Appendix C – Debris Monitoring Checklists

Monitoring checklists ensure consistent documentation across the debris lifecycle.

C.1 Curbside Collection Checklist

- ☐ Address verified
- ☐ Debris type noted
- ☐ Pre-load photo taken
- ☐ Load ticket initiated

C.2 DMS Site Checklist

- ☐ Truck arrival logged
- ☐ Debris type matched to ticket
- ☐ Unloading observed
- ☐ Post-unload photo taken
- ☐ Ticket signed

C3. Final Disposal Site Checklist

- ☐ Disposal method verified
- ☐ Weight or volume confirmed
- ☐ Ticket closed and archived

Appendix D – Temporary Debris Management Sites (TDMS)

D.1 Purpose

This appendix provides selection criteria, layout considerations, and preliminary site options for Temporary Debris Management Sites (TDMS) within Teton County and the Town of Jackson. It is intended to guide operational decisions for locating, setting up, managing, and demobilizing TDMS locations during debris-generating incidents.

D.2 Definition of a Temporary Debris Management Site

A Temporary Debris Management Site (TDMS) is a temporary location used to receive, sort, reduce, and transfer debris following a disaster. These sites serve as intermediate staging areas between debris collection points and final disposal or recycling facilities.

D.3 Key Site Selection Characteristics

An ideal TDMS location will have the following characteristics:

- Sufficient size for sorting, processing, and storage of debris.
- All-weather access roads capable of supporting heavy truck traffic.
- Stable ground that can support heavy equipment and stockpiled materials.
- Buffer distance from sensitive receptors (e.g., residences, schools, water bodies).
- Minimal environmental impact with potential for easy site remediation.
- Capability to implement dust, noise, and runoff controls.

D.4 Sample Site Layout Diagram

A sample layout for a TDMS includes zones for:

- Entry/exit control and vehicle inspection
- Load ticket and monitoring towers
- Segregated areas for vegetative debris, C&D debris, white goods, and HHW
- Grinding/reduction operations
- Equipment staging and staff support areas

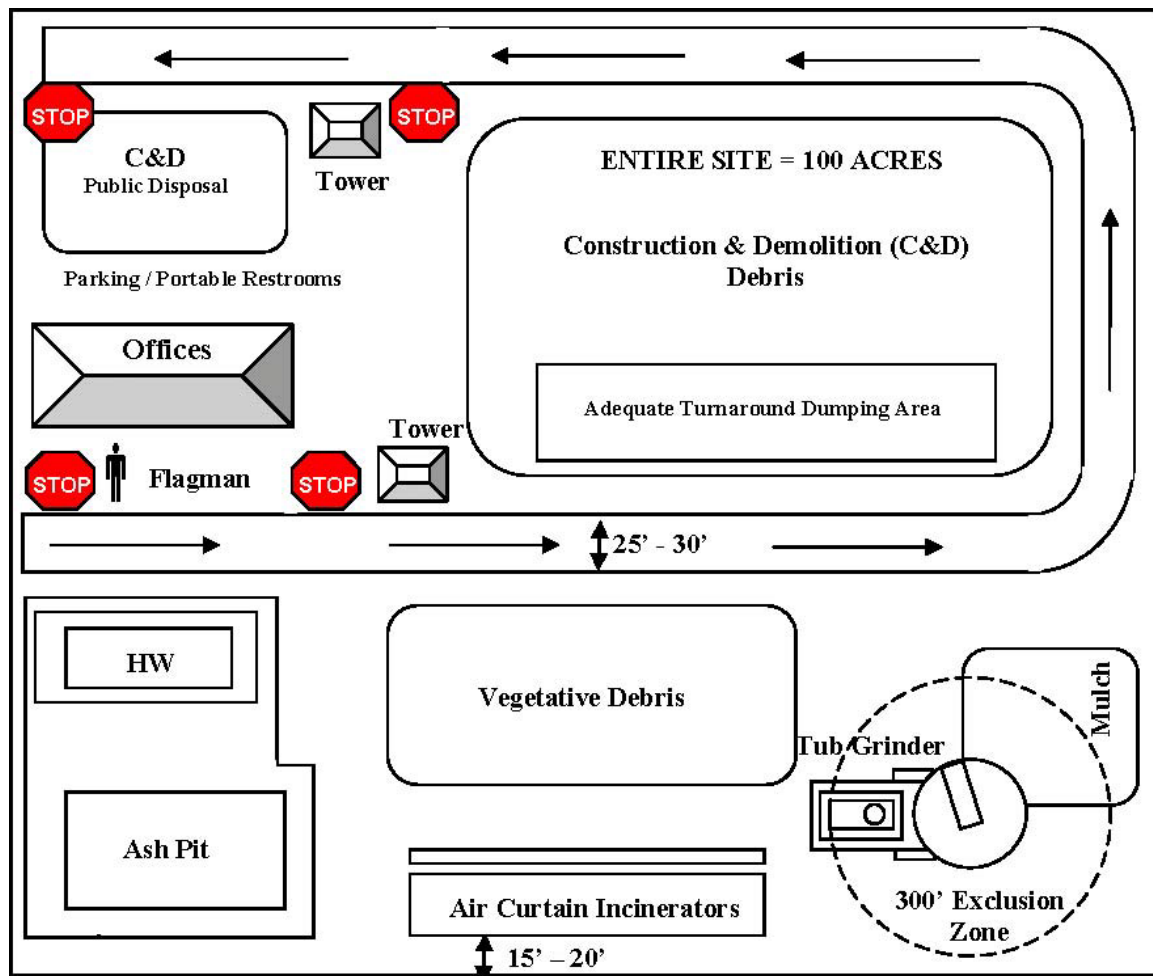


Figure 1 - Sample TDMS Layout

D.5 Staffing Overview

The following staff roles may be assigned at TDMS locations:

- Site Strike Team Leader
- Assistant Safety Officer
- Load Site Monitors
- Equipment Operators
- Environmental Compliance Monitor

D.6 Preliminary TDMS Locations in Teton County

Sites listed here are for consideration by debris management planners and do not indicate that permission has been granted for use of the sites as a TDMS.

Site Name	Location	Size (acres)	Access Route	Notes	Coordinates (Lat, Long)
BLM Parcel 26	S Highway 89 at Snake River	8.5	US 89	West side of highway. BLM, but may become County	43.384 -110.745
Home Ranch Parking Lot	Jackson	2.5	N Cache and E Gill Ave	Town of Jackson	43.482 -110.762
May Park	East Jackson	9.5	E Hansen Ave	Not much parking, lots of open space. TC Parks & Rec	43.475 -110.746
Owen Bircher Area and Arena	Wilson	1.5	Main St	Riding arena and park space. TC Parks & Rec	43.500 -110.875
Park and Ride Hoback	Hoback	1	S Highway 89 at Hoback Junction	WYDOT	43.482 -110.762
Powderhorn Ball Field	Central Jackson	2.5	Powderhorn Lane and Alpine Lane	TC Parks & Rec	43.472 -110.786
Snow King open space	E Snow King Ave	2.5	E Snow King Ave and S Cache St	Old ballfield. TC Parks & Rec	43.473 -110.762
South Park Boat Ramp Parking Lot	S Highway 89 at Snake River	1	US 89	TC Parks & Rec	43.384 -110.744
Stilson Parking Area	Wilson	7	Hwy 22 and Hwy 390	JHMR, Teton County	43.502 -110.848
Teton County Fairgrounds	Snow King Ave, Jackson	12	US 89	Near center of Jackson. TC Fair.	43.474 -110.770

Appendix E – FEMA Eligibility Quick Reference Sheet

This quick reference summarizes FEMA Category A eligibility criteria for debris operations.

E.1 Eligible Activities

- Debris removal from public rights-of-way
- Elimination of immediate threats to life, safety, or health
- Removal from improved public property
- Emergency protective measures (e.g., sandbag removal, safety fencing)

E.2 Common Ineligible Items

- Debris from private property unless specifically authorized
- Demolition of condemned structures without public threat justification
- Debris generated by non-disaster causes (e.g., neglect)

E.3 Documentation Requirements

- Load tickets with address, debris type, volume
- Photo documentation (before and after)
- Monitor logs and truck manifests

Appendix F – Public Information Templates (English and Spanish)

This appendix provides sample public messaging tools for use during debris operations. All messages must be bilingual and coordinated through the Joint Information System (JIS).

F.1 Sample Social Media Post (English)

Curbside debris collection begins Monday. Separate debris into piles: vegetative, appliances, e-waste, and hazardous waste. See our website for maps and guidelines.

F.2 Sample Social Media Post (Spanish)

La recolección de escombros en la acera comienza el lunes. Separe los escombros en pilas: vegetación, electrodomésticos, electrónicos y desechos peligrosos. Visite nuestro sitio web para obtener mapas y pautas.

F.3 Press Release Template (English)

FOR IMMEDIATE RELEASE

Date: August 15, 2025

Teton County and the Town of Jackson to Begin Post-Disaster Debris Removal

Teton County Emergency Management and Public Works Departments will begin coordinated curbside debris removal on Monday, August 18, following recent flooding. Residents are instructed to separate vegetative debris, appliances, electronics, and hazardous waste into distinct piles at the curb. Do not place debris in roadways or near fire hydrants. Maps and schedules are posted at www.tetoncountyny.gov and on Incident Information Boards around affected areas.

For questions, please contact the Public Information Line at (307) 733-9572 or visit the County's emergency information portal.

F.4 Press Release Template (Spanish)

PARA PUBLICACIÓN INMEDIATA

Fecha: 15 de agosto de 2025

El Condado de Teton y la Ciudad de Jackson Comenzarán la Remoción de Escombros
Después del Desastre

El Manejo de Emergencias del Condado de Teton y los Departamentos de Obras Públicas comenzarán la recolección coordinada de escombros en la acera el lunes 18 de agosto, después de las recientes inundaciones. Se pide a los residentes que separen los escombros vegetativos, electrodomésticos, electrónicos y desechos peligrosos en pilas distintas en la acera. No coloque escombros en las calles ni cerca de bocas de incendio. Los mapas y horarios están disponibles en www.tetoncountywy.gov y en los Tableros de Información de Incidentes colocados en las áreas afectadas.

Para preguntas, por favor comuníquese con la Línea de Información Pública al (307) 733-9572 o visite el portal de información de emergencias del Condado.

Appendix G – Daily Field Logs

To maintain consistency with the Incident Command System (ICS), all personnel working in debris management leadership positions will maintain an [ICS-214 Activity Log](#). These and other ICS forms can be found on [FEMA's ICS Forms website](#). Completed forms will be submitted to the incident Planning Section at the end of each shift. If there is no Planning Section, they will be submitted to the Teton County EOC at eoc@tetoncountywy.gov.

G.1 What to Include in Your Daily Field Log (ICS-214)

The ICS-214 Activity Log is used to document what happened during each operational period. It should capture actions, observations, decisions, issues, and anything important that affected your work. Here's a simple guide to help you write useful, accurate entries.

G.1.1 Basic Contact Information (Optional, if not captured elsewhere)

- Name and cell number of the person completing the form
- Emergency contact name and phone number (for your team members, if not already documented)

G.1.2 The 3 A's – Log Operational Activity

Category	Examples
Actions	What you did: Checked in, attended a meeting, cleared debris, monitored a load, provided a briefing, submitted paperwork, demobilized
Agreements	Commitments made: 'Approved request for second truck,' 'Confirmed use of loader from Parks Dept'
Accidents	Any injury, vehicle incident, or equipment damage you were involved in or witnessed

G.1.3 The 3 I's – Record Important Observations

Category	Examples
Info / Intel	Unconfirmed reports or observations: 'Citizen says tree fell on propane tank at 5th & Maple'
Issues	Recurring problems: 'Contractor not using assigned route,' 'Debris being mixed at curb'
Inspirational Ideas	Improvements for future: 'Recommend adding photo log instructions to monitor training'

G.1.4 The 3 D's – Flag Operational Challenges

Category	Examples
Disagreements	'Team member refused task due to safety concern – documented and reported'
Disputes	'Conflicting instructions from Public Works and contractor'
Disruptions	'Truck 104 broke down – caused backup at DMS for 45 minutes'

G.1.5 Final Tips

- Be clear and specific. Avoid vague notes like 'busy day' — write what happened.
- Use full names, times, and locations when possible.
- Stick to facts. If you heard something but haven't confirmed it, note that it's unverified.
- Don't skip writing down problems. The ICS-214 is not a performance review — it's a log of what happened.

[illegible]

ACTIVITY LOG (ICS 214)

[illegible]

Appendix H – Sample Debris Removal Contract

Teton County Emergency Debris Management Agreement

This Agreement is entered into this ____ day of _____, 20__, by and between Teton County, Wyoming, acting through Integrated Solid Waste and Recycling (ISWR) (hereinafter referred to as "County"), and [Contractor Name], a [State] corporation with a principal place of business at [Contractor Address] (hereinafter referred to as "Contractor").

- I. The purpose of this Agreement is to retain the Contractor to provide debris removal, processing, and disposal services resulting from a disaster event within Teton County, Wyoming. Services may include collection, reduction, sorting, hauling, and disposal of eligible debris at authorized locations, as determined by the County.
- II. Contractor shall provide the following services, as directed by the County:
 - Mobilize crews and equipment within 24 hours of a written Notice to Proceed.
 - Remove eligible vegetative, construction & demolition (C&D), white goods, and household debris from public rights-of-way and County-designated areas.
 - Transport and manage debris at County-designated Debris Management Sites.
 - Reduce, sort, and stage debris as needed (e.g., chipping, grinding, segregating).
 - Haul debris to appropriate recycling, composting, or disposal facilities.
 - Provide load tickets, daily reports, and other documentation as required for FEMA reimbursement.
- III. This Agreement shall become effective on the date of execution and remain in effect for three (3) years, unless earlier terminated. Either party may terminate with 30 days' written notice. In the event of activation, termination must be mutually agreed or follow completion of assigned tasks.
- IV. Contractor shall be paid per unit of service as follows:
 - Mixed debris processing (MSW): \$____/ton
 - C&D debris removal: \$____/ton
 - Vegetative debris removal: \$____/ton
 - Dirt/Rock: \$____/ton
 - Food Waste & Putrescible Waste: \$____/ton

- White goods and Scrap Metal: \$____/ton
- Electronic waste: \$____/pound
- Recyclables: \$____/ton
- Household Hazardous Waste: \$_____/pound
- Vehicles, Trailers, and Vessels: \$_____/ton
- Standby equipment: \$____/hour
- Standby labor: \$____/ hour

The County reserves the right to adjust these rates.

- V. Debris will be delivered to and/or managed at the following sites as designated by the County:

- Teton County Transfer Station – 5400 S. HWY 89
- Teton County Recycling Center – 3270 S. Adams Canyon Rd.
- Temporary Debris Management Sites (to be identified per event)

Contractor shall comply with all site-specific operational requirements.

- VI. Contractor shall maintain insurance coverage, including:

- General Liability: \$1,000,000 per occurrence
- Auto Liability: \$1,000,000
- Workers' Compensation: As required by Wyoming law

Contractor agrees to indemnify and hold harmless Teton County and its employees from any and all claims arising out of performance under this Agreement.

- VII. Contractor shall comply with all federal, state, and local laws, including OSHA, EPA, and FEMA guidelines applicable to disaster debris operations.

- VIII. Contractor shall provide:

- Safety Plan
- Daily work summaries
- Photographic documentation if requested

- IX. Contractor is an independent contractor and not an agent or employee of the County.

- X. This Agreement constitutes the entire agreement between the parties and supersedes any prior agreements or understandings.



IN WITNESS WHEREOF, the parties have executed this Agreement as of the date first written above.

TETON COUNTY

By: _____

Name: _____

Title: Teton County Board of County Commissioners Chair

Date: _____

Attest: _____

_____ County Clerk

CONTRACTOR

By: _____

Name: _____

Title: _____

Date: _____












TC-TOJ Debris Management Plan

Final Audit Report

2025-08-14

Created:	2025-08-13
By:	Rich Ochs (rochs@tetoncountywy.gov)
Status:	Signed
Transaction ID:	CBJCHBCAABAAUyvKIIJoT_fBP4PRvYL3eoh4kMUmTmNg

"TC-TOJ Debris Management Plan" History

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2025-08-13 - 5:03:46 PM GMT
-  Document emailed to Floren Poliseo (fpoliseo@jacksonwy.gov) for signature
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