

# TETON COUNTY / TOWN OF JACKSON ALL-HAZARDS RECOVERY PLAN



by:

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## Approval and Adoption – Teton County

The Teton County/Town of Jackson (TC/TOJ) All-Hazards Recovery Plan (AHRP) provides the framework for establishing a “new normal” following a disaster and leveraging our community resources to recover to this standard. The TC/TOJ AHRP is comprised of a base plan that explains the scope of the plan, defines authorities, and explains the general approach and assumptions of the Teton County Board of County Commissioners (BCC) and the Jackson Town Council (JTC) during disaster recovery. Supplemental plans from various supporting agencies and organizations will be integrated with this base plan as they are developed.

The TC/TOJ AHRP is considered part of Teton County’s and the Town of Jackson’s emergency plan canon by Teton County Emergency Management (TC/TOJ), and as such all TC/TOJ departments, divisions, and boards are expected to review, exercise, and follow this plan during disaster recovery.

The JTC and BCC are ultimately responsible for the community’s recovery following a disaster and adopt this plan as the framework for managing disaster recovery in TC/TOJ. TCEM is responsible for the development, publishing, distribution, and exercising of the TC/TOJ AHRP.

### Teton County Board of County Commissioners Approval and Adoption



Mr. Mark Newcomb, Chairman  
Teton County Commission

6/5/18

Date



Attest by: County Clerk

6/15/18

Date

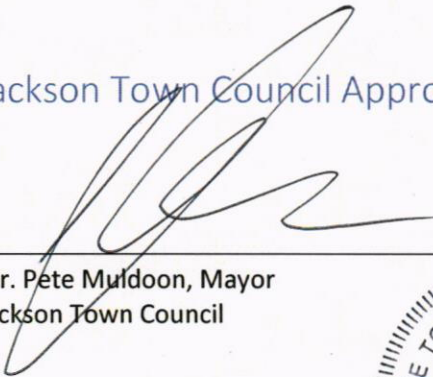
## Approval and Adoption – Town of Jackson

The Teton County/Town of Jackson (TC/TOJ) All-Hazards Recovery Plan (AHRP) provides the framework for establishing a “new normal” following a disaster and leveraging our community resources to recover to this standard. The TC/TOJ AHRP is comprised of a base plan that explains the scope of the plan, defines authorities, and explains the general approach and assumptions of the Teton County Board of County Commissioners (BCC) and the Jackson Town Council (JTC) during disaster recovery. Supplemental plans from various supporting agencies and organizations will be integrated with this base plan as they are developed.

The TC/TOJ AHRP is considered part of Teton County’s and the Town of Jackson’s emergency plan canon by Teton County Emergency Management (TC/TOJ), and as such all TC/TOJ departments, divisions, and boards are expected to review, exercise, and follow this plan during disaster recovery.

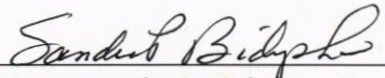
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### Jackson Town Council Approval and Adoption

  
\_\_\_\_\_  
Mr. Pete Muldoon, Mayor  
Jackson Town Council

5-21-2018

Date

  
\_\_\_\_\_  
Attest: Sandra P. Birdyshaw, Town Clerk



5-21-2018

Date

## Record of Changes

[illegible]

## Executive Summary

Recovery is the **collaborative** process of returning a community to a state of normality after a disastrous incident. No community is immune to disaster, which makes recovery planning essential. This recovery plan lays the foundation for a collaborative approach, known as **Whole Community**, which brings all levels of government, volunteer, faith-based and community-based organizations, other non-governmental organizations, the private sector, and the public together in a structure that is intended to balance the various interests of the community in restoring the entire community to pre-disaster conditions as fully and quickly as feasible. When the circumstances of a disaster dictate that aspects of the prior conditions cannot or should not be restored, this plan provides a process and vision to establish a new normal that retains the greatest functional and cultural traits.

This All-Hazard Recovery Plan (AHRP) complements two existing plans that address emergency and disaster: the Multi-Hazard Mitigation Plan, and the Emergency Operations Plan. Hazard mitigation seeks to guide community development in a way that helps diminish the potential impacts from a disaster. Emergency Operations is a response focused on the lifesaving and property saving activities that are brought into action while a disaster is unfolding. Recovery is the third phase in handling a disaster, though it is also the phase that may take the longest, cost the most, and require the most consensus.

This plan is structured to align with concepts from FEMA's National Disaster Recovery Framework with the intent that local recovery efforts will integrate logically with those of state and federal governments. TC/TOJ is adopting the concept of **Recovery Support Functions** (RSFs), which help to organize and guide the recovery process. The following chart shows which Emergency Support Functions (ESFs) from the TC/TOJ Emergency Operations Plan (EOP) evolve into each RSF when primary disaster functions move from response into recovery:

RSF#01 - <u>Community Planning and Capacity Building</u> <i>n/a</i>	RSF#02 - <u>Economic</u> <i>ESF#14</i>	RSF#03 - <u>Health and Social Services</u> <i>ESF#08</i>
RSF#04 - <u>Housing</u> <i>ESF#06</i>	RSF#05 - <u>Infrastructure Systems</u> <i>ESF#02, 03, 12</i>	RSF#06 - <u>Natural and Cultural Resources</u> <i>ESF#11</i>

**TABLE 1 – RECOVERY SUPPORT FUNCTIONS AND ELEMENTS OF THE TC/TOJ EMERGENCY OPERATIONS PLAN**

In the EOC, ESF #05 Information and Planning is assigned to start the short-term recovery process and activate this AHRP. For each Recovery Support Function, this AHRP lays out their composition and roles. Participating agencies and organizations will use this recovery plan to guide the development of more specific plans, which fit their roles into the base plan's structure, and elaborate on their own resources and organization.

This recovery plan was created through a collaborative whole-community effort led by Teton County Emergency Management with assistance from The Blue Cell, LLC. **Funding for the plan was provided through FY2013 State Homeland Security Program Grant and Teton County, WY.**



## Introduction

### Process

- 1) Consideration of implementation of this plan shall occur after any declaration of disaster or state of emergency by the Jackson Town Council (JTC) or Teton County Board of County Commissioners (BCC).**
  - a) The start of implementation in such instances shall initially be decided by the Teton County Emergency Management (TCEM) Coordinator or designee. This can range from short-term recovery actions in the EOC to full implementation of this plan.**
  - b) Transition of responsibility for administering this plan to the Local Disaster Recovery Manager(s) (LDRM) shall be decided in concurrence between the TCEM Coordinator and the LDRM(s), considering the specific circumstances and events.**
- 2) The JTC and BCC shall retain authority to direct the implementation of this plan through official action, including the authority to commence implementation absent a declaration of disaster.**
- 3) The LDRM shall convene coordinators from appropriate Recovery Support Functions (RSFs) named in this plan to build their Recovery Coordination Group (RCG) and assign recovery tasks.**
- 4) The LDRM will hold regular RCG meetings to maintain coordination between RSFs until the objectives of recovery are met to the satisfaction of the JTC/BCC. Regular updates will be provided by the LDRM to the JTC/BCC on recovery progress.**

Local incidents such as the West Broadway Landslide, the AmeriGas Explosion, Horsethief Fire, and the Teton Village Power Line Blowdown have forced discussions within TC/TOJ regarding the ability of our community to absorb, adapt, and recover from high impact catastrophic incidents. These incidents confirm that no community is immune to disaster and reinforce the importance of recovery planning.

### Plan Vision

*To provide for the smooth and efficient recovery of our community from disasters through an organized framework and whole-community involvement.*



**FIGURE 2 – 2017 TETON VILLAGE POWER LINE BLOWDOWN**



**FIGURE 1 – 2014 WEST BROADWAY LANDSLIDE  
(JH NEWS & GUIDE)**

## Recovery Definition

**Recovery** is the process of returning a community to a state of normalcy after a disaster. A **disaster** is defined as an occurrence that has resulted in property damage, deaths, and/or injuries to a community. The determination of whether a disaster has occurred is subjective and formalized through a Disaster Declaration by the JTC and/or BCC typically during the response phase (see [Appendix B](#)).

For a community to effectively recover, several key factors must be considered such as the health and safety of community members and responders, the restoration of the community's infrastructure, and the economic viability of the area.

The functions and concepts within this recovery plan align with those of the State of Wyoming's Emergency Plans, as well as the National Disaster Recovery Framework (NDRF). In addition, more specific tactical plans called out by this plan provide specific details on recovering from all natural, technological, or human-caused incidents.



FIGURE 4 – 2012 HORSETHIEF FIRE



FIGURE 3 – 2014 AMERIGAS EXPLOSION

## RECOVERY CONTINUUM – DESCRIPTION OF ACTIVITIES BY PHASE

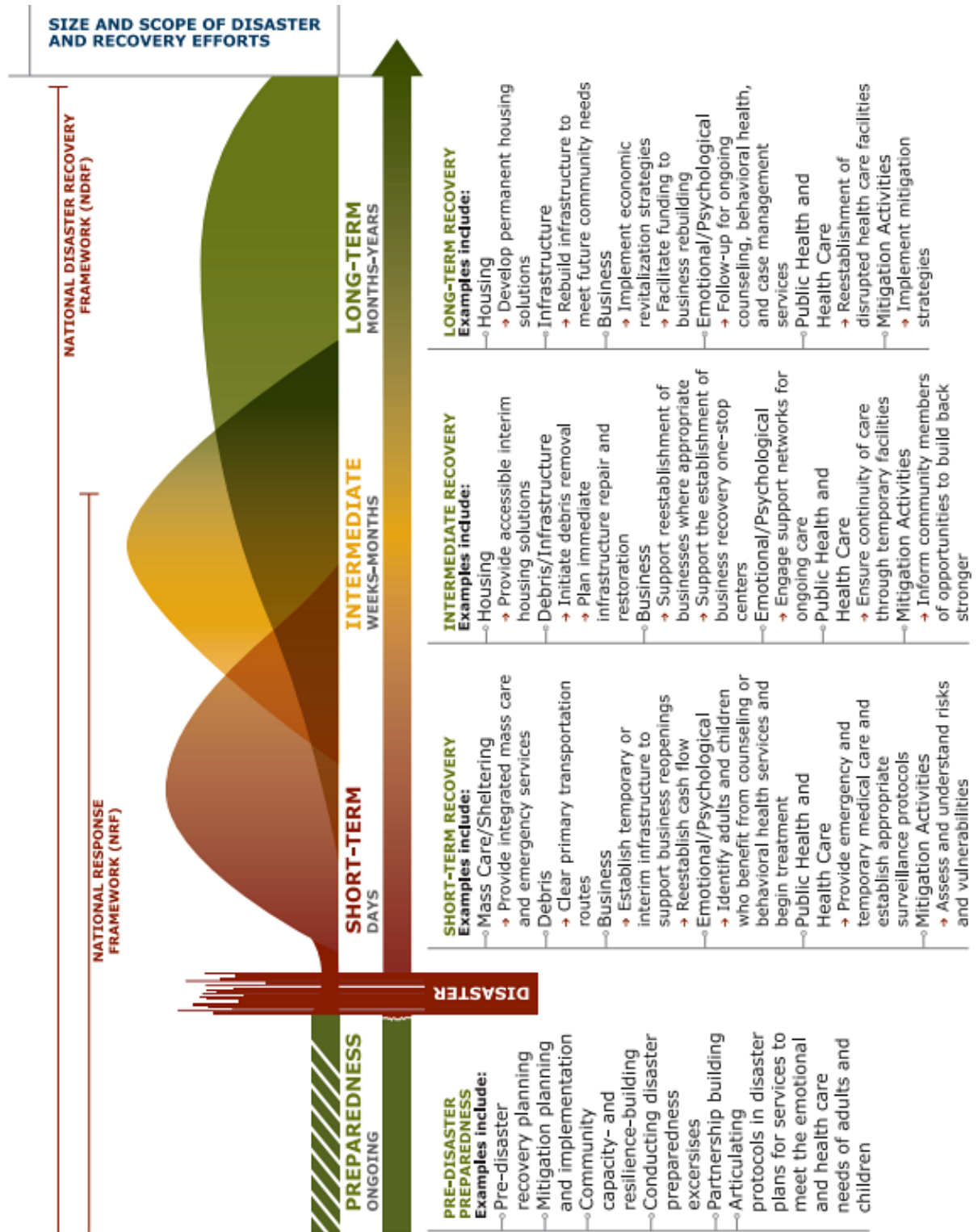


FIGURE 5 – RECOVERY CONTINUUM



## Recovery Continuum

1. **Incident Stabilization** refers to the time of the incident where life and safety issues are being addressed, and incident management is established. There is a sense of organization, and the immediate threat has passed. Immediate recovery needs are identified while active response to the incident is still taking place.
2. **Transition** is when the EOC begins to focus on recovery. This phase of recovery begins to address unmet needs through Teton County Voluntary Organizations Active in Disaster (VOAD), damage assessments with Red Cross and WOHS Initial Assessment Teams (IATs), and documentation of information required for Federal Preliminary Damage Assessment (PDA). Operationally, health and safety, community engagement, public information, and critical infrastructure repair will be the priorities.
3. **Short-term recovery** is where the size and scope of the recovery system that will be needed is identified. This is where the transfer from the EOC/Emergency Management to the Local Disaster Recovery Manager (LDRM) will take place for overall coordination of recovery. During these early days following the incident, limiting and reducing unmet needs are the primary goals. This phase of recovery addresses immediate health and safety needs beyond rescue (mass care), continuing assessment of the scope of damage, the restoration of basic infrastructure, and the mobilization of recovery organizations and resources including restarting and/or restoring essential services for recovery decision-making. The LDRM will form their Recovery Coordination Group (RCG), which is the central planning team for recovery. It is made up of the Recovery Support Functions (RSFs) that the LDRM deems necessary to carry out recovery objectives.
4. **Intermediate recovery** refers to the weeks and months after the incident. This phase of recovery involves returning individuals, families, critical infrastructure and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures. The LDRM will hold regular coordination meetings with their RCG and provide regular recovery updates to the JTC/BCC.
5. **Long-term recovery** refers to the months and years after the incident. This phase of recovery addresses complete redevelopment and revitalization of the impacted area; rebuilding or relocating damaged or destroyed social, economic, natural and built environments; and a move to self-sufficiency, sustainability, and resilience. Meeting frequency for the RCG may decrease, but coordination is still necessary. Regular updates to the JTC/BCC by the LDRM will be ongoing.

## Training and Exercise

TCEM is responsible for providing training and exercises in relation to this AHRP. This includes seminars for agency officials providing plan highlights, discussion-based tabletop exercises for AHRP leadership, and incorporating disaster recovery into TC/TOJ's [Training and Exercise Plan](#) (TEP). At least one seminar or exercise will be provided annually by TCEM on the AHRP.

## Maintenance and Distribution

The AHRP is a "living document" and TCEM is responsible for its maintenance. The plan will be reviewed by RSF Coordinators and LDRMs at least bi-annually and following any AHRP activation. TCEM will collect feedback on the plan from the whole community on a continual basis. The AHRP may be updated as often as TCEM deems necessary. Only significant policy-level updates to the AHRP, as determined by TCEM or the LDRMs, will require re-approval of the plan by the JTC/BCC. The AHRP and updates will be distributed electronically to plan participants ([Table 3](#)) and will be posted for public review on the TCEM website (<http://www.tetoncountywy.gov/326/Emergency-Plans>).

## Recovery Plan Design

The TC/TOJ All-Hazards Recovery Plan (AHRP) is comprised of a base plan that explains the scope of the plan, defines authorities, and explains the general approach and assumptions of the BCC and JTC during recovery. The Base Plan is the overall recovery plan by which the recovery support functions, recovery operational annexes, the damage assessment processes, and the phases of recovery operate within.

The BCC and JTC are ultimately responsible for the recovery of their respective jurisdictions from disaster. The Commissioners and Council delegate the responsibility of disaster recovery planning to Teton County Emergency Management (TCEM). These responsibilities include:

- Delivering training on the recovery plan
- Conducting exercises to test the recovery plan
- Bi-annual review and update of the recovery plan
- Coordination with various disaster recovery partners, both internal and external to local government
- Coordination of the development of Recovery Support Function (RSF) plans with responsible recovery partners
- Developing policies and procedures to transition from the Emergency Operations Center (EOC) to the Recovery Coordination Group (RCG)

**The development of the Recovery Operational Annexes is the responsibility of the Recovery Support Function members.** These [Recovery Operational Annexes](#) are called out in the individual Recovery Support Function (RSF) section. Examples include Debris Management Plan, Mass Fatality Plan, and Donations/Volunteer Plan. Each Recovery Support Function is responsible for setting planning meetings and maintaining the appropriate Recovery Operational Annex plans.

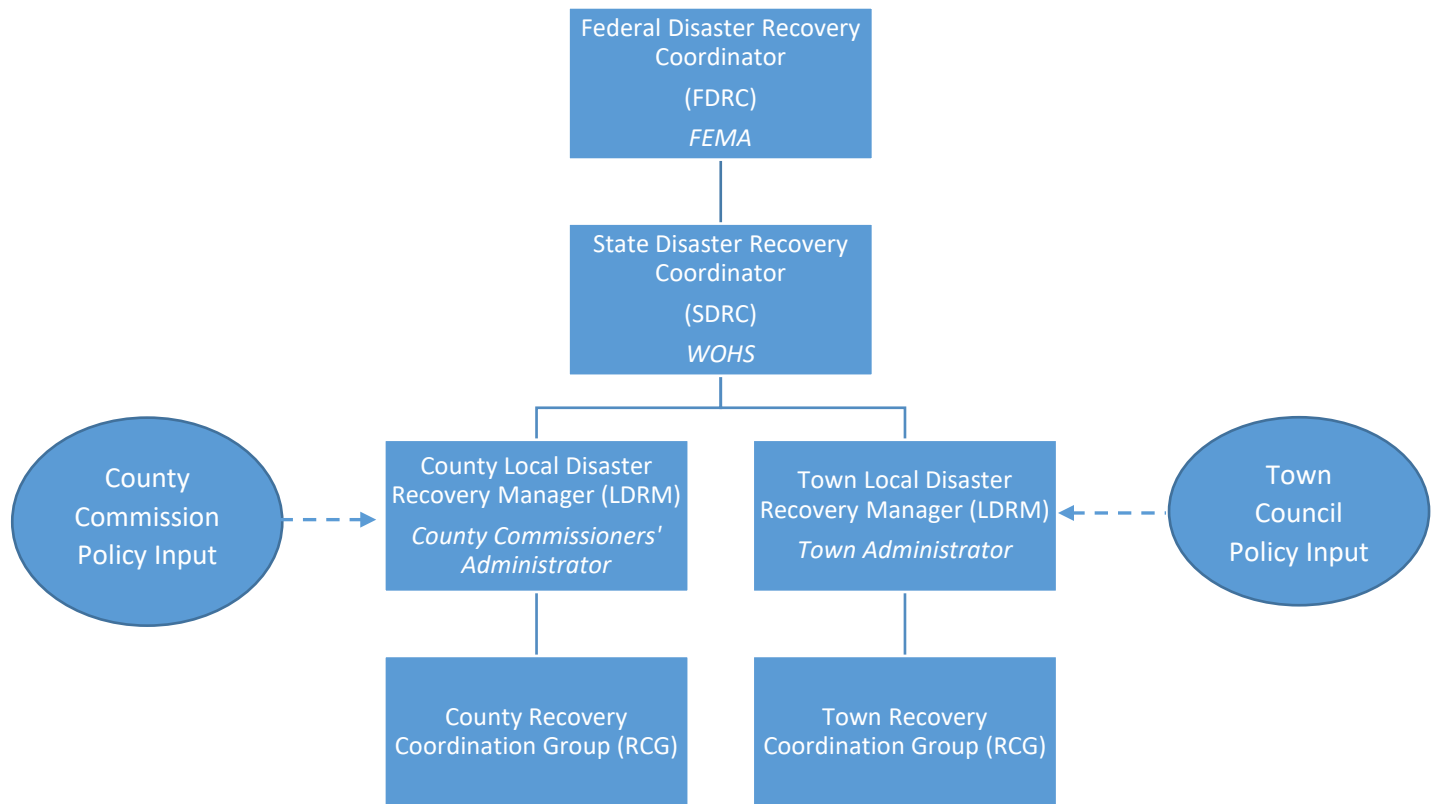
## Jackson Town Council (JTC) / Teton County Board of County Commissioners (BCC)

**The JTC and BCC provide overall policy direction for disaster recovery in their respective jurisdictions.** Their key role is to support the development, maintenance, training, and exercise of this plan. During disaster recovery the primary function of the BCC and JTC is to appoint an LDRM and provide policy direction and assistance to them.

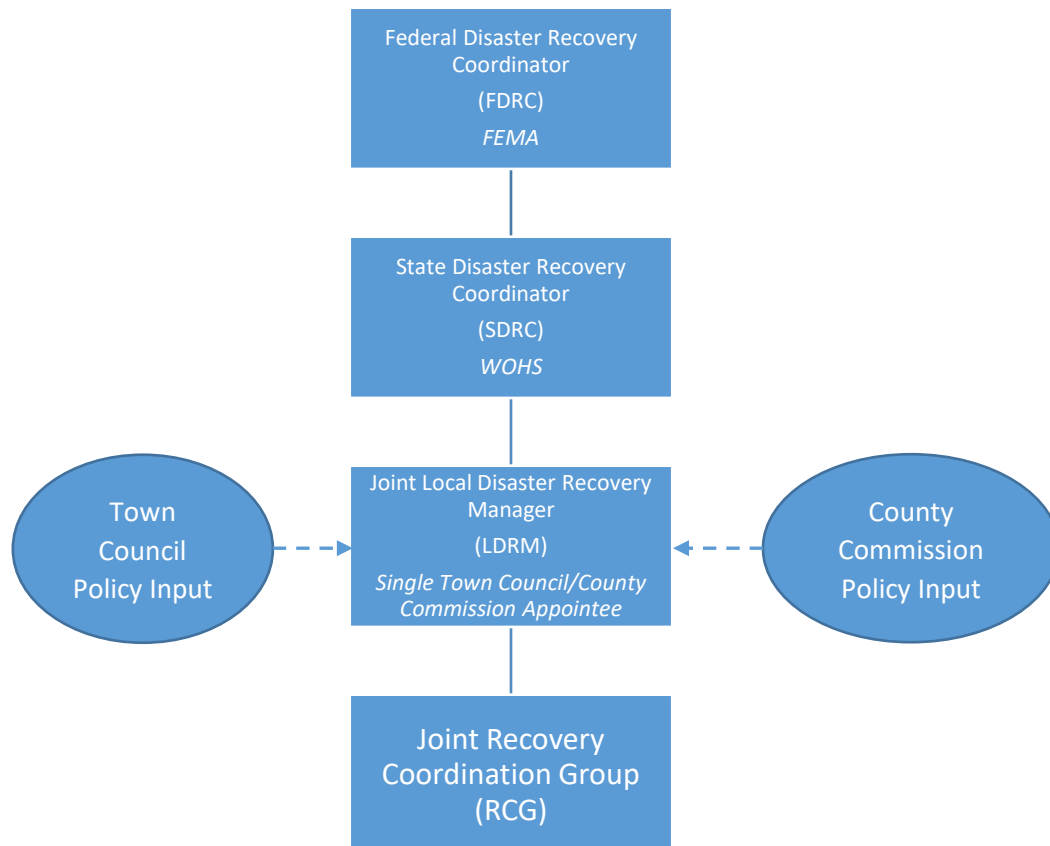
## Local Disaster Recovery Manager (LDRM)

Much of the AHRP's design focuses on the Local Disaster Recovery Manager (LDRM). If the incident occurs in Teton County, the County Commissioners' Administrator is the designated Local Disaster Recovery Manager (LDRM) for the County (excepting the Town of Jackson), and is responsible for carrying out this plan by organizing, coordinating, and advancing recovery at the County level. If the incident occurs in the Town of Jackson, the Town Administrator will be the Town's designated LDRM, taking responsibility for carrying out this plan through the organization, coordination, and advancing of recovery for the Town of Jackson. The JTC and BCC may appoint alternate personnel to the role of LDRM at their discretion, but until they do so formally through Resolution, Delegation, or other method, the County Commissioners' Administrator and/or Town Administrator will serve in the LDRM role. The JTC and BCC may also decide to appoint a joint LDRM to manage the recovery process for both Teton County and the Town of Jackson when incidents cross jurisdictions and it would increase efficiency. This must be done formally through a Resolution, Delegation, or other method. LDRMs coordinate recovery activities directly with their State counterpart, the State Disaster Recovery Coordinator (SDRC), which will be appointed by the Wyoming Office of Homeland Security (WOHS). In turn, if Federal recovery assistance is provided, the SDRC coordinates statewide recovery activities with the Federal Disaster Recovery Coordinator (FDRC) (see Figures [6](#), [7](#), and [10](#)).

The LDRM coordinates the establishment of a Recovery Coordination Group (RCG). Once the RCG is established the traditional recovery phase of emergency management is transferred from the EOC to the RCG. The LDRM ensures that the appropriate Town and County departments are engaged in the recovery process and assigned as required in the RCG. The LDRM also ensures that the JTC and BCC can inject policy direction into the RCG through the LDRM.



**FIGURE 6 – RELATIONSHIP TO WOHS AND FEMA FOR RECOVERY IMPACTING BOTH TOWN AND COUNTY WITH SEPARATE LDRMS**



**FIGURE 7 – RELATIONSHIP TO WOHS AND FEMA FOR RECOVERY IMPACTING BOTH TOWN AND COUNTY WITH JOINT LDRM**

## Purpose

The key goals of this plan are to:

1. Shorten the recovery timeline as much as possible.
2. Restore the impacted area to pre-disaster conditions (or better) if possible and a state of normalcy, often called the “new normal.”

## Scope

The scope of this plan includes recovery actions for incidents that may occur in Teton County and/or the Town of Jackson with a combined population of 23,125 (U.S. Census estimate, 2015) spread over 4,222 square miles. More than 45% of the population resides within the Town of Jackson.

TC/TOJ faces a variety of hazards as defined in the [TC/TOJ Multi-Hazard Mitigation Plan](#) (MHMP). Because of diverse topography, limited routes along high mountain passes and landslide/avalanche paths, and the climate, the area is prone to seasonal hazards. The entire county is prone to other natural hazards such as flooding, extreme cold, blizzards and heavy snowfall, wildfires, landslides, drought, earthquakes, microbursts, and volcanic activity. Additionally, a clear threat of human-caused disasters such as hazardous materials release and terrorist actions also pose threats that can result in a loss of lives or key infrastructure. Depending on the severity, location, and timing of the specific incidents, each of these hazards could have devastating effects. For these reasons, this plan takes an all-hazards approach.

This plan has several limitations in its scope:

1. It is not all-inclusive in that it is not possible to list every needed recovery action.
2. It does not address issues of immediate response or communications.
3. It does not address the specifics of federal assistance or federal funding streams that may be available. The Wyoming Office of Homeland Security is the lead state agency for administering federal disaster assistance programs and will support local jurisdictions to facilitate the process of applying for federal aid programs as they are available.

## Assumptions

Pre-disaster planning greatly improves a community’s ability to successfully recover from a disaster. By identifying available resources, roles, and responsibilities, state and local officials will have the knowledge to better leverage assistance and coordinate with emergency management partners to maximize availability and use of those resources. Below are several the more significant considerations and assumptions that can be addressed during recovery planning. Some of these are repeated in more detail in other sections of the recovery plan.

1. Recovery from a catastrophic incident may take months to years and will involve many governmental, non-governmental, private sector, and nonprofit organizations and partners.
2. The recovery timeline can be shortened significantly by pre-disaster identification of resources that can improve the speed of operations and increase the capabilities of all levels of government, the private sector, and others involved in recovery.
3. Persons who would be responsible for roles to implement the Recovery Plan or RSFs may themselves fall victim to the disaster and be unavailable to assist. This could include key decision makers or action leaders. Redundancy in roles is important to maintain progress.
4. A catastrophic incident such as a natural disaster or a chemical, biological, or radiological incident may result in a considerable number of casualties (potentially overstressing the healthcare and mortuary system), health care issues, and waste disposal concerns, and potentially devastating economic impacts.
5. Any influx of volunteers and disaster workers will require housing, food, medical care, and other necessities. TC/TOJ may not have sufficient housing to accommodate the number of displaced people and the personnel managing the recovery operations.

6. The facilities, systems, and/or human resources, like those of all entities in the affected area, will be impacted to some extent, which may limit recovery operations.
7. Critical infrastructure may remain operable but could be damaged. Resuming and maintaining operations of locally identified critical infrastructure and key resources will be a priority for recovery operations.
8. The recovery process should be transparent, to the extent possible, to ensure public trust and confidence.
9. The news media may characterize the incident as being insurmountable. Social media coverage will be extensive and may be both a positive and negative force in shaping public opinion.
10. Evacuations may be required, and access to impacted areas will need to be controlled.
11. For some incidents, a wide range and high volume of material and debris will require treatment or disposal.
12. Large-scale emergencies have psychological and social impacts on the affected population as well as those involved in long-term recovery.

## Relationship to Other Plans

The TC/TOJ has a comprehensive local [Emergency Operations Plan](#) (EOP), outlining the actions that will be taken during the response phase of emergencies beyond standard day-to-day operations. Emergency responders work together on a regular basis to create response protocols, procedures, and agreements to ensure adequate response. Recent incidents and exercises have shown that recovery will be much longer in duration, will involve key players outside of the typical responder community, and will include complexities not seen in any other part of emergency management.

Recovery planning is in its preliminary stages across TC/TOJ, the State of Wyoming, and in the nation, but coordinating with other emergency plans will be necessary for effective recovery. Teton County and the Town of Jackson will strive to relate concepts in this recovery plan directly to Local, Regional and State plans, including:

1. Comprehensive Plans
2. Strategic Plans
3. Local, Regional, and State Emergency Operations Plans and Emergency Support Annexes
4. Local, Regional, and State Multi-Hazard Mitigation Plans
5. Local, Regional and State Housing Plans
6. Regional and State Recovery Plans

As these plans are updated and developed, they will be referenced in this recovery plan in [Appendix D - Legal References](#), as applicable.

## Recovery Operational Annexes

Recovery Operational Annex plans are tactical plans that should be developed by the listed RSFs, and they include:

1. Damage Assessment (**RSF#01** - [Community Planning and Capacity Building](#))
2. Access Control and Re-entry (**RSF#01** - [Community Planning and Capacity Building](#))
3. Debris Management (**RSF#05** - [Infrastructure Systems](#))
4. Mass Care & Sheltering (**RSF#03** - [Health and Social Services](#))
5. Mass Fatality (**RSF#03** - [Health and Social Services - Fatality Management Unit](#))
6. Animal Care (**RSF#03** - [Health and Social Services](#))
7. Community/Disaster Recovery Center (**RSF#03** - [Health and Social Services - Unmet Needs Committee Unit](#))
8. Donations Management (**RSF#03** - [Health and Social Services - Donations Management Unit](#))
9. Volunteer Management (**RSF#03** - [Health and Social Services - Volunteer Coordination Unit](#))
10. Economic Recovery (**RSF#02** - [Economic](#))



These may be separate plans, annexes to this AHRP, or included in other TC/TOJ plans such as the [Emergency Operations Plan](#) (EOP). These Recovery Operational Annex plans are called out in the specific RSF sections and are intended to drill-down to operational-level recovery activities.



FIGURE 8 - 2021 COVID VACCINE CALL CENTER (JH NEWS & GUIDE)

## Planning Concepts

This recovery plan takes a “Whole Community” approach to recovery planning and considers the connection of response to recovery, the focus on resiliency, and the decision-making process needed when multiple jurisdictions must work together for a prolonged period. Several assumptions and considerations must be considered across all phases and functions of recovery.

### Connection of Response to Recovery

Consideration of activation of this plan will be made by TCEM whenever a disaster/emergency declaration ([Appendix B](#)) is made by the JTC/BCC or at the request of those bodies if there is no declaration for incidents of magnitude. This process may be started through the activation of the Town/County [EOP](#)’s Emergency Support Function (ESF) #05 “Information & Planning”. This ESF activation during disaster response would be initiated by Teton County Emergency Management during the activation of the Town/County EOP. Initially, response plans will be put in motion first, and response operations will have priority. However, the complexity of recovery will require that recovery planning activities be started as soon as possible. Efforts will transition to the priorities of recovery once affected areas are secure enough to begin initial disaster assessment. This assessment will determine the nature, magnitude, impacts, and scope of the incident. The information will allow decision makers to assign the appropriate priorities to response and recovery, activate community service networks, and request the most beneficial and necessary outside resources. The TC/TOJ is in a key position to consolidate information across multiple jurisdictions and create a comprehensive situational assessment. The assessment also serves to begin the emergency assistance and disaster declaration process necessary for effective recovery. The transition of response to recovery should be expected to overlap. Emergency Management will work closely with the LDRM to coordinate the transition and both will communicate the transition plan to response and recovery partners.

### Focus on Resilience

This recovery plan focuses on actions that will allow a community to be resilient. Disaster resilience can be described as a community’s ability to withstand and quickly recover from the impacts of a major incident. The resiliency of a community depends not only on the continuity planning of government agencies and businesses, but also on the preparedness of the community’s individual citizens. A community is not resilient unless all its sectors (such as hospitals, banking, and wastewater treatment) are resilient.

### Individual/Community Preparedness

Communities should strive to empower citizens to be able to take care of themselves and teach them how to strengthen their own personal capabilities. Communities need to remind citizens that during emergencies local responders will likely be overtaxed and will need to prioritize their actions, thereby requiring community members to have individual and neighborhood action plans to assist in ensuring their safety.

The community should be encouraged to evaluate its vulnerabilities and to consider the infrastructure and vital services it relies on. Educating individuals on mitigation practices and involving the community in mitigation planning can help alleviate some of the potentially long-term consequences of a disaster.

Citizens must also be aware of their surroundings, including the inherent risks associated with living in a hazard-prone area (flood zone, wild land interface, etc.). They must weigh this against other reasons for living in these areas and be prepared to take steps to remove themselves from harm’s way as well as sustain themselves after a disaster strikes. This information can be obtained from the Hazard and Vulnerability Analysis found in the TC/TOJ [Multi-Hazard Mitigation Plan](#) (MHMP), available through TCEM.

## Continuity of Government/Operations

Governments must also prepare for emergencies. Continuity of Government (COG)/Continuity of Operations (COOP) can be described as a jurisdiction's ability to perform minimum essential government functions during any situation and the ability to resume normal operations once the incident has ended. Without a continuity program in place, jurisdictions risk leaving citizens without vital services in what could be their time of greatest need. An organization's resiliency is directly related to the effectiveness of its continuity capability.

***The Teton County Board of County Commissioners and the Jackson Town Council, through this plan, require all Town/County departments and divisions to have a Continuity of Operations Plan (COOP) and to update it at least annually.*** Departments can contact Teton County Emergency Management for guidance on updating or establishing their departmental COOP. Outside agencies that are part of the AHRP are highly encouraged to develop COOPs.

## Whole Community Approach

This recovery plan strives to use a Whole Community approach. According to FEMA:

"Whole Community is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. By doing so, a more effective path to societal security and resilience is built." (*A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action FDOC 104-008-1 / December 2011*)

By incorporating the Whole Community concept into the recovery process, communities in TC/TOJ can address long-term recovery in a more effective and efficient manner. All aspects of a community [e.g., volunteer, faith, and community-based organizations (FBOs, CBOs); other non-governmental organizations (NGOs); the private sector], and the public are needed to effectively recover from a catastrophic incident. It is critical that all stakeholders work together to enable communities to develop collective, mutually supporting local capabilities to withstand the potential initial impacts of these incidents, respond quickly, and recover as rapidly as possible in a way that sustains or improves the community's overall well-being.

The Whole Community concept begins at the individual preparedness level with individual, family, and community planning. Utilizing an inclusive process, and engaging community members from a broad spectrum, enhances recovery opportunities and actions. For example, the concerns of individuals who are unable to self-evacuate cannot be considered adequately without first engaging the community in the planning process. Also, government entities cannot recover without accessing private business and resources, NGOs, and volunteer communities. Each of these stakeholders is vital to the overall success of any recovery effort.

## Multi-Jurisdiction Decision-Making

A wide range of functional areas are represented within this AHRP, including NGOs, planning departments, housing authorities, local businesses, government officials, special districts, public health, public works, and regional transportation. These functional areas are effectively integrated through a collaborative, multi-functional approach to planning.

When there are multiple jurisdictions vying for limited resources or when multi-jurisdictional policy-related decisions are needed, the Policy Group from TC/TOJ will determine policy directives and the results of the process will be followed. This process centers on feedback from these partners involved in response and recovery that have the authority to make policy and decisions, allocate resources, and commit funds. This collaborative framework is known as the **Multi-Agency Recovery System (MARS)** (see [Figure 12](#)).

## Authorities

### Authority in Disaster Response

The Incident Commander has on-scene authority for a disaster, determined through the jurisdiction of the disaster, agency policy, and the National Incident Management System. The Jackson Town Council (JTC) and the Teton County Board of County Commissioners (BCC) have the executive policy authority over the Incident Commander. It is the responsibility of the JTC and/or BCC to determine if a disaster or emergency declaration should be made regarding a disaster using input from the Incident Commander and staff. An Emergency Declaration is a notice to the public that there is an emergency, and it may not be “business as usual” in the community. A Disaster Declaration is a formal request for assistance from the next-higher level of government in relation to a disaster. See [Appendix B](#) for more information on declarations.

### Authority in Disaster Recovery

During a disaster, the operational response will end, and a recovery response will continue. As the operational response transitions into recovery the principal executive officials of the affected jurisdictions retain authority, but the environment under which their authority exists, changes. In recovery, additional authorities are introduced into the process from State and Federal agencies creating a need for joint policy decision making. As the recovery process moves forward the local authority retains a primary role and State and Federal authorities maintain their supportive role.

During recovery, the JTC and/or BCC determines the recovery structure that best serves the recovery process and delegates the responsibility of disaster recovery coordination to the Local Disaster Recovery Manager (LDRM). **By default, through this plan, the LDRM is the Town Administrator and/or County Commissioners’ Administrator unless otherwise appointed by the JTC and/or BCC.**

A disaster/emergency declaration should not be prematurely lifted until a complete assessment and implementation of the recovery system is in place. In addition, recovery may require modifications to codes and regulations to facilitate recovery for residents and businesses. A disaster declaration may allow for the modifications without having to follow normal legislative procedures or established charters related to specific unmet needs of the community.

The JTC is ultimately responsible for disaster recovery in the Town of Jackson. If further assistance is needed, it is requested from the BCC through a disaster declaration. If the County exhausts its resources assisting the Town or if the County has an incident where it does not have the capability to respond, the County will request assistance from the Governor in the form of its own disaster declaration. The Governor then may in turn make a Stafford Act request to the President with a State disaster declaration. The heads of each governing body determine when actions can be executed, how the process can legally permit action, and what actions are allowed during a disaster under the provisions of the law. For a list of legal references regarding disaster response and recovery, see [Appendix D – Legal References](#).

### Responsibilities of Recovery

**Ultimately, responsibility for disaster recovery falls to the JTC and BCC for their respective jurisdictions.** Responsibility for recovery begins long before an incident occurs with disaster recovery planning, training, exercising, and disaster mitigation efforts supported and promoted by the JTC and BCC.

Recovery responsibilities begin during disaster response in the TC/TOJ Emergency Operations Center (EOC) with ESF#05 – Information & Planning. During the operational response it is the responsibility of the EOC, utilizing the [Town/County EOP](#), to initiate the damage assessment plan and coordinate disaster declaration processes from local to state to federal officials. The JTC and BCC are responsible for providing policy direction and ensuring the correct personnel are in place to carry out this AHRP.



## Disaster Recovery Process

The process of recovery requires the following actions, and the responsibilities are reflected in this AHRP. The following process is the responsibility of the BCC or the JTC (depending on jurisdiction) to ensure it is implemented and maintained by those entities outlined in this plan.

1. Staff recovery structure per the All-Hazards Recovery Plan ([LDRM](#))
2. Define and acquire situational awareness for recovery policy discussions ([LDRM](#))
3. Determine what is “clean” ([JTC/BCC](#))
4. Determine the “new normal” ([JTC/BCC](#))
5. Coordinate debris management ([RSF#05 - Infrastructure Systems](#))
6. Identify developing needs ([RSF#03 - Health and Social Services](#))
7. Define economic impacts ([RSF#02 - Economic](#))
8. Identify land use and zoning issues ([RSF#01 - Community Planning and Capacity Building](#))
9. Define cultural, environmental, and historical impacts ([RSF#06 - Natural and Cultural Resources](#))
10. Identify legal implications ([Town/County Attorney](#))
11. Conduct Recovery Coordination Group (RCG) meetings ([LDRM](#))
12. Coordinate community engagement and community meetings ([RSF#01 - Community Planning and Capacity Building](#))
13. Coordinate tracking of recovery costs ([RSF#02 - Economic](#))
14. Perform constant recovery gap analysis and communicate results ([LDRM](#))
15. Initiate, coordinate, support and track the disaster declaration process and provide updates ([TCEM](#))
16. Coordinate community information and messaging ([Public Information Annex](#))
17. Coordinate FEMA’s Public Assistance process ([TCEM](#))
18. Publish recovery reports and documents ([LDRM](#))



FIGURE 9 - 2019 SADDLE BUTTE FIRE, W. BROADWAY (BUCKRAIL)

## Recovery Management Structure

Disaster recovery response begins immediately in a symbiotic relationship with operational response. When the Emergency Operations Plan (EOP) is activated, ESF #05 – Information & Planning will start short-term recovery actions if required. The recovery response will transition during a disaster and has two phases of existence (1) Emergency Operations Center - EOC, and (2) Recovery Coordination Group- RCG. During the transition phase Recovery in the EOC is demobilized and transfers all plans, damage assessment information, disaster declaration information, and recovery operational plans to the Local Disaster Recovery Manager (LDRM). As shown in [Figure 6](#) and [Figure 7](#), the LDRM is either the Town Administrator or County Commissioners' Administrator, unless otherwise delegated by the Town Council or County Commission. The LDRM notifies all required Recovery Support Functions (RSF) that their recovery function is needed. The EOC Manager and LDRM develop and agree on a transition plan to deactivate the EOC and activate the RCG. The LDRM, upon being transferred recovery responsibilities, immediately goes to work on developing the Recovery Coordination Group (RCG) as shown in [Figure 10](#). The RCG implementation plan shall be submitted within 5 business days of the RCG being established to the BCC and/or JTC. Once the implementation plan is completed the LDRM is responsible for notifying and communicating situational awareness, meeting information, recovery information based on need, and in-briefing all RCG participants at the first RCG meeting.

### EOC Recovery Function

During a disaster, the Town/County EOC will be activated. The primary function of the EOC is to provide support and coordination to Incident Commander(s) in the field, plus provide the JTC and BCC situational awareness and a platform for these bodies to inject policy decisions into incident response. In addition to response activities, an equally important function of the EOC is to initiate the recovery process and develop the recovery system. This begins with ESF #05 – Information & Planning assessing the needs for short-term recovery when the EOC activates, and includes the following responsibilities:

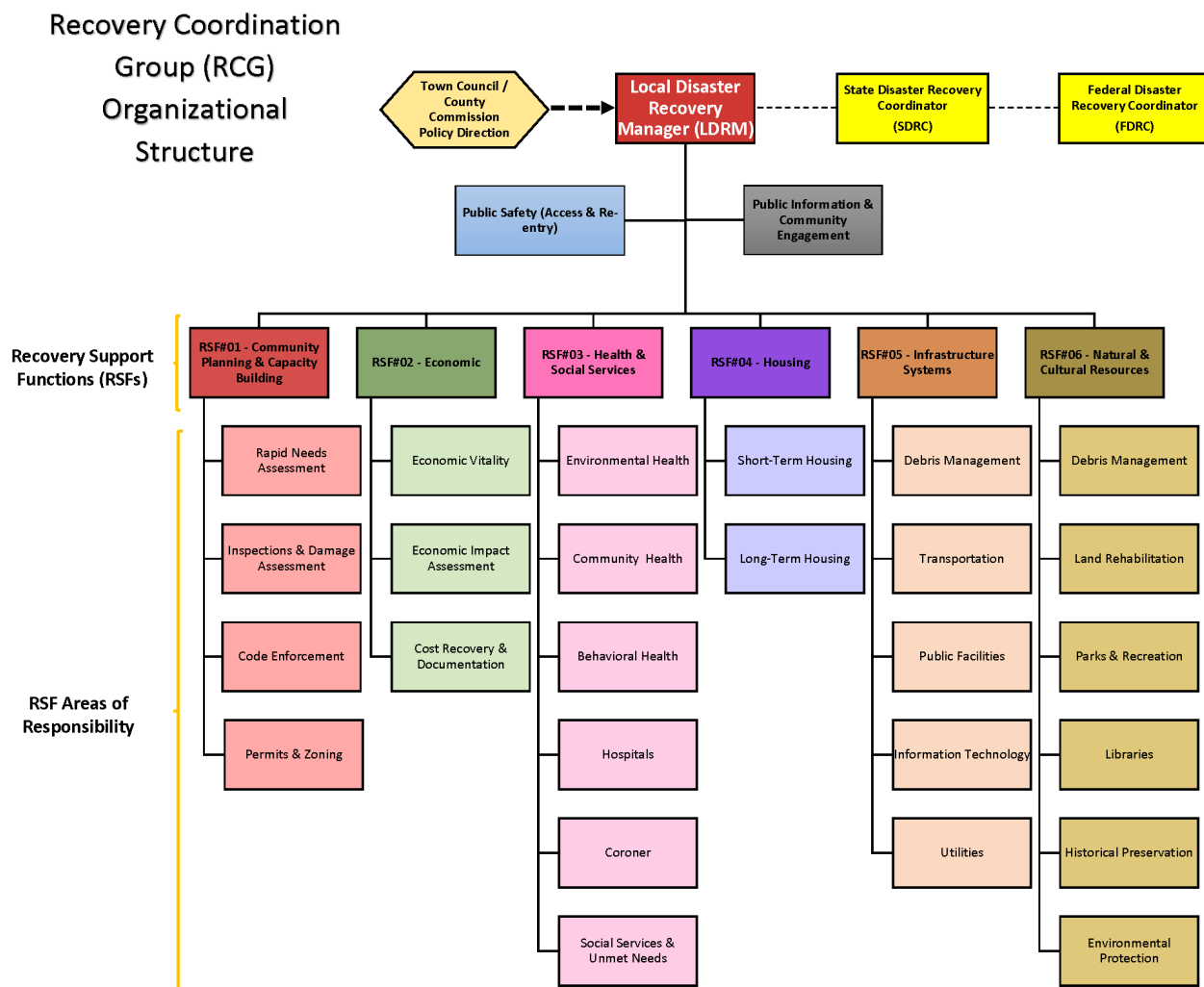
1. ESF #05 will initiate and manage required short-term recovery elements.
2. Coordinate damage assessment teams with ESF #02 Communications, ESF #03 Public Works, and ESF#12 Energy.
3. Collect damage assessment information.
4. Perform gap analysis and capability assessments of recovery system.
5. Define unmet needs and coordinate with Teton County Voluntary Organizations Active in Disaster (VOAD).
6. Assist BCC and/or JTC with disaster declaration processes.
7. Establish a link with the State Disaster Recovery Coordinator (SDRC).
8. Collect policy issues and prepare reports.
9. Coordinate with ICS planning section to build recovery goals into operational plans.
10. Coordinate recovery messaging through ESF#15 External Affairs.
11. Interface ESFs with RSFs to develop concepts of recovery.
12. Develop a transitional plan for moving from EOC to RCG.
13. Participate in the transition process with the EOC manager to demobilize the EOC into an RCG.
14. Recovery [phases 1- stabilization](#) and [phase 2- transition](#) are managed in the EOC.

### Recovery Coordination Group (RCG)

As the recovery process moves into short-term, intermediate, and long-term recovery, the management structure moves out of the EOC into a Recovery Coordination Group. The RCG is assembled based on this plan and the coordination function is transferred from the EOC to the RCG. Operational execution is managed at the department level with frequent reports to the RCG for policy and strategy development. The RCG is coordinated through the BCC or the JTC and the Local Disaster Recovery Manager (LDRM). The LDRM will:

1. Determine RCG structure and develop RCG coordination plan
2. Set meeting dates, times, and locations
3. Record meeting minutes and prepare RCG reports
4. Coordinate RCG and Policy Group decisions to departments for execution and follow-up
5. Constantly conduct capability assessments and gap analysis
6. Coordinate with State Disaster Recovery Coordinator (SDRC)
7. Provide updates on Federal Stafford Act declaration process
8. Act as point-of contact for all RSF Coordinators
9. Coordinate recovery activities and prepare an event specific recovery plan
10. Coordinate recovery demobilization plan

The Recovery Coordination Group will be organized in alignment with TC/TOJ organizational and departmental structure (see [Figure 10](#)), and in alignment with the National Disaster Recovery Framework RSFs.



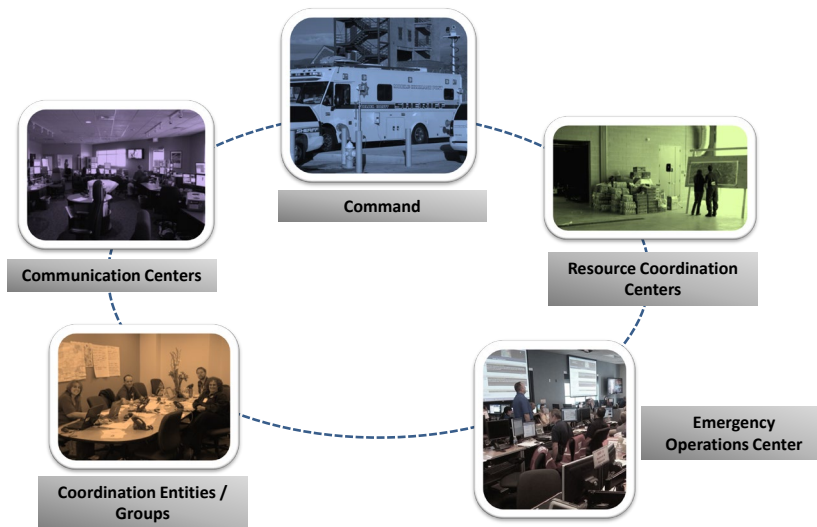
**FIGURE 10 – RECOVERY COORDINATION GROUP (RCG) ORGANIZATIONAL CHART**

## Multi Agency Coordination System to Multi-Agency Recovery System

During a disaster response a Multi- Agency Coordination System (MACS) is utilized to organize and manage response. The components of the Multi- Agency Coordination System include Incident Command, Communications Centers, Resource Coordination Centers, ESF Coordination Groups / Entities, and Emergency Operations Centers (see [Figure 11](#)).

The Multi-Agency Coordination System is made up of resources from Town, County, Non-profit organizations, private sector, faith-based organizations, and regional assets. The system is designed to work through the operational response of a disaster but begins to lose efficacy as the trajectory of the disaster moves towards recovery.

### MACS Elements



**FIGURE 11 – MULTI-AGENCY COORDINATING SYSTEM ELEMENTS**

When recovery is most of work that is left during a disaster, shifting the system to a Multi-Agency Recovery System is important to transition into a pure recovery operation.

The Multi-Agency Recovery System (MARS) components include:

1. Recovery Coordination Center
2. Recovery Coordination Group
3. Disaster Recovery Centers/Community Recovery Centers
4. Community Structures - neighborhood groups and service groups
5. Non-Governmental Groups and Faith Based Organizations coordinated through Teton County VOAD
6. Economic Systems - Chamber of Commerce, Business, and Banking institutions
7. Private Industry

The MARS is designed to best maintain recovery efforts through the transition from the EOC to a final structure of the Recovery Coordination Group. The system also provides the best structure to manage the recovery process through the phases of recovery and achieving the “new normal.” Shifting from MACS to MARS is important because different capabilities, and the associated organizations and personnel, are needed during recovery. A successful recovery is different from the operational response of a disaster. The MARS is a consensus-based system, requiring a different kind of facilitation, whereas the MACS system works well within an Incident Command-based organization where there are clearly defined authorities and reporting structures (see [Figure 12](#)).



## Multi-Agency Recovery System

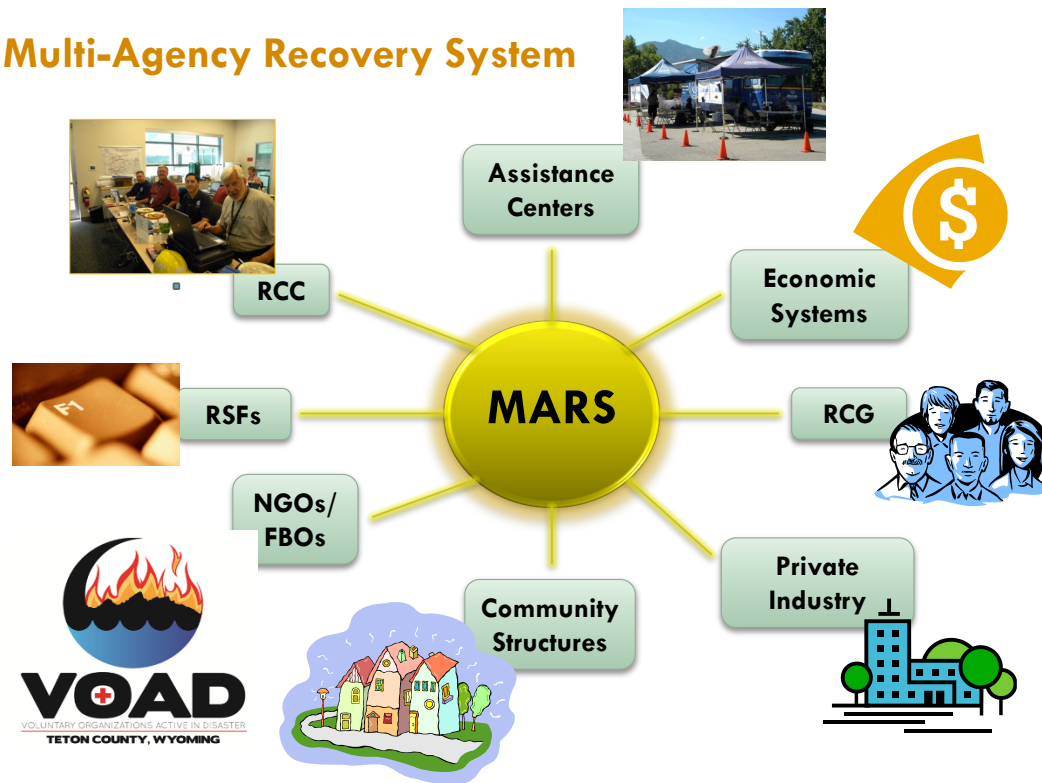


FIGURE 12 – MULTI-AGENCY RECOVERY SYSTEM



FIGURE 13 - 2020 COVID MASS TESTING EVENT (JH NEWS & GUIDE)

## Recovery Support Functions (RSFs)

As outlined in the [National Disaster Recovery Framework](#) (NDRF), RSFs are functions necessary to restore a community to a new normal following a devastating incident. The Recovery Support Functions (RSFs) that have been identified in the AHRP are those functions determined to be the most likely to impact the recovery process. Each RSF has particular involvement within the short-, intermediate-, and long-term recovery phases. Each RSF is comprised of multiple agencies, stakeholders, and organizations that will have a role in implementing the specific function.

[Table 2](#) depicts the alignment between the RSFs for TC/TOJ, federal, and state recovery frameworks.

TC/TOJ/NDRF RSF	Associated Activities	State RSF
<b>RSF#01 - <a href="#">Community Planning &amp; Capacity Building</a></b>  <i>TOJ Planning &amp; Building</i>  <i>TC Planning &amp; Building</i>	Establish coordinating group that includes policy group, stakeholders, and recovery support function leaders to begin the process of determining priorities and coordinating recovery efforts.  Rapid Needs Assessment, Damage Assessment Teams, Inspections, Permits, Zoning, Code Enforcement, Floodplain Management.	Damage Assessment
		Hazard Mitigation
<b>RSF#02 - <a href="#">Economic</a></b>  <i>JH Chamber of Commerce</i>  <i>TC Clerk</i>  <i>TOJ Finance</i>	Recovering and ultimately improving the economic vitality of the area. Cost documentation and cost recovery; analysis of economic impacts.	Economic Recovery
<b>RSF#03 - <a href="#">Health &amp; Social Services</a></b>  <i>TC Public Health</i>  <i>TC VOAD</i>	Providing life-sustaining, safety, and health-related services related to the incident, including supporting mental and environmental health. Recovering, identifying, transporting, storing, processing, and providing final disposition (burial and cremation) of human remains, including notifying next of kin.  Directing volunteer resources to areas where they can be most effective and matching unsolicited, undesignated in-kind donations with credible voluntary organizations.	Public Health and Safety
		Behavioral Health Services
		Donations Management
		Volunteer Coordination
		Disaster Recovery Centers
<b>RSF#04 - <a href="#">Housing</a></b>  <i>Jackson/Teton County Affordable Housing Department</i>	Providing and supporting housing for affected people. Coordinating with community agencies that are meeting unmet needs.	Housing (interim and long-term)
<b>RSF#05 - <a href="#">Infrastructure Systems</a></b>  <i>TC Public Works</i>  <i>TOJ Public Works</i>	Stabilizing and maintaining critical infrastructure, buildings, and privately-owned property. Clearing debris and contaminated waste, including staging, segregating, and proper disposal. Stabilizing and restoring local government buildings and grounds.	Infrastructure Systems



TC/TOJ/NDRF RSF	Associated Activities	State RSF
<b>RSF#06 - <a href="#">Natural and Cultural Resources</a></b>  <i>TC Parks &amp; Rec</i>  <i>TC Historic Preservation Board</i>	Protecting and restoring natural and cultural resources and historical properties. Addressing agricultural concerns. Stabilization, documentation, and preservation of historical and cultural resources.	Historical and Cultural Resources
		Environmental Restoration

TABLE 2 – RECOVERY SUPPORT FUNCTIONS AT THE LOCAL, FEDERAL, AND STATE LEVELS



FIGURE 14 - 2019 SADDLE BUTTE FIRE (BUCKRAIL)

## RSF#01 - Community Planning and Capacity Building

The core recovery capability for community planning is the ability to effectively plan and implement disaster recovery activities, engaging the whole community to achieve objectives and increase resilience. The Community Planning and Capacity Building (CPCB) RSF unifies and coordinates expertise to organize, plan, manage and implement recovery. The RSF develops a pre- and post-disaster system of support for their communities. This RSF also has an emphasis on integration of hazard mitigation throughout the continuum of pre- and post-disaster recovery planning and implementation.

### RSF Coordinator(s):

- Teton County Planning and Building Department
- Town of Jackson Planning and Building Department

### Supporting Agencies:

- BCC
- JTC
- TCEM
- TC Floodplain Manager
- TOJ Floodplain Manager
- Other agencies as needed



The CPCB RSF will establish a Recovery Coordination Group, including policy group, stakeholders, and recovery support function leaders to begin the process of determining priorities and coordinating recovery efforts. Any decisions regarding the recovery efforts and priorities of TC/TOJ should be built on consensus.

The CPCB RSF is concerned with developing the overall recovery scope and establishing prioritization for recovery. Prioritization is broadly defined as the decisions and actions associated with identifying the key priorities for remediation and restoration of the affected area. Input from subject matter experts should help guide prioritization policy decisions.

Prioritization relies in large part on information gathered during the damage assessment process and evaluation of the situation. Therefore, the CPCB RSF will coordinate immediate and longer-term damage assessment activities, and will share information at the local, state, and federal levels (through Rapid Needs Assessment, Initial Damage Assessment (State) and Preliminary Damage Assessment (Federal) processes).

The CPCB RSF is also responsible for inspections, permits, zoning, code enforcement and floodplain management.

Decisions regarding prioritization will likely be subject to extreme political and media scrutiny because there may be limited resources and personnel for catastrophic incidents and because of the high impact prioritization will have on economic viability. Prioritization should be completed using a similar technique as emergency triage: the focus should be on doing the greatest good for the greatest number of people. Decisions should be as inclusive and transparent as possible. Initial priorities to focus on may include the following:

1. Life safety
2. Property protection
3. Critical infrastructure
4. Social needs
5. Economic needs

## 6. Environmental impacts

Prioritization should be responsive to changes in government leadership, structure, and priorities.

The CPCB RSF also serves as a forum for helping to integrate the nongovernmental and private sector concerns and resources into public sector recovery planning processes by working with the Local Unmet Needs Committee and other private, non-profit, faith-based, and community-based organizations active in disaster.

Federal or state government agencies may want to set priorities for work supported by their resources, and these priorities need to be coordinated with local priorities. Liaison with local emergency operations centers, coordination groups, and Incident Command will ensure priorities are consistent and in the best interests of the community.

The CPCB RSF will continue to evaluate critical infrastructure, including critical facilities, and restoration of utilities, hospitals, care facilities, and schools throughout recovery. This information will be gathered from RSFs and other sources to be used in continually assessing overall recovery priorities. Certain critical industries will have their own continuity plans, but the ability to follow those plans may depend on local resources.

Private sector dependencies should be considered to help support economic recovery. Re-evaluation of priorities will be a constant process as new capabilities become available, technologies improve, lessons are learned, and information is gathered.

The CPCB RSF will identify, evaluate, and coordinate mitigation opportunities throughout the recovery effort.

The Community Planning RSF will document lessons learned from the recovery effort, so that they can be shared with others, and improvements can be made.

### **Outcomes for the Community Planning and Capacity Building RSF**

1. Enhanced interagency coordination of resources and community recovery planning.
2. Increased community self-reliance and resilience.
3. Hazard mitigation and risk reduction opportunities have been integrated into all decisions during the recovery process.
4. The recovery timeline is shortened through more effective decision-making and coordination with all stakeholders.



## RSF#02 - Economic

The Economic Recovery RSF's mission is to help local government and the private sector sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities after a disaster.



Economic redevelopment efforts will occur throughout recovery with changes in policy to support the objectives of each phase. The speed of recovery is an important aspect that affects the rate of businesses and population returning to TC/TOJ. There must be a sense of urgency surrounding recovery, with immediate strategies developed to retain businesses.

The core recovery capability for economic recovery is the ability to return economic and business activities (including agricultural) to a state of health and develop new economic opportunities that result in a sustainable and economically viable community. Economic recovery is a critical and integral part of recovery.

Disasters not only damage property, but also entire markets for goods and services. The speed and effectiveness of returning a community to self-sufficiency and vitality depend upon quickly adapting to changed market conditions, reopening businesses and/or establishing new businesses. Businesses employ workers, provide for community needs and services and generate revenue once again, allowing the community, both its members and government, to provide for itself.

Throughout recovery, accurate accounting of costs related to recovery is crucial to public transparency and evaluating the benefits of economic incentives. This includes costs incurred by local government, businesses, and lost revenue.

### RSF Coordinator(s):

- Jackson Hole Chamber of Commerce
- Teton County Clerk
- Town of Jackson Finance

### Supporting Agencies:

- Teton County Treasurer
- Teton County Assessor
- Jackson Hole Travel and Tourism Board
- Other agencies as needed

### Considerations/Assumptions:

1. The Economic RSF Coordinators will provide regular updates to the Local Disaster Recovery Manager (LDRM) on the status of economic systems and costs incurred during the recovery process.
2. Businesses that plan for disruption are less likely to go out of business after a disaster than those that do not. These COOP plans should be activated on the first signs of disruption.
3. Locally identified critical economic infrastructure should be determined. Roads, telecommunications, schools, housing, healthcare, fuel, public transportation, and other infrastructure that supports employees' needs are all key enabling assets for businesses. Economic recovery should be a key factor when considering priorities for cleanup of critical infrastructure.
4. Federal installations should be encouraged to achieve mission readiness to support economic sustainment and recovery in their surrounding areas. These installations employ a large number of personnel, which in turn support enabling businesses.

5. Critical businesses should be identified in advance of a significant incident by the Economic RSF. Criteria such as number of employees, location of the business, and prioritization factors (small and large employers) must be established.
6. In some cases, facilities may be reoccupied in days, weeks, or months. Incentives should be prepared immediately for these cases. In other cases, it may be years before reoccupation can occur, and preparation for new incentives to bring in new businesses during long-term recovery will be important. The development of tactics to provide financial incentives may be considered to increase the availability of credit and capital to recovering businesses.
7. Government agencies should work closely with the private sector during all phases, including providing information on plans, getting feedback, and involving the private sector in decision processes. A business resource center may be established with a liaison to the Recovery Coordination Group.
8. Insurance representatives will be deployed and should be involved in the transition to recovery immediately.
9. Reoccupation offers an opportunity to consider repurposing and rezoning of areas to improve their resiliency to natural, accidental, and intentional disasters and to promote recovery objectives.
10. Close coordination with Wyoming Workforce Services to ensure the maximum use of local workforce and resources should be encouraged to return to the area and discourage relocation to enhance local economic recovery.
11. Policy to develop incentives in the form of property tax credits, infrastructure improvements, wage subsidies (federal), and extended unemployment benefits may be considered by the Economic RSF to recommend to appropriate agencies.
12. Incentives to promote tourism, trade, and hosting of business and government meetings may help promote an image of a healthy, functioning area and bring needed outside money into Teton County.
13. It is important for the Economic RSF to work closely with Town and County Public Information Officers (see [Public Information Annex](#)) to ensure accurate and consistent messaging is going out to the public regarding disaster recovery. This is especially true if the recovery efforts are only in one part of the County, and the rest of the County is “business as usual”.

**Economic RSF Outcomes**

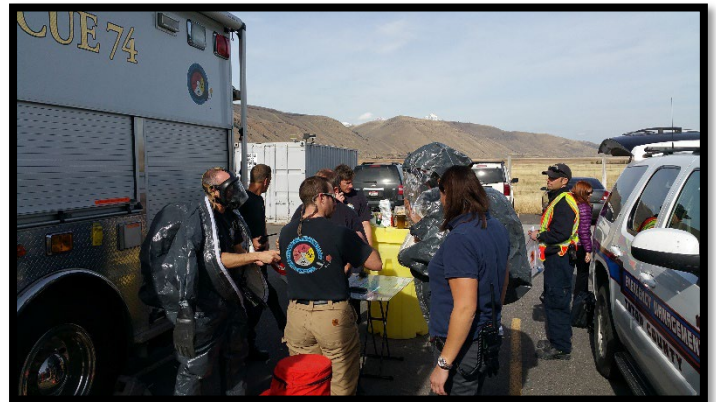
1. Workforce development initiatives are in place; jobs are created and retained.
2. Entrepreneurial and business development initiatives are in place.
3. Community-side economic development plans are developed with broad input and consideration for regional recovery and resiliency.
4. Strategies for quickly adapting to changed market conditions, reopening businesses and/or establishing new businesses are in place.
5. Business initiatives to employ workers and generate revenue are in place.
6. Costs for recovery are accurately documented to include local government costs, business costs, and lost revenue.

## RSF#03 - Health and Social Services

The core recovery capability for the Health and Social Services RSF is the ability to restore and improve health networks. This RSF is also tasked with promoting the resilience, health, independence, and wellbeing of the whole community. The term 'health' in this RSF will include public health, environmental health, behavioral health, and medical services. Social services refer to the provision of unmet needs of those impacted by the disaster. These social services can include but are not limited to financial assistance, client casework, spiritual counseling, food, childcare, and other essentials needed to enable the independence of disaster survivors.

Health and Social Services RSF is broadly defined as life-sustaining, safety, and health activities related to the incident. Initial recovery efforts will include several key activities for this RSF:

1. Communicate community health messages and risk information to a variety of audiences.
2. Conduct disease surveillance and environmental monitoring to determine the source of the disease or environmental contaminant, including zoonotic diseases.
3. Assess environmental health threats and ensure the safety of air, water, and food.
4. Identify population(s) at risk, including workforces and responders, and protect both their physical and behavioral health to the greatest extent possible.
5. Assess the need for and coordinate the provision of behavioral health support to the community.
6. Assess the extent of residual contamination and assist or provide technical assistance in response, restoration, and recovery.
7. Facilitate and coordinate the procurement and distribution of medicine and medical resources.
8. Support the surge capabilities of health care organizations.
9. Support the restoration of critical medical infrastructure including facilities, distribution, and supply chains.
10. Recover and maintain the production and dissemination of vital health records.
11. Establish an Unmet Needs Committee to assess social services needed by disaster survivors and put those in need in touch with resources that can help them recover.



**FIGURE 15 - REGIONAL EMERGENCY RESPONSE TEAM TRAINING**

Social Services have a major impact on the ability of a community to recover. The support of social services programs for at-risk and vulnerable children, individuals, and families affected by a disaster can promote a more effective and rapid recovery.

Health and Social Services RSF will be active through all phases of recovery, although the scope and emphasis may change according to the characteristics of each phase.

Individuals and families will recover more quickly if they are able to re-establish support systems. Part of this is ensuring that pets and pet owners are accounted for in recovery planning. Pet needs will be considered by the Unmet Needs Committee and during Public Health recovery planning.

Risk communication will be a major component of Health and Social Service RSF activities. Actionable guidance for all recipients of the information—health care providers, the emergency response community, and the public, should be created with the help of the County Public Information Officer (see [Public Information Annex](#)).



**RSF Coordinator(s):**

- Teton County Public Health
- Teton County Voluntary Organizations Active in Disasters (VOAD)

**Supporting Agencies:**

- Jackson Hole Community Counseling Center
- Teton County District Board of Health
- Teton County Coroner
- St. John's Medical Center
- Teton County Health Officer
- TC/TOJ Animal Shelter
- Teton County Library
- Other agencies as needed

**Health and Social Services RSF Units:**

- Mass Fatality
- Unmet Needs Committee
- Volunteer Coordination
- Donation Management

Teton County Public Health works in conjunction with the Hospitals and long-term care facilities in TC/TOJ. These organizations collectively work within a local Healthcare Coalition. During a disaster, this group work collectively to coordinate the medical infrastructure within TC/TOJ.

Teton County Environmental Health (a division of Teton County Public Health) supports the Infrastructure Systems RSF with technical expertise on contamination and environmental health issues in relation to debris management.

The Coroner's Office is responsible for developing, implementing, and managing a Mass Fatality plan.

Teton County Voluntary Organizations Active in Disaster (VOAD) is responsible for coordinating Unmet Needs, Volunteer Coordination, and Donations Management.

**Considerations/Assumptions:**

1. The Health and Social Services RSF Coordinator will provide regular updates to the Local Disaster Recovery Manager (LDRM) on the status of health and social services impacted by the disaster and serving the recovery effort.
2. A disaster declaration would be in place to allow for the release and use of critical resources, to implement altered standards of care, and to provide statutory waivers and allowances for medical practitioners.
3. Because of the widespread impacts of the incident, managing resources such as medical supplies, pharmacies, clinics, and medication inventories will be a challenge.
4. Just-in-time training will be necessary to address personnel shortages and should be developed, along with job action sheets, in advance to facilitate backfill across public, environmental, mental, and medical health roles.
5. Liability and malpractice coverage will be a concern of both volunteer medical practitioners and the Town/County accepting those volunteers.
6. The civilian and public health care system may be completely overwhelmed. Alternative care sites should be considered.
7. Coordination with the shelters to help with shelter residents' medical needs will be important.
8. Long-term environmental monitoring of water, food, air quality, sanitation systems, and debris management systems may be needed. This monitoring will be a coordinated effort with environmental

- health, public works, and other local, state, and federal agencies including public, environmental, and medical services. An initial process should be developed and in place during the response phase that can be refined for recovery.
9. Vital records managers will need to coordinate with coroners and medical examiners to manage fatalities caused by the incident.
  10. The morbidity and mortality rates associated with the incident may be significant.
  11. Palliative care may need to be established based on the needs of the incident.
  12. Altered standards of care established during the response phase may extend into the recovery phase.
  13. Patient tracking should be maintained through short- and long-term recovery.
  14. Mental health/behavioral health support will be required for the responders and the community and may be one of the longest-lasting functions of the incident.
  15. Family members of those in the affected area may also require behavioral health support.
  16. Providing technical assistance and support related to recovery efforts will be ongoing and adjusted, as necessary.
  17. It may be necessary to provide or assist in providing vaccinations for responders involved in the recovery effort.
  18. Sanitation, food and drinking water safety, and vector control issues will be ongoing and may increase in priority during this phase of recovery. Vector issues relative to standing water, food disposal, and other incidents related to outbreaks will be addressed, as necessary, through public messaging.
  19. Messaging on indoor environment hazards including carbon monoxide, mold, hazard safety, and household chemical hazards will be ongoing and adjusted, as necessary.
  20. Water quality information will be provided as water services are restored and/or boil water orders or water supplies are continued.
  21. Coordination with public works, waste haulers, and regulatory agencies will be actively underway to support debris removal activities. Public health will provide technical support for debris removal activities, debris management site activities, and debris recycling/disposal activities as requested by the Infrastructure Systems RSF.
  22. Support for the capacity and solvency of the overall medical system in Teton County may be needed. Health care facilities and healthcare workers may be impacted. Areas surrounding the impacted area may also need augmented medical capacity, including supplies, personnel, and facilities.
  23. Restoration of the logistics and delivery of incident-related pharmaceuticals and medical supplies will need to be monitored, coordinated, and prioritized.
  24. Protocols for transporting biologically contaminated patients outside of the impacted area will be provided by the Wyoming Department of Health.
  25. Poison Control centers can help in disasters.
    - a) They can provide medical information and treatment guidelines including countermeasures to assist with the treatment of survivors.
    - b) They have surge capability to continue to provide medical information and guidance for continuing treatment of survivors while still providing regular services as traditional medical services resume.
  26. Cleanup levels as well as the agency with the authority to determine and certify them 'clean' will need to be identified depending on the jurisdiction of the incident.
  27. The State Veterinarian will be consulted regarding Public Health issues involving pets and livestock and will offer recommendations on necessary recovery actions.
  28. Health and Social Services RSF will provide the Natural and Cultural Resources RSF technical assistance on livestock health issues.
  29. The TOJ/TC Animal Shelter and the Teton County Disaster Animal Response Team (DART) will assist with pet reunification, either through their facility or by leveraging social media tools.
  30. Disaster survivors will have needs that cannot be met in an efficient manner by government. These are called "unmet needs".

31. Voluntary Organizations, Non-Governmental Organizations, Houses of Worship, and other community organizations have the capacity and expertise to provide for unmet needs of disaster survivors. These groups, however, will need to cooperate, communicate, coordinate, and collaborate through Teton County Voluntary Organizations Active in Disaster (VOAD) ([www.tetoncountyywy.gov/voad](http://www.tetoncountyywy.gov/voad)) to efficiently provide for the unmet needs of our community.
32. There will be unsolicited donations of money, goods, and volunteers. The Health and Social Services RSF must be ready to handle these through a donations and volunteer management plan.
33. Per VOAD plans, members that specialize in animals will assist with sheltering of pets and aid the Natural and Cultural Resources ESF in coordinating the movement and sheltering of livestock. This is typically a function of Teton County Disaster Animal Response Team (DART) sponsored by PAWS of JH.

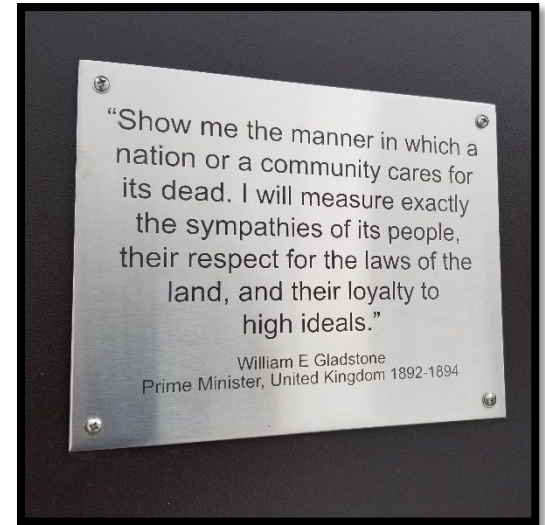
## Fatality Management Unit

Fatality management encompasses investigation, and identification, transport and storage, notification, and processing/final disposition (burial and cremation) of human remains.

**Fatality Management Unit Coordinator:** Teton County Coroner

### Considerations/Assumptions:

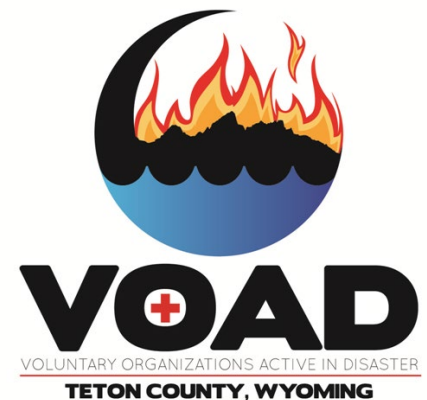
1. Fatality management needs to begin as soon as possible during any emergency involving fatalities.
2. Any large-scale incident that results in mass fatalities will overwhelm local capabilities. Infrastructure, facilities, and personnel (medical examiners/coroners) identified in plans may not be available because of the extent of the disaster. The Disaster Mortuary Operational Response Team (DMORT) is the only federal response organization prepared to handle large numbers of fatalities.
3. The Wyoming Office of Homeland Security maintains two large fatality management refrigerator trailers for mass casualty incidents. These can be requested through Emergency Management by the Coroner.
4. While the fatality management process works well in the case of a single death, high fatality rates may require amending processes and procedures.
5. The Teton County Coroner's Office is responsible for records management for the deceased.
6. Planning needs to begin immediately to address the overwhelming number of people (family members, friends, and media) seeking information about missing loved ones who may be survivors of the disaster. Family assistance services are a key component of mass fatality management.
7. Early in emergency response, local jurisdictions will often have to depend on local agencies and organizations, such as local hospitals and healthcare coalitions, to support recovery efforts. State and federal support systems (DMORT) may take 24 to 48 hours to respond and establish operations.
8. Morgue capacity in most hospitals will not be adequate for this task. Several solutions including refrigerated trailers or buildings, free-span structures, or temporary centralized morgue facilities may need to be considered early in the emergency response phase.
9. Capacity issues will be impacted by a decision about the extent each of the remains will be examined (autopsied/confirmatory testing for cause of death) and how deaths will be legally certified. The coroner's office is responsible for deciding when an autopsy is performed and has jurisdiction over deaths for identification and certification, and state statute (§7-4 County Coroners) is the guiding basis for these decisions. Public officials may be able to waive certain laws for certification of death and issuance of death certificates, depending on the incident.
10. Law enforcement agencies having jurisdiction will decide when the area is no longer a crime scene.



11. Religious and cultural considerations should be made when establishing policy regarding mass fatalities. Timelines associated with different cultures and religions for disposition of human remains should be considered. These preferences will be impacted by policy decisions about priorities.
12. Some people may wish to bury their loved ones, or spread their ashes, in a traditional area that is impacted. Agencies will need to work with public officials to determine protocols to either support or deny such requests.
13. Coordination with Department of Defense for disposition of military personnel will be necessary and important.
14. Non-disaster-related deaths will continue to occur. Strategies to maintain normal operations will need to be developed.
15. Personnel health and well-being will remain important, especially in this phase where stress, fatigue, and emotions are high. Personnel working in fatality management will be affected by stress, especially with long-term exposure to mass fatalities. Acute traumatic stress may increase and result in psychosocial issues and disorders. Communication and interventions should focus on:
  1. Recognition of signs of normal stress reactions.
  2. Suggestions for coping with acute and chronic stress as well as long-term behavioral health.
  3. Resources available for support and well-being.
16. Support may be needed for final disposition, including financial, social, and health issues. These Unmet Needs should be referred to Health and Social Services RSF Unmet Needs Committee Unit. Refer to the County's Indigent Burial Policy.
17. The coroner/medical examiner's office will make final disposition decisions on remains that have no next of kin.
18. General statistics and information regarding fatality management operation will likely be made available through a final report on the incident. Capturing lessons learned and updating policies, plans, and procedures will be essential to ensure effective response and recovery in future incidents.

### Unmet Needs Committee Unit

**Unmet Needs** are defined as needs of disaster survivors that cannot be efficiently met by government. Recovery from a disaster is a process that can take years for some survivors. As they begin to rebuild their lives, they may confront disaster-related needs that remain after personal and government-related resources have been exhausted. In these cases, the community itself may be best equipped to assist through the formation of an Unmet Needs Committee. Unmet Needs Committees often include a combination of government agencies, nonprofit and faith-based partners, businesses, and community-based organizations and serve as a clearinghouse for matching individual or family needs with available local resources.



**Unmet Needs Committee Unit Leader:** Teton County VOAD

### Considerations/Assumptions:

1. The Unmet Needs Committee Unit will establish a system to offer case management to disaster survivors to identify outstanding needs and work with matching them to community resources that can provide for those needs. Case management is typically provided by Teton County VOAD member One22.
2. The need for a Recovery Center should be evaluated to provide a one-stop hub for governmental and nonprofit assistance and information. If the Center involves FEMA, it is normally termed a Disaster Recovery Center (DRC). If it is not coordinated through FEMA and is instead coordinated locally, it shall be referred to as a Community Recovery Center (CRC).
3. A CRC/DRC should be placed in a neutral location in the community where people feel safe and welcome accessing information and is easily accessible. For this reason, the Teton County Library has been selected as a primary location for a CRC/DRC when circumstances allow.

4. Wyoming VOAD ([www.wyvoad.org](http://www.wyvoad.org)) can provide support to Teton County VOAD if requested.
5. Wyoming 2-1-1 (<https://211wyoming.communityos.org>) can be activated to help connect disaster survivors to systems of care using the 2-1-1 phone number.
6. “Healthy Teton County” maintains a social services database, called Network of Care, (<http://teton.wy.networkofcare.org/ph/index.aspx>) that can assist disaster survivors in identifying organizations that provide needed resources.
7. A variety of factors including age, disability, language barriers, lack of personal documentation, distance from the DRC/CRC, and unfamiliarity with the disaster relief system can limit some survivors’ access to assistance. It is often the people in most desperate need that are least able to get help. Close coordination with Public Information Officers to deliver accessible information regarding the various needs of survivors will be critical.
8. The Unmet Needs Committee Unit will coordinate closely with the Donations Management Unit to match disaster survivors with needed donated resources.
9. Unmet Needs Committee Unit will coordinate closely with the Donations Management Unit to inform of resources needed by disaster survivors. If a call for action is required to increase donations, this will be coordinated with Public Information Officers assigned to disaster recovery.
10. Typical areas of enduring need after a disaster may include the following:
  - a) Long-term mental and behavioral health concerns related to the traumatic incidents of the disaster.
  - b) Transportation issues.
  - c) Temporary short-term and long-term housing (requiring coordination with Housing RSF).
  - d) Comprehensive case management.
  - e) Children’s stability within schools and child care settings.
  - f) Home repairs or insurance deductibles.
  - g) Loss of employment or business (requiring coordination with Economic RSF).
  - h) Legal issues.

## Volunteer Coordination Unit

**Volunteer Coordination** is defined as the process of matching unaffiliated spontaneous volunteers with VOAD member agencies or credible voluntary organizations, so they can support relief and recovery activities. Spontaneous unaffiliated volunteers are people who show up to volunteer but are not associated with any major volunteer organization.

**Volunteer Coordination Unit Leader:** Teton County VOAD

### Considerations/Assumptions:

1. Volunteer Reception Centers (VRCs) may have been established in the response phase but will likely require expansion and standardization. If not activated, the Volunteer Coordination Unit will establish a VRC. The VRC may be co-located with other recovery facilities such as Disaster Recovery Centers or Community Recovery Centers.
2. Spontaneous volunteers will show up before access control is established and VRCs are operational and will continue to throughout recovery.
3. Online tools such as VolunteerReady.org (<https://www.volunteerready.org>) can provide online “just in time” training for spontaneous volunteers during disaster to help them work more safely and effectively.
4. ServeWyoming (<http://www.servewyoming.org/>) can assist with establishing formal VRCs, managing volunteers, and recruiting volunteers.
5. A Volunteer Coordination Team (VCT) will be identified and activated. ServeWyoming may be able to assist with this. The VCT, which comprises government agencies, community representatives, voluntary organizations, and other key stakeholders, aims to coordinate and facilitate the effective management and utilization of spontaneous unaffiliated volunteers in the response and recovery efforts following a disaster.

6. Careful volunteer management planning and strategies will reduce problems associated with spontaneous unaffiliated volunteers.
7. Volunteers may need credentials to enter and exit the impacted area.
8. It is recommended that the public be provided with a single website address information on how to help in a disaster. This should be coordinated with Public Information Officers for the recovery.
9. Legal requirements for volunteers will need to be identified. FEMA's "CERT Liability Guide" <https://www.fema.gov/media-library/assets/documents/28051> can be a useful resource for legal considerations with volunteers.
10. Wyoming's "Good Samaritan Law" §1-1-120 exempts persons rendering emergency assistance without compensation from civil liability.
11. As recovery moves into the long-term phase, national and state volunteer organizations will transition more functions to local volunteer organizations.
12. Reimbursements (from federal and state) will be contingent on sound documentation and record keeping. All volunteer organizations must maintain an accurate accounting of volunteer's time and projects they work on to include sign in/sign out sheets.
13. Teton County, through this plan and the TC/TOJ Emergency Operations Plan (EOP), values volunteer time using the Independent Sector's estimate for the State of Wyoming available here <https://www.independentsector.org/resource/the-value-of-volunteer-time/>.
14. Affiliated organizations will be responsible for long-term monitoring of their volunteers.

### Donation Management Unit

**Donation Management** involves a process for effectively matching unsolicited undesigned in-kind donations with credible voluntary organizations and disaster survivors in need. Agencies should encourage individuals to contribute donations to a VOAD member agency or other credible organization. Donations in the form of financial contributions should be encouraged whenever possible.

**Donations Management Unit Leader:** Teton County VOAD

#### Considerations/Assumptions:

1. In-kind (physical) donations will be managed by Teton County VOAD member the Seventh-Day Adventist Church, who may reach out to Adventist Community Services for additional assistance.
2. Monetary donations will be managed by Teton County VOAD member One22, who performs case management daily and has an account for disaster donations already established.
3. Donations management facilities and processes (collection centers, multi-agency warehouses, and distribution centers) may have been established during response, but likely will need standardization, expansion, and refinement. If they have not been established, the Donation Management Unit will establish them based on need.
4. Despite public messaging on appropriate donations, donated goods will begin showing up at fire stations, churches, and government facilities.
5. A Donations Coordination Team (DCT) may be activated. Adventist Community Services specializes in donations management and may be helpful in performing this task. The DCT, which comprises government agencies, community representatives, voluntary organizations, and other key stakeholders, aims to coordinate and facilitate the effective management and allocation of unsolicited undesigned in-kind donations in the response and recovery efforts following a disaster.
6. Careful donations management and strategies will reduce problems associated with unsolicited donations.
7. It is recommended that the public be provided with a single website address information on how to help in a disaster. This should be coordinated with Public Information Officers for the recovery.
8. Offers from the public and private sector are important resources in the recovery efforts and must be effectively coordinated.

9. If not effectively managed, undesigned in-kind donations can prove detrimental to relief efforts. Unplanned deliveries of donated goods to a disaster site can jam distribution channels, overwhelm government and voluntary agencies, and interfere with the recovery efforts.
10. Unsuitable and unneeded donations must be disposed of properly. Where possible, unusable items will be recycled, distributed to non-profit organizations, and/or donated to disaster areas in other states (with the approval of the DCT). Unsolicited, undesigned donations that are unsuitable for use by any organization involved in relief efforts will not be accepted.
11. Public messaging will emphasize that financial contributions are the best way to assist in disaster recovery. The public will be encouraged to give a financial contribution to the charity of their choice. Undesignated financial contributions will be directed to an online list of agencies with disaster relief programs in Wyoming. A local general emergency relief fund has been established by Teton County VOAD member One22.
12. When an Unmet Needs Committee Unit is formed with a system to offer case management to disaster survivors to identify outstanding needs, the Donations Management Unit will coordinate closely with them to match donated resources with disaster survivors.
13. Financial and in-kind donations can potentially be used to help meet the community's required match for disaster assistance grants from the Federal government. Accurate documentation is vital to ensuring that donors receive the maximum value for their donated goods and monies.
14. Agencies that receive donated resources should document donor names and addresses, specific items donated, how they were used, estimated value, and final disposition. Organizations accepting donations of cash and/or goods will follow applicable internal audit policies and procedures.

#### **Health and Social Services RSF Outcomes**

1. Restore the capacity and resilience of essential health services to meet ongoing and emergency post-disaster community needs.
2. Encourage behavioral health systems to meet the behavioral health needs of affected individuals, response and recovery workers, and the community.
3. Promote self-sufficiency and continuity of the health and well-being of affected individuals; particularly the needs of children, seniors, people with disabilities who may have additional functional needs, people from diverse backgrounds, people with limited English proficiency, and underserved populations.
4. Assist in the continuity of essential health services in schools.
5. Reconnect displaced populations with essential health services.
6. Protect the health of the population and response and recovery workers from the longer-term effects of a post-disaster environment.
7. Promote clear communications and public health messaging to provide accurate, appropriate, and accessible information; ensure information is developed and disseminated in multiple mediums, multi-lingual formats, alternative formats, is age-appropriate and user-friendly and is accessible to underserved populations.
8. The deceased are treated with respect, identified, their next of kin are notified, and they are given a proper disposition.
9. Provide for the unmet needs of disaster survivors by connecting them to organizations, volunteers, and donated resources that can help.



## RSF#04 - Housing

The core recovery capability for housing is the ability to implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. Like infrastructure, housing is a critical and often challenging component of disaster recovery. It is critical because local economies cannot recover from devastating disasters without adequate housing, especially affordable housing. It is challenging because many years' worth of housing repair, rehabilitation, reconstruction, and new construction often need to occur at an accelerated pace as a result of a disaster. These conditions create design, construction, labor, materials, logistics, inspection, and financing issues.



The Housing RSF, through its member departments and agencies, works toward addressing disaster housing issues pre-disaster, focusing on solutions that are implementable, sustainable, and resilient. The Housing RSF coordinates and effectively integrates available housing-related resources, addresses conflicting policy and program issues, and identifies gaps in service and assistance delivery, both locally and through assistance from State and Federal programs.

Post-disaster housing is broadly defined as the providing housing assistance to individuals after a catastrophic incident. The nature of the support will depend on whether insurance covers losses caused by the incident. Post-disaster housing needs may be significant for both the interim and the long term.

Close coordination with the Health and Human Services RSF will be required to ascertain the need for housing, both transitional and permanent.

### RSF Coordinator(s):

- Jackson/Teton County Affordable Housing Department

### Supporting Agencies:

- Jackson Hole Community Housing Trust
- Habitat for Humanity of the Greater Teton Area
- Town of Jackson and Teton County Building Officials
- Town of Jackson and Teton County Planning Departments
- Local real estate associations
- Local housing lenders
- Local housing developers

### Considerations/Assumptions:

1. The availability of affordable housing in Teton County and the Town of Jackson is dire under non-disaster circumstances. The ability for the local housing system to absorb any type of loss of housing stock due to a disaster will be practically non-existent.
2. A wide range of people may need support, including displaced residents, seasonal workers, people who are homeless or destitute, disaster workers, and volunteers.
3. A significant population may remain in the impacted area, unable to self-evacuate because of access and functional needs, lack of financial resources, language barriers, or limited access to transportation.



4. FEMA, Housing and Urban Development, and other federal resources may be available if a federal disaster is declared.
5. Long-term temporary housing solutions may be required for several years following the disaster.
6. Housing assistance will depend on meeting income eligibility requirements, meaning some displaced residents may not receive needed assistance.
7. All potential housing solutions should be considered, including innovative and non-traditional sources such as college dorms and trailers, keeping in mind local zoning and this RSF policies.
8. Every effort should be made to keep families, friends, and communities together to help strengthen the resilience of individuals and groups and reduce the long-term psychosocial consequences.
9. In a regional disaster, multiple jurisdictions may compete for limited housing resources.
10. Emergency shelters should only be used for a short time.
11. The eventual demobilization of post-disaster housing and emergency shelters should be considered in planning.
12. Temporary housing decisions should consider proximity to family, schools, transportation, and employment.
13. A strategy for reoccupation of the affected area should be communicated to the affected population to help with implementation. This will be coordinated with Recovery PIOs.
14. A Disaster Recovery Center or Community Recovery Center will be opened to enable individuals to meet with insurance agents, local government officials, and Voluntary Organizations Active in Disaster (VOADs) to discuss options for rebuilding or relocation. These centers will be established by the [Health and Social Services RSF](#).
15. Permanent relocation outside the area should be discouraged to help with the economic recovery of the community.
16. Housing inspection (for building and safety codes) before occupancy should be considered along with the possibility of waiving or altering the inspection requirement. The funding stream dictates whether inspections are necessary for building permits. If state rental assistance is provided, an inspection may be required. This will need to be coordinated with the [Infrastructure RSF Facilities Unit](#) (Town/County Building Officials).
17. Rules for site acceptance and the authority for inspections will need to be determined. Normal standards and codes may need to be adjusted to accommodate resource constraints. Building codes may need to be adjusted. This will need to be coordinated with the [Infrastructure RSF Facilities Unit](#) (Town/County Building Officials).
18. Coordination between jurisdictions could help prevent competition.
19. Partnering with the private sector, including developers, and building owners, may be an effective strategy in securing housing options.
20. Available housing resources may be insufficient to care for everyone affected by the disaster. Upon a state or federal declaration of disaster, FEMA's Housing RSF will prioritize assistance for those eligible populations that have the fewest means to return to self-sufficiency.
21. Local and state governments must be prepared to develop housing strategies after federal government rental assistance ends. Once post-disaster housing operations end, or funding is cut off, some individuals may be rendered homeless. The Unmet Needs Committee (see [Health and Social Services RSF](#)) will assist in identifying these vulnerable populations.
22. Competition for a limited supply of housing may be ongoing between displaced residents and disaster workers.
23. The determination should be made whether people displaced by the incident will be prioritized or given incentives to return to the area.
24. The primary responsibility for permanent housing falls on individual homeowners, property owners, and private entities such as insurance companies.

25. U.S. Small Business Administration can make federally subsidized loans to homeowners and renters to repair or replace homes under certain circumstances.

**Housing RSF Outcomes:**

1. Housing resources that address local needs are coordinated.
2. Planning for current and post-disaster requirements are integrated at the local and state level into the organizations that perform land use, community planning and building code administration.
3. Research results related to disaster recovery housing are shared.
4. Timely construction of housing that complies with local, State, and national model building codes, including accessibility standards, is facilitated.
5. Housing that considers mitigation options and sustainability is explored.



**FIGURE 16 - 2020 COVID PANDEMIC; QUARANTINE CUISINE PACKING MEALS (JH NEWS & GUIDE)**

## RSF#05 - Infrastructure Systems

The core recovery capability for infrastructure systems is the ability to efficiently restore the infrastructure systems and services to support a viable, sustainable community and improve resilience to and protection from future hazards. The Infrastructure Systems RSF promotes a holistic approach to disaster recovery coordination, support, planning and implementation for infrastructure systems that serve the community.

The Infrastructure Systems RSF is responsible for coordination, operational, and engineering activities related to the following infrastructure sectors: energy, water systems, communications and information technology systems, transportation systems, government facilities, schools, utilities, sanitation, engineering, flood control, and other systems that directly support the physical infrastructure of communities; as well as physical facilities that support essential services, such as public safety and emergency services. The disruption of infrastructure systems can have significant impacts on businesses and government functions, causing cascading effects far beyond the specific system itself.

Specific sites and facilities should be identified before an incident to ensure disruption of services is minimized and to allow for pre-identification of backup resources.

### RSF Coordinator(s):

- Teton County Public Works
- Town of Jackson Public Works

### Supporting Agencies:

- Teton County Road and Levee
- START Bus
- Teton County Parks and Recreation
- Teton County Integrated Solid Waste and Recycling
- Alta Solid Waste District
- Teton County Facilities Maintenance
- Town of Jackson Building Official
- Teton County Building Official
- Teton County Information Technology
- Town of Jackson Information Technology
- Teton County Sheriff's Office Information Technology
- Teton County Library Information Technology
- Teton County School District
- Jackson Hole Airport
- Lower Valley Energy
- Fall River Electric
- Improvement and Service Districts
- Other agencies as needed

The Infrastructure RSF is also responsible for debris management and will coordinate closely with environmental health and other agencies to coordinate this effort. Staging and disposing of several types of debris including vegetative debris,



**FIGURE 17 - 2017 WINTER STORM;  
TRANSMISSION POLE BLOW OVER**

construction and demolition waste, hazardous waste, white goods, vehicles, garbage, animal carcasses, and infectious wastes may be necessary. Handling of chemical, biological, and radiological debris may need to be coordinated with Regional Emergency Response Team (RERT).

**Infrastructure Systems RSF Units:**

- Debris Management
- Transportation
- Utilities
- Facilities
- Schools
- Information Technology

**Considerations/Assumptions:**

1. Infrastructure System RSF Coordinator will provide regular updates to the Local Disaster Recovery Manager (LDRM) on the status of infrastructure systems impacted by the disaster.
2. The Town/County Debris Management Plan, when available, should have criteria for identifying debris sites depending on the type of debris generated from disasters.
3. Because the classification for contaminated waste is not clear, treatment and disposal methods may be uncertain. Regulatory and disposal officials (WY DEQ and EPA) will be consulted before final decisions on disposal are made.
4. Pre-approved contracts will be in place for qualified contractor and restoration firms.
5. The incident may result in significant disruptions to the area's critical infrastructure, such as energy, transportation, water systems, wastewater systems, public health, and medical systems.
6. Initial activities may include conducting an impact assessment to determine the extent of damages and complete emergency repairs. Damaged or destroyed critical infrastructure should be identified and prioritized.
7. Identification of temporary alternatives to using damaged property and infrastructure will need to be a priority.
8. Damaged roads must be restored to maintain supply lines as well as to provide access for emergency workers.
9. Assisting owners of critical infrastructure with identifying backup solutions, such as generators for loss of electricity and potable water may be necessary.
10. A cost/benefit analysis associated with various forms of disposition (restoration versus demolition) can help with the decision-making process.
11. The level of building and property inspection required for certification of re-occupancy should be clarified in advance.
  - a) Specialized training may be required to rapidly increase the number of inspectors who can certify properties for re-occupancy.
  - b) Certifying buildings for re-occupancy may be considered a liability issue for those responsible.
12. Restaurants and grocery stores will be inspected and reopened as expeditiously as possible to provide basic human needs and to restore economic vitality.
13. Continued assessment of infrastructure systems will be needed to determine ongoing needs. Assessments of general infrastructure pertaining to transportation and schools will be needed to ensure citizens are able to return to the area. Secondary impacts such as a decrease in structural integrity will also need to be assessed.
14. Procedures (developed during short-term recovery) that identify the level of inspection required before a building is certified for re-occupancy can be obtained from building, zoning, or fire officials.
15. Legal authorities need to be defined as they relate to access and acquisition of private property, particularly for facilities that owners have surrendered, failed to claim, or failed to maintain and restore.
16. A redevelopment planning study may be conducted with land-use reviews.

17. Infrastructure Systems RSF will refer to the TC/TOJ [Multi-Hazard Mitigation Plan](#) (MHMP) and incorporate hazard mitigation measures into recovery when economically viable.
18. Lessons learned from the incident should be documented, shared, and publicized to educate stakeholders.

## Debris Management Unit

**Debris Management** is the clearing of debris and contaminated waste and consists of staging, segregating, reducing, composting, recycling, and proper disposal. Disasters often create substantial amounts of waste that must be managed as part of both immediate response and long-term recovery processes. Only a few state and local agencies have debris management plans, and these plans do not necessarily address all types of debris, environmental laws, and legal and/or monitoring responsibilities.

### Debris Management Unit Leader:

- Teton County Integrated Solid Waste and Recycling (ISWR)

### Considerations/Assumptions:

1. There may be shortages of facilities, equipment, and techniques to test and clear affected debris areas.
2. There may be shortages of trained debris management personnel [including those with appropriate personnel protective equipment (PPE)] to characterize, treat, and dispose of waste properly. This, however, does not lessen any agencies' or jurisdictions' obligations to comply with federal, state, or local governments' environmental laws, statutes, regulations, or ordinances. Regulatory and disposal experts should be consulted when considering waiving any environmental laws.
3. Worker safety and collective bargaining agreements could present a challenge for quickly scaling up the capability of local waste haulers and treatment centers to handle contaminated waste.
4. There may be a lag between cleanup and waste disposal readiness while personnel are trained and outfitted for everything from transportation to final disposition of the contaminated waste.
5. The management of waste that falls outside of classification will need to be determined.
6. The management of waste on private property and private roadways will need to be determined.
7. Debris will need to be sorted and may need to be segregated.
8. Key questions of effectiveness will need to be addressed:
  - a) How to determine if an area is clean, which agency and level will make that decision
  - b) Possible collection and staging options (curbside collection, collection sites, sorting or not sorting, etc.)
9. Transportation methods, unique requirements, and contracts will need to be evaluated, including hauling routes and staging areas.
10. Regulations need to be followed when transporting waste across jurisdictions. The specific regulation will depend on the type of waste, amount, and transportation route.
11. The public will likely need to be informed of areas through which waste is transported.
12. The decontamination of debris at the incident site before disposal will need to be considered.
13. Determination for treating waste streams in place will be based on the cost, effectiveness, and public health requirements.
14. Various disposal options may be considered, including the use of landfills, incinerators, and autoclaves.
15. Gaining public acceptance for issues including nearby waste disposal may be challenging.
16. Waste should be managed in a cost-effective and appropriate manner and efforts made to dispose of materials in a responsible way (i.e., recycling and composting materials) when possible.
17. As residents and business owners return to their property, increased amounts of normal waste may be generated. Waste may also increase as those returning renovate and re-establish a home environment. This phase may begin while cleanup activities are ongoing in other areas.



18. A mechanism will be needed to verify contractors are qualified and comply with the debris management processes.
19. Appropriate transportation methods need to be identified, including those for loading, routing, and unloading.
20. Final disposal sites should be designated by waste type.
21. Cleanup and long-term environmental monitoring may be needed at temporary waste treatment and storage sites in areas that have been reoccupied.
22. Workers may need long-term monitoring to track any medical complications associated with their employment.

### Transportation Unit

**Transportation** includes Town of Jackson streets and sidewalks, Teton County roads, Jackson Hole Community Pathways, START Bus, and Jackson Hole Airport. The Transportation Unit is responsible for monitoring, repairing, and maintaining these systems to ensure emergency access and to facilitate commerce. The Transportation Unit coordinates with State and Federal partners regarding recovery of State and Federal highways and roads that impact Teton County.

#### Transportation Unit Leader:

- Teton County Road & Levee
- Town of Jackson Public Works

#### Considerations/Assumptions:

1. Preliminary damage assessments of transportation systems may have occurred during disaster response, but they will need to be continually re-assessed and conducted in more detail.
2. When activated, the Transportation Unit will provide a detailed damage assessment to the Infrastructure Systems RSF Coordinator.
3. The Transportation Unit will create a priority list for repair of transportation systems in Teton County and the Town of Jackson.
4. There may be shortages of equipment, contractors, and supplies to repair transportation systems.
5. START Bus will play an important role in gathering situational awareness of damaged transportation infrastructure and providing transportation to those who lost vehicles during the disaster.
6. Worker safety and collective bargaining agreements could present a challenge for quickly scaling up the capability of local contractors to repair transportation systems.
7. State and Federal highways make up many of the critical transportation networks in Teton County and are outside of the jurisdiction of Teton County and Town of Jackson resources.
8. The Transportation Unit will establish liaisons with Wyoming Department of Transportation (WYDOT), Grand Teton National Park (GTNP), Bridger-Teton National Forest (BTNF), and the Federal Highway Administration (FHA) to share situational awareness on interconnected transportation systems and provide input on recovery priorities for State and Federal transportation systems.
9. Community Pathways, sidewalks, and public transit will be critical for providing access to work and Recovery Centers for disaster survivors who have lost personal transportation.
10. The Debris Management Unit may need assistance in developing transportation routes for hauling waste.
11. Private roadways damaged during a disaster will be repaired by the Special District or owner.
12. Although private roads are not the responsibility of the Transportation Unit, working with Special Districts and private road owners on resource sharing is encouraged to help facilitate a faster recovery for the community.
13. Air transportation at Jackson Hole Airport is vital to the local economy but is also a necessity for St. John's Medical Center to transfer critical patients to other treatment centers.
14. Teton County School District #1 may be able to supplement public transportation with school buses.

15. Transportation system owners will take advantage of repairs to incorporate hazard mitigation measures to reduce the impact on these systems from disasters in the future.

### Utilities Unit

**Utilities** includes electricity, natural gas, propane, fuel centers, water, and wastewater. The Utilities Unit is responsible for monitoring, repairing, and maintaining these systems to ensure access for customers. The Utilities Unit also coordinates with private partners who provide utilities to customers.

#### Utilities Unit Leader(s):

- Town of Jackson Public Works
- Teton County Public Works
- Lower Valley Energy
- Fall River Electric

#### Considerations/Assumptions:

1. Preliminary damage assessments of utilities systems may have occurred during disaster response, but they will need to be continually re-assessed and conducted in more detail.
2. When activated, the Utilities Unit will provide a detailed damage assessment to the Infrastructure Systems RSF Coordinator.
3. The Utilities Unit will create a priority list for repair of utility systems in Teton County and the Town of Jackson categorized by Electricity, Natural Gas, Propane, Fuel Centers, Water, and Wastewater.
4. There may be shortages of equipment, contractors, and supplies to repair utilities systems.
5. Worker safety and collective bargaining agreements could present a challenge for quickly scaling up the capability of local contractors to repair utility systems.
6. Utility providers have mutual aid agreements or contracts with regional and national utility providers to assist with system repairs during disaster recovery.
7. The Utilities Unit will establish liaisons with propane providers, fuel centers (gas stations), sewer districts, and water districts to share situational awareness and determine recovery priorities for these utilities.
8. The Utilities Unit will establish a liaison with the Wyoming Public Service Commission Electric, Gas, WY DEQ, EPA region 8, and Pipeline/Water Divisions (<http://psc.state.wy.us/>) to provide them with information on Teton County's utility recovery issues and also to get information on statewide utility recovery issues that may impact Teton County.
9. Re-establishing heating utilities will be critical during winter months.
10. Availability of gasoline and diesel fuel will be critical for emergency response, transportation, and operating generators.
11. Utilities repairs may need to be phased in. Consideration must be given to life-safety facilities and available resources to complete the work.
12. The public will be very interested in decisions made on utility repair priorities. The Utilities Unit will work closely with Recovery Public Information Officers to relay accurate and timely information to the public.
13. Private water, wastewater, and other private utilities damaged during a disaster will be repaired by the Special District or owner.
14. Although private utilities are not the responsibility of the Utilities Unit, working with Special Districts and private utility owners on resource sharing is encouraged to help facilitate a faster recovery for the community.
15. Utility owners will take advantage of repairs to incorporate hazard mitigation measures to reduce the impact on utilities from disasters in the future.

## Facilities Unit

**Facilities** include facilities necessary for life safety and the economy of Teton County. The Facilities Unit is responsible for ensuring that public facilities are safe, and that publicly owned facilities are operational. The Facilities Unit coordinates with private partners who provide critical facilities to the public.

### Facilities Unit Leader(s):

- Teton County Building Official
- Town of Jackson Building Official

### Considerations/Assumptions:

1. Preliminary damage assessments of facilities may have occurred during disaster response, but they will need to be continually re-assessed and conducted in more detail.
2. The Town and County Building Officials are the ultimate authority in determining if a building is safe for occupancy. These authorities are outlined in the latest versions of the International Building Code adopted by the Town of Jackson and Teton County.
3. When activated, the Facilities Unit will provide a detailed damage assessment to the Infrastructure Systems RSF Coordinator. The first priority will be assessment of facilities critical to life safety. The second will be assessment of those critical to the economy of Teton County.
4. Teton County Facilities Maintenance Division and Town of Jackson Public Works will perform initial assessments of Town and County government facilities.
5. Unless noted differently by the Local Disaster Recovery Manager (LDRM) or Teton County Emergency Operations Center, the initial priority for facility assessment will be:
  - a) Teton County Sheriff's Office Dispatch and Detention Center
  - b) St. John's Medical Center
  - c) Facility(s) designated as public emergency shelters by the Teton County EOC
  - d) Teton County Emergency Operations Center (EOC)
  - e) Grocery stores (fueling stations are assessed by Utilities Unit)
  - f) Fire stations
  - g) Teton County Sheriff's Office Search and Rescue Hangar
  - h) Town of Jackson Public Works repair garages and fueling station
  - i) Other Town and County government facilities
6. There may be shortages of equipment, contractors, and supplies to repair facilities.
7. Worker safety and collective bargaining agreements could present a challenge for quickly scaling up the capability of local contractors to repair facilities.
8. Prior to a disaster, Town and County Building Officials will have built a list of structural engineers that can be called upon to assist with facility damage assessments.
9. The local Chapter of International Code Council may be able to assist in finding building officials and permit technicians to supplement local building inspectors.
10. Ensuring public shelters (typically, but not always, public schools) are structurally sound will be critical during winter months.
11. Privately-owned, publicly accessible facilities damaged during a disaster will be repaired by the owner per the Town or County's adopted building code as directed by the Building Official.
12. Facility owners will take advantage of repairs to incorporate hazard mitigation measures to reduce the impact on facilities from disasters in the future.

## Schools Unit

**Schools** includes public and private schools in Teton County. The Schools Unit is responsible for monitoring, repairing, and maintaining school systems to ensure access for students and the public. Schools are vital to the recovery of a community following a disaster. They provide a return to normalcy for students, can serve as emergency shelters or

recovery centers, and are community gathering places. When schools are in session, parents can work on repairing damaged homes and businesses and do not have to find alternative child care. The Schools Unit also coordinates with private schools in the County.

**School Unit Leader:**

- Teton County School District #1

**Considerations/Assumptions:**

1. Preliminary damage assessments of school systems may have occurred during disaster response, but they will need to be continually re-assessed and conducted in more detail.
2. When activated, the Schools Unit will provide a detailed damage assessment to the Infrastructure Systems RSF Coordinator.
3. The Schools Unit will create a priority list for repair of school systems in Teton County.
4. There may be shortages of equipment, contractors, and supplies to repair school systems.
5. Worker safety and collective bargaining agreements could present a challenge for quickly scaling up the capability of local contractors to repair school systems.
6. Schools may have mutual aid agreements with other private schools, public schools, or the Wyoming Department of Education to assist with repairs or relocating students during recovery.
7. The Schools Unit will establish liaisons with private schools, to include private pre-schools, to share situational awareness and determine recovery priorities.
8. State statutes and other requirements dictate the amount of school students must attend to successfully graduate. This must be taken into consideration when making recovery priorities.
9. Schools may be prime locations for emergency shelters, but the longer schools are out of session, the greater the burden on families, students, and the community. Shelters should be transitioned out of schools when possible, to help facilitate recovery.
10. Schools have resources such as information technology staff, facilities maintenance personnel, school buses, mechanics, and student volunteers that could be helpful during disaster recovery.
11. The public will be very interested in decisions made on school repair priorities. The Schools Unit will work closely with Recovery Public Information Officers to relay accurate and timely information to the public.
12. School administrators will take advantage of repairs to incorporate hazard mitigation measures to reduce the impact on schools from disasters in the future.

### Information Technology Unit

**Information Technology** includes infrastructure that supplies internet and networking access to Teton County. The Information Technology Unit is responsible for monitoring, repairing, and maintaining government IT systems, to include public safety radio. The Information Technology Unit is also responsible for monitoring IT infrastructure that supplies internet to the public, to include cellular service and landline telephone service. Since both private and public networks are so intertwined, coordination with private partners is key.

**Information Technology Unit Leader(s):**

- Teton County Information Technology
- Town of Jackson Information Technology

**Considerations/Assumptions:**

1. Preliminary damage assessments of information technology systems may have occurred during disaster response, but they will need to be continually re-assessed and conducted in more detail.
2. When activated, the Information Technology Unit will provide a detailed damage assessment to the Infrastructure Systems RSF Coordinator.

3. The Information Technology Unit will create a priority list for repair of IT systems in Teton County. Public safety and recovery agencies should be given priority.
4. There may be shortages of equipment, contractors, and supplies to repair IT systems.
5. Worker safety and collective bargaining agreements could present a challenge for quickly scaling up the capability of local contractors to repair IT systems.
6. Teton County Sheriff's Office Information Technology and Teton County Library Information Technology divisions will work closely with Town/County IT divisions to coordinate Information Technology Unit activities.
7. The Information Technology Unit will establish liaisons with major telephone, cellular telephone, and other networking private partners.
8. The Information Technology Unit will establish a liaison with the Wyoming Public Service Commission Telecom Division (<http://psc.state.wy.us/>) to provide them with information on local IT recovery issues and also to obtain information on larger State issues with telecommunications providers.
9. The public will be very interested in decisions made on IT system repair priorities. The Information Technology Unit will work closely with Recovery Public Information Officers to relay accurate and timely information to the public.
10. Many Federal programs for disaster assistance utilize online portals to apply. Internet access for the public will directly impact the speed at which the community can recover.
11. IT administrators will take advantage of repairs to incorporate hazard mitigation measures to reduce the impact on IT systems from disasters in the future.

**Infrastructure RSF Outcomes:**

1. Resilience, sustainability, and mitigation are incorporated as part of the design for infrastructure systems and as part of the community's capital planning process.
2. Infrastructure systems are fully recovered in a timely and efficient manner to minimize the impact of service disruptions. The private sector critical infrastructure has incentive and the means to support a unified community recovery effort.
3. The capacity of all infrastructure systems is adequately matched to the community's current and projected demand on its built and virtual environment.



## RSF#06 - Natural and Cultural Resources

The core recovery capability for natural and cultural resources is the ability to protect natural and cultural resources and historic properties through appropriate response and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and in compliance with appropriate environmental and cultural resources laws. The Natural and Cultural Resources RSF coordinates departments and agencies working together to provide information and assistance to communities seeking to preserve, protect, conserve, rehabilitate, recover, and restore natural and cultural resources during recovery.



The protection of a community's natural and cultural resources and historic properties following a catastrophic disaster can be a powerful catalyst for recovery and revitalization because it helps maintain and restore the fabric of a community, providing symbols of resilience. Heritage tourism is also a major driver of our community's economy. Preservation professionals can aid this process by being an integral part of recovery efforts. Agriculture is both a Natural and Cultural Resource in this plan.

Relevant agencies and partners are those with expertise and programs including, but not limited to, specific natural and cultural resource issue identification, assessment, and management (e.g., fish and wildlife, historical, archaeological, and traditional cultural properties, hydrology, agriculture, parks and recreation, library, and archival science professionals); natural and cultural resource planning; environmental planning and historic preservation compliance under State and Federal laws.

### RSF Coordinator(s):

- Teton County Parks and Recreation
- Teton County Historic Preservation Board

### Supporting Agencies:

- Teton County Library
- University of Wyoming Agricultural Extension Office
- Teton Conservation District
- Jackson Hole Historical Society and Museum
- Other agencies as needed

### Considerations/Assumptions:

1. The Natural and Cultural Resources Coordinators will provide regular updates to the Local Disaster Recovery Manager (LDRM) on the status of natural and cultural resources impacted by the disaster.
2. The return of our parks, recreation areas, and pathways to regular use are key to bringing a sense of normalcy back to our community following a disaster.
3. Our community's parks, recreation areas, and pathways are important economic drivers, and the return of functionality will help facilitate a faster recovery following a disaster.
4. Pre-identification of historic properties in the community will help recovery teams quickly locate those specific resources that require specially trained personnel.
5. Advanced identification of personnel with specific preservation knowledge can assist with pre-disaster mitigation and post-disaster recovery.
6. FEMA will typically trigger historic preservation compliance through the National Historic Preservation Act.
7. Local and state emergency plans should include salvage protocols for historic properties and, whenever possible, training for salvage contractors on the special needs of historic materials and features.

8. Architects, engineers, historians, archaeologists, and inspectors with training and expertise in historic structures and sites should be included on damage assessment teams whenever possible. Preservation expertise lays the groundwork for more effective stabilization, repair, and rehabilitation in historic areas.
9. Compliance with relevant environmental and other laws during recovery activities will be necessary, as will coordination with Wyoming Department of Environmental Quality (DEQ).
10. Interdependencies among short-term recovery decisions and long-term environmental impacts should be considered.
11. State agencies such as Wyoming Game and Fish, Wyoming Department of Environmental Quality, Wyoming State Historic Preservation Office, and Wyoming Department of Agriculture will provide technical advice and assistance to help preserve, protect, conserve, stabilize, rehabilitate, or restore natural and agricultural resources and establish logistical links with organizations in those areas. When State agencies are unable to help, Federal agencies such as the Environmental Protection Agency, the Department of the Interior, and the Department of Agriculture will assist in these areas.
12. Historical societies and organizations can provide technical advice to affected jurisdictions concerning historical property or artifacts destroyed or harmed during emergencies.
13. Security of damaged cultural facilities will need to be considered to prevent such crimes as looting of artifacts.
14. Historic preservation offices have guidelines on documentation, salvage, and other post-disaster procedures for historic resources. Local building and emergency officials should coordinate with preservationists and be aware of these best practices and allow time to properly evaluate damage and explore preservation solutions. Preservationists can also provide advice regarding which neighborhoods and districts should receive priority attention in the repair and rebuilding phase.
15. Availability of trained personnel (such as preservationists, contractors, restoration firms) may be limited.
16. A mechanism will be needed to verify contractors are qualified and comply with any applicable laws related to preservation.
17. Long-term environmental monitoring may be needed in areas that have been restored.
18. Although the Natural and Cultural Resources ESF is responsible for agricultural recovery, the Health and Social Services ESF can assist with livestock health issues and sheltering if needed.

#### **Natural and Cultural Resources RSF Outcomes**

1. Considerations related to the management and protection of natural and cultural resources and historic properties resources, community sustainability, and compliance with environmental planning and historic preservation requirements are integrated into recovery.
2. Local communities are ready to address post-disaster natural and cultural resource recovery needs.
3. Programs to support disaster recovery, coordination of technical assistance and capabilities and data sharing are coordinated.
4. Natural and cultural assessments and studies needed post-disaster, including proposed solutions to environmental and historic preservation policy and process impediments, are developed.

## Recovery Operational Annexes

Recovery Operational Annexes are tactical recovery plans that may span multiple Recovery Support Functions (RSFs) and are not a specific individual RSF under the National Disaster Recovery Framework (NDRF).

### Public Information Annex

A catastrophic incident will require extensive coordination of information to minimize miscommunication (which could seriously impact recovery time), both with the public and between involved agencies (interagency). Additionally, effective risk communication to the public will be vital to successful recovery. Public messaging should be coordinated as the recovery effort transitions from phase to phase, from crisis communications to community relations.

#### Annex Coordinator(s):

- Town of Jackson Public Information Officer (PIO)
- Teton County Public Information Specialist

#### Supporting Agencies:

- Coordinating agency and organizational Public Information Officers

**Annex Units:** Community Messaging, Community Meetings, Advocacy

#### Considerations/Assumptions:

1. A PIO is generally included in an emergency operations center (EOC) as part of the Joint Information System (JIS) and reports to the EOC Manager. Each incident, if still active, may also have its own PIO that reports to that incident's Incident Commander/Unified Command. All PIOs will work within a Joint Information System (JIS) to coordinate releases of information.
2. A local Joint Information Center (JIC) or Joint Information System (JIS) will be established to coordinate information within the impacted area even during recovery.
3. Federal partners may set up a JIC (or public information group) and integrate into the JIS at each impacted EOC. The federal government will establish a Joint Field Office for any large incident, and they will coordinate with the state and local PIOs in some fashion.
4. There may be multiple sources of conflicting information.
5. Messaging should be coordinated and presented by authoritative voices to maintain public confidence. Diversion from the message may have a negative impact on recovery because of the associated decline in public confidence, or confusion that leads to inaction.
6. The public will need to communicate with response and recovery agencies. Questions, suggestions, and offers of support must be managed and used to help fuel additional communication efforts.
7. A method for coordinating among federal, state, and local communication priorities should be established.
8. The agency responsible for crafting public messages about each topic must be clearly identified.



FIGURE 18 - 2017 TOTAL SOLAR ECLIPSE, TETON EOC

9. The JIS/JIC membership will have an impact on how information is communicated. The JIS should include multi-agency public information officers.
10. Transparency and visibility of the recovery process is important, so accurate and complete documentation should be maintained. This information will include detailed records of the incident and recovery planning.
11. The public and private sectors may have more confidence if they have more information such as information on contractors and insurance needs. Community meetings may support this effort.
12. PIOs should engage with community leaders, Non-Governmental Organizations (NGOs), Faith-Based and Community-Based Organizations (FBOs and CBOs), and Non-Profit Organizations (NPOs) to develop consistent messaging, help deliver messages, and gather input on community information needs.
13. Information should be disseminated to department heads and key stakeholders, and strategies for advocacy at the State and National levels should be developed as needed.
14. Public Information Annex will set up public "Town Hall" style meetings with key recovery personnel to keep the public informed on recovery progress and to obtain feedback from the public on recovery.

**Spokespeople:**

1. PIOs may identify subject matter experts to assist with messaging.
2. Spokespeople for the incident should be established and used consistently. These may include individuals who are subject matter experts or key elected officials who are unified with the official public message, recognizable, and trustworthy to local populations. More than one person will be needed to communicate with different audiences. Examples include the County Health Officer and elected officials. Identifying spokespeople specifically for at-risk or non-English speaking communities will be important.
3. PIOs will provide talking points to the spokespeople based on information about the incident and public information needs.
4. Multiple disciplines may all want to issue information, but it is important that subject matter experts and agencies balance interests to provide a clear, consistent message that will support recovery objectives.
5. Spokespeople may vary by jurisdiction, but for continuity and to build trust, the number of spokespeople delivering messages to different audiences should be limited.

**Content:**

1. Public health information will be urgently needed.
2. Under the coordination of the JIC/JIS, public and environmental health agencies will communicate to the public the nature of the incident and information about access to medical services, resources, and protective actions. The primary goals of this communication are to allay fears, articulate risks, and detail the appropriate treatment for the general public.
3. Communicating with at-risk populations, including immigrants, visitors, those speaking foreign languages, those with disabilities, and the homeless, may be difficult. Public Information personnel should plan with these communities before a disaster to gain understanding of their specific needs.
4. Communication regarding psychological and social wellbeing, as well as self-care should continue throughout recovery. These communications should include resources related to these subjects.
5. Public messaging that is common to all disasters can be developed pre-disaster in public message templates. Examples include:
  - a. Public health and safety information
  - b. Donation and volunteer information
  - c. Where to find information with and without technology access
  - d. Reunification information (where to register the missing, families, and deaths)
  - e. Location of the Disaster Recovery Center/Community Recovery Center and services available
6. The JIS/JIC will work to de-conflict messages and identify erroneous information.

7. Public messaging will be communicated across a wide spectrum of media, including the traditional print media, television and radio, internet, and social media. If possible, a dedicated Recovery website should be developed.
8. Public health messaging should include issues such as:
  - a. Stress management
  - b. Behavioral health guidance
  - c. Ongoing health risks
  - d. Prevention opportunities
  - e. Encouragement to seek or continue medical treatment as needed
9. To establish trust, public messaging should include information about recovery activities and inform the public of actions they can take.
10. Some jurisdictions may make decisions that are unpopular in other jurisdictions, which will necessitate close coordination among jurisdictions. Policy groups should fully understand the implications and impacts of decisions and be able to explain those decisions to the public.
11. In long-term recovery, public messaging will have a new or renewed emphasis on preparation, prevention, and mitigation actions and activities.
12. Policy groups should be aware of the community's thoughts and attitudes toward and acknowledgement of the disaster (such as anniversaries) and should determine appropriate actions. These groups should identify and acknowledge milestones and successes in recovery.

**Public Information Annex Outcomes**

1. Public messaging is coordinated, consistent, and timely.
2. Appropriate spokespeople are selected and deliver messages to the public to inspire confidence in recovery efforts.
3. Interagency cooperation is evident throughout the recovery, and there is also room for customized messages based on the needs of the jurisdiction or agency.
4. The public has a voice in the recovery, through public meetings or other media, and they know where to go for information.



## Appendix A – Acronyms

<b>Acronym</b>	<b>Definition</b>
<b>AHRP</b>	All-Hazards Recovery Plan (this plan)
<b>BCC</b>	Teton County Board of County Commissioners
<b>CBO</b>	Community-Based Organization
<b>COG</b>	Continuity of Government
<b>COOP</b>	Continuity of Operations Plan(ning)
<b>CPCB</b>	Community Planning and Capacity Building (RSF)
<b>CRC</b>	Community Recovery Center
<b>DMORT</b>	Disaster Mortuary Operational Response Team
<b>DRC</b>	Disaster Recovery Center
<b>EOC</b>	Emergency Operations Center
<b>EOP</b>	Emergency Operations Plan
<b>ESF</b>	Emergency Support Function
<b>FBO</b>	Faith-Based Organization
<b>FDRC</b>	Federal Disaster Recovery Coordinator
<b>FEMA</b>	Federal Emergency Management Agency
<b>FMAG</b>	Fire Management Assistance Grant
<b>JH</b>	Jackson Hole
<b>JIC</b>	Joint Information Center
<b>JIS</b>	Joint Information System
<b>JTC</b>	Jackson Town Council
<b>LDRM</b>	Local Disaster Recovery Manager
<b>LTRC</b>	Long-Term Recovery Committee
<b>MACS</b>	Multi-Agency Coordinating System
<b>MARS</b>	Multi-Agency Recovery System
<b>MHMP</b>	Multi-Hazard Mitigation Plan
<b>NDRF</b>	National Disaster Recovery Framework
<b>NGO</b>	Non-Governmental Organization
<b>NPO</b>	Non-Profit Organization
<b>PDA</b>	Preliminary Damage Assessment
<b>PIO</b>	Public Information Officer
<b>PW</b>	Public Works
<b>RCG</b>	Recovery Coordination Group
<b>RNA</b>	Rapid Needs Assessment
<b>RSF</b>	Recovery Support Function
<b>SBA</b>	Small Business Administration
<b>SDRC</b>	State Disaster Recovery Coordinator
<b>TC</b>	Teton County
<b>TCEM</b>	Teton County Emergency Management
<b>TOJ</b>	Town of Jackson
<b>USDA</b>	United States Department of Agriculture
<b>UTSE</b>	Unable to Self-Evacuate
<b>VOAD</b>	Voluntary Organizations Active in Disaster
<b>VRC</b>	Volunteer Reception Center
<b>WOHS</b>	Wyoming Office of Homeland Security

## Appendix B – Disaster Declaration

### Emergency Declaration vs. Disaster Declaration

These terms are used interchangeably in various local, state, and federal documents. For the purposes of Teton County and the Town of Jackson, the terms shall be defined as follows:

- **EMERGENCY DECLARATION:** Used to activate the Town/County EOP and activate the Teton County/Town of Jackson Emergency Management Resolution (TOJ #15-24; TC #2015-039). It is anticipated that the situation can be resolved with Town/County resources and limited mutual aid. An Emergency Declaration is a tool to let the public know that it may not be “business as usual” in the jurisdiction until the emergency is resolved. This could apply to curfews, rationing, availability of government services, traffic routing, etc. State Statute W.S. § 19-13-111 and the Town/County Emergency Management Resolution gives Emergency Management the authorization to employ all available resources and personnel of the Town/County.
- **DISASTER DECLARATION:** Includes everything for an Emergency Declaration with the exception that the jurisdiction does not have adequate local or immediately available mutual aid resources to resolve the situation. A Disaster Declaration includes a request for assistance from the next-higher level of government. For example, the Town of Jackson can make a Disaster Declaration to Teton County asking for specific resources to assist with an emergency situation. Teton County can make a Disaster Declaration to the State of Wyoming. If a situation is in both the Town and the County, it is recommended that the two bodies make a joint Disaster Declaration to the State.

An Emergency Declaration *does not* need to be made as a pre-requisite to creating a Disaster Declaration.

### Declaring an Emergency/Disaster

A local emergency/disaster may be declared by either the Town Council, County Commission, or both through a combined declaration as described in the Town/County EOP and the Town/County Elected Officials’ Guide to Emergency Operations.

The emergency/disaster declaration may extend to all or any part of the geographical area under the jurisdiction of the town and/or county. When a wide area disaster occurs the Town Council and/or County Commissioners must determine how decisions will be coordinated if separate disaster declarations are declared. A joint Town/County declaration is preferred if the disaster crosses jurisdictional boundaries.

If the emergency is beyond the capability of the affected jurisdiction to respond, the Town Council and/or County Commissioners may make a disaster declaration to the Governor. Although it is preferred that the Town first makes a declaration to the County, nothing prevents the Town from making a declaration straight to the Governor. Making this type of declaration may lessen the chances of receiving assistance from the State, however, since all options for utilizing local resources (i.e., the County) were not explored.

A disaster declaration may be the first formal declaration action of the Commission and/or Council. Once the local disaster declaration is forwarded to WOHS, a state of emergency can then be declared by the governor using an executive order or proclamation. Teton County Emergency Management shall accumulate and prepare supporting documentation for the declaration through damage assessment and emergency support function information. In many cases, implementation of the State Emergency Operations Plan and access to State and Federal programs or funding are contingent on correctly following the declaration process in a timely manner.

A verbal declaration of an emergency/disaster can be permitted; all declarations should ultimately be made in writing to ensure proper documentation is maintained. Even though a local emergency/disaster declaration can be initiated at any

time, it should be declared prior to requesting response or recovery assistance from the State. Doing so informs state decision makers that an emergency situation exists beyond the response or recovery capabilities of the local jurisdiction.

## Local Declaration of Emergency/Disaster

An emergency/disaster declaration, as outlined in the Town/County EOP, Town/County Elected Officials' Guide to Emergency Operations, and the Wyoming State Operations Plan, activates the response and recovery aspects of any and all applicable local and inter-jurisdictional disaster or emergency plans and authorizes the furnishing of aid and assistance under such plans.

The biggest benefit to the local government for declaring an emergency or disaster is to activate the Town/County Emergency Operations Plan (EOP) and the Town/County Emergency Management Resolution. By activating the local plan and resolution, the jurisdiction will have access to policies, procedures, and agreements that are not necessarily available during day-to-day operations. These measures may pertain to:

1. The performance of public works
2. Entering into contracts
3. Incurring obligations
4. Hiring permanent/temporary workers
5. Using volunteers
6. Securing rental equipment
7. The acquisition and distribution of supplies
8. The appropriation and expenditure of public funds (§16-4-114. Emergency expenditures; requires that a declaration be made and published in a newspaper of general circulation in the municipality)
9. Transportation regulations
10. Resource management

Before implementing any emergency policy, carefully consider at what trigger point you should return to normal business practices. These trigger points will be discussed by the elected officials at the time the declaration is made and will be contingent on the circumstances of the disaster.

The state of disaster or emergency shall continue until the Town Council and/or County Commission finds that the threat of danger has passed or that the disaster has been dealt with to the extent that emergency conditions no longer exist, and the elected body terminates the state of disaster or emergency by executive order or proclamation. The executive order shall indicate:

1. The nature of the disaster
2. The area threatened
3. The conditions which have brought it about or which make possible termination of the state of disaster emergency

An executive order or proclamation shall be disseminated promptly by means calculated to bring its contents to the attention of the public and, unless the circumstances attendant upon the disaster prevent or impede, shall be promptly filed with Teton County Emergency Management and the Wyoming Office of Homeland Security.

## State Declaration of Emergency/Disaster

If a jurisdiction determines the emergency or disaster is beyond its ability to effectively respond, a state of emergency can be declared by the governor, usually through an executive order or proclamation. The local jurisdiction should provide documentation in support of a declaration request, in accordance with Wyoming State Statute and Wyoming Office of Homeland Security policy. The action of the governor will be in support of the local jurisdiction's expressed needs. The declaration of a state of disaster or emergency by the governor serves to activate the emergency response, recovery, and mitigation phases of the state and local emergency management plans; and provide authority for the mobilization and deployment of all resources to which the plans refer, or any other provision of law relating to emergencies.

Once the state declares a disaster the State Operations Plan will be activated, allowing the various state agencies authority and responsibility for emergency functions. The Wyoming Office of Homeland Security will present the Governor with information on the nature and amount of State and local resources that have been or will be committed to alleviating the results of the disaster, provide an estimate of the amount and severity of damage and the impact on the private and public sector, and provide an estimate of the type and amount of State assistance needed.

The state of disaster or emergency shall continue until the governor finds that the threat of danger has passed or that the disaster has been dealt with to the extent that emergency conditions no longer exist, and the governor terminates the state of disaster or emergency by executive order or proclamation. The executive order shall indicate:

1. The nature of the disaster
2. The area threatened
3. The conditions which have brought it about, or which make possible termination of the state of disaster emergency

An executive order or proclamation shall be disseminated promptly by means calculated to bring its contents to the attention of the general public and, unless the circumstances attendant upon the disaster prevents or impede, shall be promptly filed with the Wyoming Office of Homeland Security, the Secretary of State, and the local jurisdiction in the area to which it applies.

## Federal Emergency/Disaster Declaration Process

In 1988, the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 100-707), was enacted to support State and local governments and their citizens when disasters exceeded their capabilities. This law, as amended, establishes a process for requesting and obtaining a Presidential disaster declaration, defines the type and scope of assistance available from the Federal government, and sets the conditions for obtaining that assistance.

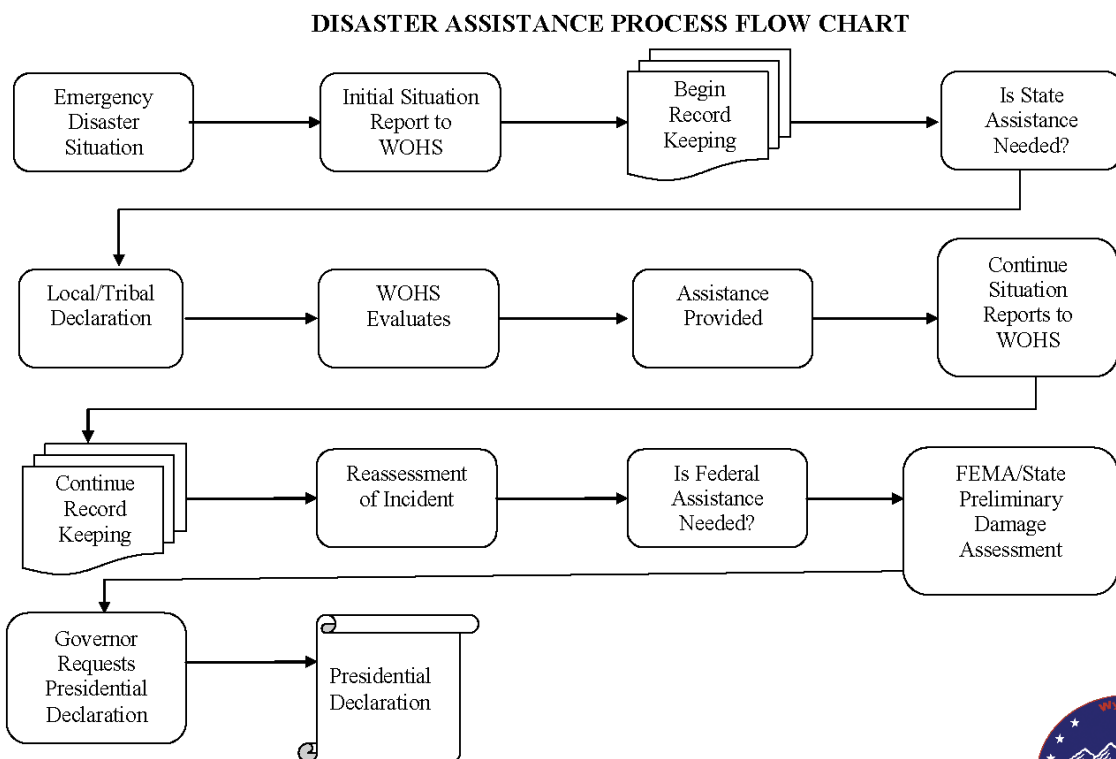
When state and local resources are inadequate to effectively respond to an emergency or major disaster, the Stafford Act allows for federal assistance through a Presidential Disaster Declaration. This assistance is requested by the governor if the situation meets the criteria for a declaration. The governor submits a written request to the president through the Federal Emergency Management Agency (FEMA), Region VIII, in Denver, CO. FEMA gathers information to supplement the governor's request, and this is sent to the president who determines the final disposition. The disposition of the request is transmitted through FEMA Region VIII back to the governor. FEMA, part of the Emergency Preparedness and Response (EPR) Directorate of the Department of Homeland Security, is tasked with coordinating the response of federal agencies with state and local governments.

Based on the Governor's request, the President may declare that a major disaster or emergency exists, thus activating an array of Federal programs to assist in the response and recovery effort. Not all programs, however, are activated for every disaster. The determination of which programs are activated is based on the needs found during the damage assessment and any subsequent information that may be discovered.

### Sequence of Events Leading to a Presidential Disaster Declaration

Following a disaster an Initial Damage Assessment must be performed by the local jurisdiction to assess the impact of the disaster. This assessment should provide a rough estimate of the extent and location of damages. Often this will require the coordination of the various municipal governments and other entities who will also perform their own damage assessments. When the information has been collected, it is provided to the Wyoming Office of Homeland Security.

State and Federal officials then conduct a joint preliminary damage assessment (PDA) with local officials to estimate the extent of the disaster and its impact on individuals and public facilities. This information is included in the Governor's request to show that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the State and the local governments and that Federal assistance is necessary. The PDA is also useful at the local level to begin working on various recovery and mitigation activities (see [Figure 11](#)).



**FIGURE 19 – DISASTER ASSISTANCE PROCESS FLOW CHART**



## Appendix C – Disaster Assistance

### FEMA Disaster Assistance

FEMA has three main types of disaster assistance:

1. Individual Assistance — Aid to individuals and households
2. Public Assistance — Aid to public (and certain private non-profit) entities for certain emergency services and the repair or replacement of disaster-damaged public facilities
3. Hazard Mitigation Assistance — Funding for measures designed to reduce future losses to public and private property.

Some declarations will provide only individual assistance or only public assistance. Hazard mitigation opportunities are assessed in most situations. Additionally, FEMA will only reimburse a portion of total allowable costs (typically 75%).

### FEMA Fire Management Assistance Grant (FMAG)

Fire Management Assistance is available to States, local and tribal governments, for the mitigation, management, and control of fires on publicly or privately-owned forests or grasslands, which threaten such destruction as would constitute a major disaster.

The Fire Management Assistance declaration process is initiated when the Wyoming State Forestry Division submits a request for assistance to the FEMA Regional Director at the time a "threat of major disaster" exists. The entire process is accomplished on an expedited basis and a FEMA decision is rendered in a matter of hours. FMAG provides a 75% federal cost-share only reimbursement to Grantees for actual eligible costs. The grant program reimburses 75 percent of the qualifying expenditures within the approved incident period, and the jurisdiction having authority pays the remaining 25 percent of the qualifying expenditures within the approved incident period. The State must meet or exceed the annually adjusted individual or cumulative fire cost thresholds prior to any funding being approved. Costs incurred for declared and undeclared fires can be used to meet these thresholds.

Eligible firefighting costs, within the approved incident period, may include, but are not limited to labor costs, expenses for field camps; operation and maintenance of equipment, travel and per diem, emergency work, evacuations and sheltering, police barricading, traffic control; tools, materials, and supplies; and mobilization and demobilization activities.

### Small Business Administration Disaster Loans

The U.S. Small Business Administration (SBA) can make federally subsidized loans to repair or replace homes, private property or businesses that sustained damages not covered by insurance. The Small Business Administration can provide three types of disaster loans to qualified homeowners and businesses:

1. Home disaster loans to homeowners and renters to repair or replace disaster-related damages to home or personal property;
2. Business physical disaster loans to business owners to repair or replace disaster-damaged property, including inventory, and supplies; and
3. Economic injury disaster loans, which provide capital to small businesses and to small agricultural cooperatives to assist them through the disaster recovery period.

For many individuals, the SBA disaster loan program is the primary form of disaster assistance.

## Appendix D – Legal References

The following legal references may be applicable during disaster recovery.

### Federal

A comprehensive (but not exhaustive) list of authorities and references for emergency management published by FEMA can be accessed at <https://www.fema.gov/pdf/emergency/nrf/nrf-authorities.pdf>.

- Homeland Security Act of 2002
- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Post-Katrina Emergency Management Reform Act (PKEMRA)
- Disaster Mitigation Act of 2000
- Pets Evacuation and Transportation Standards Act (PETS Act)
- Executive Order 12148
- Homeland Security Presidential Directive 5: Management of Domestic Incidents
- Presidential Policy Directive 8: National Preparedness
- Jeanne Clery Act
- Sandy Recovery Improvement Act of 2013

### State of Wyoming

- §01-01-120. Persons rendering emergency assistance exempt from civil liability.
- §07-04-104. Definitions (County Coroners)
- §09-12-301. Definitions. (Economic disaster)
- §09-12-304. Criteria for loans. (Economic disaster loans)
- §11-05-402. Emergency insect management account; established.
- §11-19-103. Quarantine of diseased animals generally; treatment, testing and vaccination thereof; effect of failure to obey order of state veterinarian; appeal; stay of action.
- §11-19-104. Slaughter of diseased animals; authority of veterinarian; slaughtering order; when consent of owner required.
- §14-03-405. Taking of child into custody; when permitted.
- §15-09-103. Definitions. (Blighted area)
- §15-09-112. Provisions not applicable for disaster area. (Urban renewal planning)
- §15-09-114. Condemnation.
- §15-10-102. Findings prerequisite to exercising authority. (Eminent domain)
- §15-10-106. Dwellings for major disaster victims.
- §15-10-112. Power of eminent domain.
- §15-1-103. General powers of governing bodies. (Appoint Board of Health, dangerous buildings, municipal officers, manage water sources or supplies, eminent domain)
- §16-04-105. Accumulated retained earnings or fund surplus; capital improvements reserve. (Emergency expenditure reserve)
- §16-04-114. Emergency expenditures.
- §16-04-203. Right of inspection; grounds for denial; access of news media; order permitting or restricting disclosure; exceptions.
- §16-07-107. Assurance of replacement housing; waiver.
- §19-13. Wyoming Homeland Security Act

- §19-16-101. Emergency authority to supervise air search and rescue.
- §25-10-109. Emergency detention.
- §35-01-240. Powers and duties. (Power and duty to enforce isolation and quarantine)
- §35-01-241. Safe disposal of corpses in emergency circumstances.
- §35-04-103. Investigation of diseases; quarantine; regulation of travel; employment of police officers to enforce quarantine; report of county health officer; supplies and expenses.
- §35-04-113. Treatment when consent is not available; quarantine.
- §35-04-114. Immunity from liability. (Public health emergency)
- §35-04-115. Definitions. (Public health emergency and quarantine)
- §35-04-222. Notice of danger to health. (Protection of public water supply)
- §35-09-116. Removal of combustible material; remedy of flammable conditions. (Building evacuation)
- §35-09-121. Local enforcement. (Building and Fire Codes)
- §35-09-155. Regional response teams; rulemaking.
- §35-09-156. Local response authority.
- §35-09-157. Right to claim reimbursement.
- §35-09-158. Expense recovery and civil remedies.
- §350-9-301. Closing area upon recommendation of county fire warden.
- §35-09-302. Access of residents to home or property; contents of order of proclamation.
- §36-01-402. Emergency fire suppression account; creation; investment of funds; authorized expenditures.

## Teton County

- Teton County Resolution 88-003, Resolution Implementing for Teton County the Emergency Planning and Community Right-to-Know Act of 1986
- Teton County Resolution 2015-038, National Incident Management System Adoption
- Teton County Resolution 2015-039, Emergency Management Resolution

## Town of Jackson

- Town of Jackson Resolution 15-23, National Incident Management System Adoption
- Town of Jackson Resolution 15-24, Emergency Management Resolution
- §15.08.010 Adoption of the International Fire Code and International Wildland-Urban Interface Code.
- §15.30 Flood Damage Prevention
- §15.38 Demolition Standards
- §15.50 Enforcement (Building Officials and Inspectors)

## Joint Town/County

- TC/TOJ Emergency Operations Plan (EOP)
  - Emergency response plan for TC/TOJ
- TC/TOJ/Teton Conservation District Multi-Hazard Mitigation Plan (MHMP)
  - Contains TC/TOJ Hazard Vulnerability Assessment and hazard mitigation projects
- TC/TOJ Hazardous Materials Emergency Response Plan
  - Outlines emergency response procedures specific to hazardous materials releases
- TC/TOJ Threat and Hazard Identification Risk Assessment (THIRA)
  - Annual planning tool that examines various threats to TC/TOJ, links them to core capabilities, and ranks them to provide for a systematic way to approach emergency planning, preparedness, training, and exercise

- TC/TOJ Training and Exercise Plan (TEP)
  - Utilizing after-action reports and the THIRA, this annual plan chooses top core capabilities that need improvement among TC/TOJ entities and outlines recommended trainings and exercises to achieve competency
- TC/TOJ Tactical Interoperability Communications Plan (TICP)
  - Overall communications plan for TC/TOJ, focusing mainly on public safety radio communications
- TC/TOJ Community Streets Plan
- TC/TOJ Comprehensive Plan
- TC/TOJ Housing Action Plan
- TC/TOJ Integrated Transportation Plan

## Appendix E - Plan Roles and Distribution

This plan will be made publicly available on the TCEM website ([www.tetoncountywy.gov/em](http://www.tetoncountywy.gov/em)). The agencies in this table are named in the AHRP as having a role in disaster recovery. They will be provided an electronic copy of the plan and made aware of plan updates and changes by TCEM.

**TABLE 3 – PLAN ROLES AND DISTRIBUTION LIST**

Agency	Position	AHRP Role(s)
<b>Teton Board of County Commissioners</b>	Chair	Plan approval; Recovery policy direction
<b>Jackson Town Council</b>	Mayor	Plan approval; Recovery policy direction
<b>Teton County Commissioners' Administrator</b>	County Commissioners' Administrator	Local Disaster Recovery Manager (LDRM)
<b>Jackson Town Administrator</b>	Town Administrator	Local Disaster Recovery Manager (LDRM)
<b>Teton County Clerk's Office</b>	County Clerk	Public retention of AHRP; RSF#02 - Economic
<b>Jackson Town Clerk's Office</b>	Town Clerk	Public retention of AHRP
<b>Teton County Attorney's Office</b>	County Civil Attorney	Legal counsel
<b>Jackson Town Attorney's Office</b>	Town Attorney	Legal counsel
<b>Wyoming Office of Homeland Security</b>	Security Unit Chief	State Disaster Recovery Coordinator (SDRC)
<b>Teton County Planning</b>	Teton County Planning Director	RSF#01 - Community Planning and Capacity Building; RSF#04 - Housing
<b>Jackson Planning</b>	Jackson Planning Director	RSF#01 - Community Planning and Capacity Building; RSF#04 - Housing
<b>Teton County Emergency Management</b>	Coordinator	Plan maintenance; RSF#01 - Community Planning and Capacity Building
<b>Teton County Floodplain Manager</b>	Floodplain Manager	RSF#01 - Community Planning and Capacity Building
<b>Jackson Town Floodplain Manager</b>	Floodplain Manager	RSF#01 - Community Planning and Capacity Building
<b>Teton County Parks and Recreation</b>	Director	RSF#06 - Natural and Cultural Resources; RSF#05 - Infrastructure Systems
<b>Teton County Historic Preservation Board</b>	Chair	RSF#06 - Natural and Cultural Resources
<b>Teton County Library</b>	Director	RSF#06 - Natural and Cultural Resources; RSF#03 - Health and Social Services
<b>University of Wyoming Agricultural Extension</b>	Director	RSF#06 - Natural and Cultural Resources
<b>Teton Conservation District</b>	Director	RSF#06 - Natural and Cultural Resources
<b>Jackson Hole Historical Society and Museum</b>	Director	RSF#06 - Natural and Cultural Resources
<b>Jackson Hole Chamber of Commerce</b>	President/CEO	RSF#02 - Economic
<b>Jackson Town Finance</b>	Director	RSF#02 - Economic
<b>Teton County Treasurer's Office</b>	County Treasurer	RSF#02 - Economic
<b>Teton County Assessor</b>	County Assessor	RSF#02 - Economic



Agency	Position	AHRP Role(s)
Jackson Hole Travel and Tourism Board	Executive Director	RSF#02 - Economic
Teton County Public Health	Public Health Response Coordinator	RSF#03 - Health and Social Services
Teton County Voluntary Organizations Active in Disaster	Chair	RSF#03 - Health and Social Services
Jackson Hole Community Counseling Center	Executive Director	RSF#03 - Health and Social Services
Teton County District Board of Health	Chair	RSF#03 - Health and Social Services
Teton County Coroner's Office	County Coroner	RSF#03 - Health and Social Services
St. John's Medical Center	Emergency Manager	RSF#03 - Health and Social Services
Teton County Health Officer	County Health Officer	RSF#03 - Health and Social Services
Teton County/Jackson Animal Shelter	Manager	RSF#03 - Health and Social Services
Teton County Public Works	Director	RSF#05 - Infrastructure Systems
Jackson Town Public Works	Director	RSF#05 - Infrastructure Systems
Teton County Road & Levee	Manager	RSF#05 - Infrastructure Systems
START Bus	Director	RSF#05 - Infrastructure Systems
Teton County Integrated Solid Waste & Recycling	Manager	RSF#05 - Infrastructure Systems
Teton County Facilities Maintenance	Manager	RSF#05 - Infrastructure Systems
Teton County Building Official	Building Official	RSF#05 - Infrastructure Systems; RSF#04 - Housing
Jackson Town Building Official	Building Official	RSF#05 - Infrastructure Systems; RSF#04 - Housing
Teton County Information Technology	Manager	RSF#05 - Infrastructure Systems
Jackson Town Information Technology	Manager	RSF#05 - Infrastructure Systems
Teton County Sheriff's Office Information Technology	Manager	RSF#05 - Infrastructure Systems
Teton County School District	Exec. Dir. Comms & Dist. Svcs.	RSF#05 - Infrastructure Systems
Jackson Hole Airport	Assistant Airport Director	RSF#05 - Infrastructure Systems
Lower Valley Energy	Director of Engineering	RSF#05 - Infrastructure Systems
Fall River Electric	Communications Officer	RSF#05 - Infrastructure Systems
Jackson/Teton County Affordable Housing Department	Director	RSF#04 – Housing
Jackson Hole Community Housing Trust	Executive Director	RSF#04 – Housing
Habitat for Humanity of the Greater Teton Area	Executive Director	RSF#04 – Housing
Teton County Public Information Specialist	Public Information Specialist	Public Information Annex

Agency	Position	AHRP Role(s)
Jackson Town Public Information Officer	Public Information Officer	Public Information Annex

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