



# Indiana Comprehensive Emergency Management Plan (CEMP)

Division of Planning and Assessment  
August 5, 2009

Indiana Department of Homeland Security  
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STATE OF INDIANA  
OFFICE OF THE GOVERNOR  
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Indianapolis, Indiana 46204

Mitchell E. Daniels, Jr.  
Governor

## Memorandum

To: Indiana Public Safety Agencies, Partners and Stakeholders  
From: Governor Mitch Daniels  
Date: August 5, 2009  
Re: Promulgation of the Indiana Comprehensive Emergency Management Plan

The State of Indiana faces disasters and emergencies which threaten the property, economy, environment, and general welfare of its citizens. To this end, government at all levels has a responsibility to mitigate against, prepare for, respond to and recover from such events.

It has been proven normal day-to-day procedures are sometimes not sufficient for effective disaster response and extraordinary measures need to be implemented quickly for the loss of life and property to be kept to a minimum. The Indiana Comprehensive Emergency Management Plan (CEMP) considers key actions necessary to meet the challenges of emergency and disaster situations.

In accordance with [Executive Order 05-09](#), state agencies shall appoint a State Agency Coordinator who will assist the Indiana Department of Homeland Security (IDHS) in the development and validation of the CEMP. It will also be necessary for state agencies to perform the following key activities:

- Fully understand their responsibilities as outlined by the CEMP, which supports the protection of personnel, equipment and critical public records during times of disaster.
- Work to ensure the continuity of essential services which may be needed during and after disasters.
- Build and foster strong relationships and collaboration with agencies, departments and personnel to build an effective emergency management system within the State of Indiana.

IDHS shall be responsible for the coordination and preparation of the CEMP. It shall be consistent with the [National Response Framework](#), the [National Incident Management System](#), as well as key policies and standards.

This plan is effective \_\_\_\_\_

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Mitchell E. Daniels Jr.  
Governor

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# Letter of Agreement

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The Indiana State Comprehensive Emergency Management Plan (CEMP) establishes the basis for providing state assistance to local governments impacted by a disaster or emergency requiring State and possibly Federal assistance. The CEMP assumes a disaster or emergency overwhelms the capability of local governments.

The CEMP covers all four phases of emergency management: mitigation, preparedness, response and recovery. The CEMP also makes considerations for homeland security issues by directing personnel and resources towards prevention and protection activities.

The CEMP is in a checklist format, which requires all state agencies to develop and implement standard operating procedures. These procedures will define and express how tasks, functions and activities will be accomplished in the CEMP. These procedures may be administrative, routine or tactical in nature.

The CEMP uses the Emergency Support Functions concept. Emergency Support Functions are groups of agencies/departments with similar missions, training, activities and resources. These groups are organized in this fashion for ease of direction, control, and coordination before, during and after major events. For example, all state agencies with public health and medical responsibilities are grouped into Emergency Support Function #8 – Public Health and Medical Services. Each state agency is grouped into one or more of these Emergency Support Functions. In addition, each Emergency Support Function has an agency assigned as the primary agency with other agencies as support agencies.

The following departments and agencies agree to support the CEMP and to carry out their assigned functional responsibilities. Other agencies or departments referenced in [Executive Order 05-09](#), but not directly identified in the CEMP, may also be called upon to support facilities, equipment, personnel or other resource needs during implementation of the CEMP.

Additionally, these agencies agree to support ongoing emergency planning efforts to include public safety and specialized training, ongoing maintenance and evaluation of the CEMP, as well as participating in an exercise program to ensure continual validation of the CEMP.

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Joseph E. Wainscott, Jr., Executive  
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**Indiana Department of Homeland  
Security**

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Dr. Paul E. Whitesell  
Superintendent  
**Indiana State Police**

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R. Martin Umbarger, Adjutant General  
**Military Department of Indiana**

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Dr. Judith A. Monroe, Commissioner  
**Indiana State Department of Health**

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Thomas Easterly, Commissioner  
**Indiana Department of Environment  
Management**

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Anne Hazlett, Director  
**Indiana State Department of  
Agriculture**

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David Lott Hardy, Chairman  
**Indiana Utility Regulatory Commission**

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Michael W. Reed, Commissioner  
**Indiana Department of  
Transportation**

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Robert E. Carter, Jr., Director  
**Indiana Department of Natural  
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Dr. Bret D. Marsh, State Veterinarian  
**Indiana State Board of Animal  
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Isaac E. Randolph, Jr., Executive  
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David Terrell, Executive Director  
**Office of Community and Rural  
Affairs**

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Edwin G. Buss, Commissioner  
***Indiana Department of Correction***

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Anne Murphy, Secretary  
***Family and Social Services Administration***

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Greg Zoeller  
***Indiana Attorney General***

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Sally Fay, Communications Director  
***Integrated Public Safety Commission***

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Mark Everson, Commissioner  
***Indiana Department of Administration***

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Dr. Tony Bennett, Superintendent of  
Public Instruction  
***Indiana Department of Education***

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John B. Lyter, Chief Executive Officer  
***American Red Cross of Greater Indianapolis, State Coordinating Chapter***

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Lori A. Torres, Commissioner  
***Indiana Department of Labor***





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## I. Introduction

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### A. Mission

The mission of the State of Indiana Comprehensive Emergency Management Plan (CEMP) is to coordinate emergency management and public safety activities to protect the people, property, economy and the environment of the State.

### B. Purpose

The purpose of the CEMP is to be the comprehensive framework for statewide mitigation, preparedness, response, and recovery activities. The CEMP considers the direct coordination and support from state agencies, departments and other organizations activated during emergencies or disasters. This plan is the emergency operations plan as mandated by [Indiana Code 10-14-3-9 \(a\)](#).

This plan replaces the Indiana Comprehensive Emergency Management Plan promulgated on January 10, 2005.

### C. Scope

The CEMP shall address all hazards which may occur in Indiana as described in the risk assessment documented in the 2008 State of Indiana Standard Hazard Mitigation Plan. All-hazards planning ensures coordination is accomplished for the identified emergency situations and assigns common tasks and those responsible for each task.

The CEMP clearly explains Indiana's ability to mitigate against, prepare for, respond to, and recover from disasters/emergencies, and provides for:

1. A comprehensive general framework for effective use of government, private sector and volunteer resources as outlined in [Indiana Code 10-14-3](#), as amended, and [Executive Order 05-09](#).
2. An outline of state and local government responsibilities in relation to federal disaster assistance programs under [42 United States Code, sections 5121 et seq.](#) and other applicable laws.

### D. Situation and Assumptions

#### 1. Situation

Many hazards threaten Indiana which may cause emergencies and disasters in all, or portions, of the State. Specific characteristics, such as population distribution, land development, weather patterns

and topography all promote unique challenges for managing emergencies and disasters.

Indiana has the following unique attributes:

- a) The State of Indiana is located in the mid-western portion of the continental United States.
- b) According to an estimate in 2008 from the U.S. Census Bureau, Indiana has a population of approximately 6.37 million people.
- c) Indiana has seven interstate highways, three international airports, an extensive rail system, and three marine ports on Lake Michigan and the Ohio River.
- d) The majority of land use in Indiana is agriculturally based focusing on livestock production and harvesting of various crops.
- e) Indiana has an economic impact extending beyond its borders, encompassing international travel, natural gas and fuel supply pipelines, regional power generation and the national distribution of goods and services.

2. Key Planning Assumptions

In order for successful preparedness and response operations to take place, the following key assumptions are listed as a means to gauge participation and support provided by stakeholders at the federal, state and local levels:

- a) The State of Indiana and its political subdivisions have capabilities including manpower, equipment, supplies, and skills to ensure the preservation of lives and property in the event of an emergency or disaster.
- b) Local governments will exhaust local resources and capabilities, including mutual-aid, before requesting assistance from the State.
- c) Ten Homeland Security Districts, consisting of multiple counties, have been established. Before, during or after an emergency event, IDHS District Coordinators may be called upon for consultation and assistance, as well as act as the direct link between impacted communities and the State's Emergency Operations Center (EOC).
- d) The IDHS Response and Recovery Division will administer [Indiana Code 10-14](#) and the state's emergency operations functions during an emergency. The State EOC functions as the central coordination point for the implementation of [Indiana Code 10-14](#).

- e) The State of Indiana may seek additional resources through mutual aid, such as the [Emergency Management Assistance Compact \(EMAC\)](#).
- f) Subject to the appropriate state and local declarations, the federal government may provide funds and assistance to jurisdictions in Indiana. Federal assistance will be requested when disaster relief requirements exceed Indiana's capability.
- g) Federal agencies may provide unilateral assistance under their statutory authority to states affected by a major disaster in lieu of a presidential declaration.
- h) In situations where federal assistance is requested, the Secretary of U.S. Homeland Security is the Principal Federal Official (PFO) and is responsible for coordination of all domestic incidents requiring multi-agency federal response. The Secretary may elect to designate a single individual to serve as his or her primary representative in the field to ensure consistency and effectiveness of federal support (See reference: [National Response Framework](#), January, 2008).
- i) Training, exercise and evaluation of essential agencies and departments will be an ongoing priority to ensure the effective use of resources and capabilities for response.

### 3. Target Capabilities

The U.S. Department of Homeland Security developed the [Target Capabilities List \(TCL\)](#) as a guide for state and local public safety programs to evaluate their ability to prepare for and respond to significant events. The State of Indiana has integrated the use of the TCL in overall planning, training and exercise activities.

The TCL comprises 37 capabilities which address response functions, immediate recovery, selected prevention and protection mission areas, as well as common tasks such as planning and communications in support of all phases of emergency management. Local jurisdictions and states are responsible for the application of the TCL, with support from federal and private sector organizations.

## E. Organization

The CEMP is a product of the overall Indiana Strategy for Homeland Security. The CEMP is comprised of the Basic Plan and supplemental information is integrated through four types of support annexes:

1.     Emergency Support Function (ESF) Annexes  
This section defines the emergency support function structure, including primary and support agencies, and includes tasks in a checklist format covering the four phases of emergency management. These ESFs directly correspond to those found in the [National Response Framework \(NRF\)](#). Additional agency or department plans are appendices to their specific ESF Annex.
  
2.     Planning Support Annexes  
This section provides summaries of documents created as reference or guidance tools for the various ESFs found in the CEMP. These documents examine, in depth, activities which go beyond all-hazard planning by providing a closer examination of tasks, resources and capabilities that support overall preparedness and response.
  
3.     Hazard-Specific Planning Annexes  
This section describes the State’s preparedness and response activities as they relate to specific hazards. These planning elements are integrated into the CEMP to enhance the State’s overall emergency planning capabilities.
  
4.     Reference Annexes  
This section provides additional materials such as a reference list, definitions, acronyms, diagrams or other materials which provide a better understanding of the overall plan and its various sections.

Appendices are additional documents that support an annex. Standard operating procedures (SOPs) and guides (SOGs), as well as other essential information are incorporated into the CEMP through their corresponding annex and/or appendix ([Figure 1](#)).

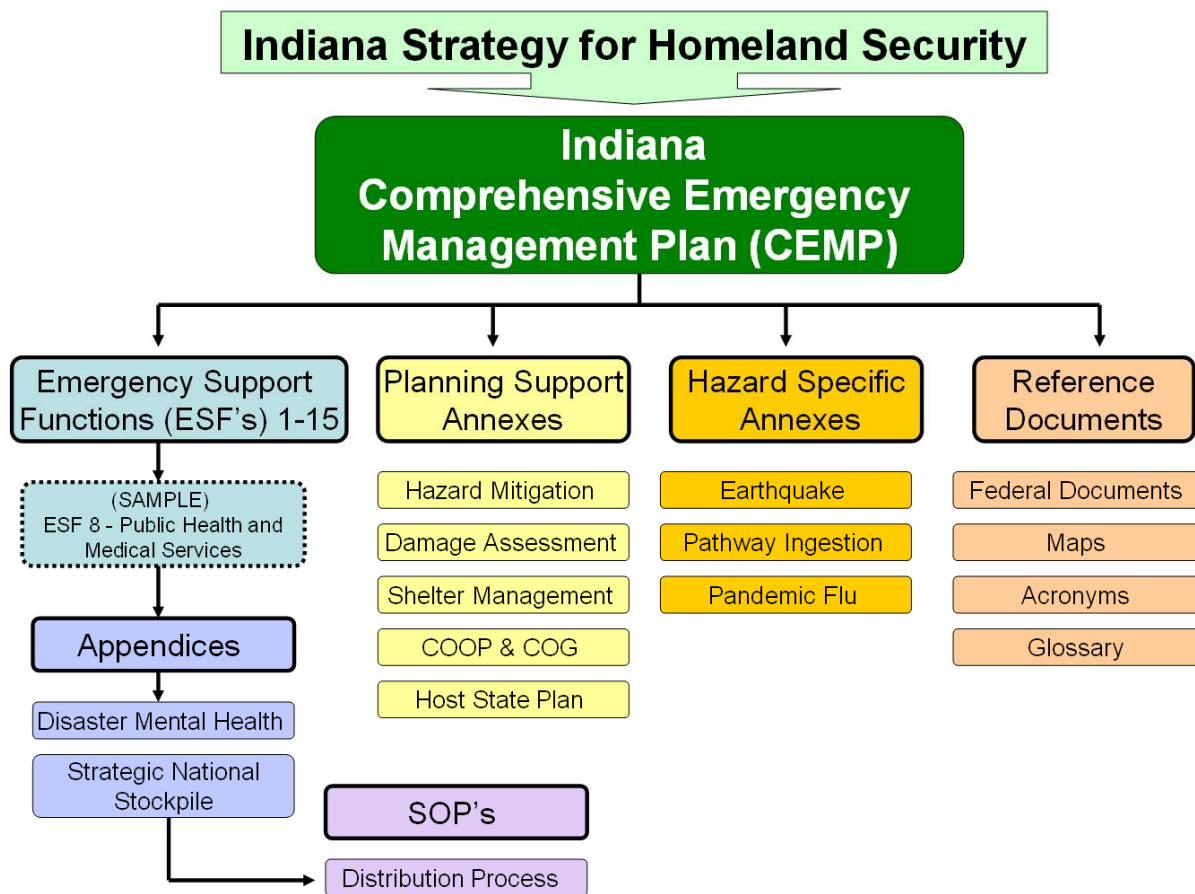


Figure 1: CEMP Organizational Chart

**F. Limitations**

The State will endeavor to make every reasonable effort to respond in the event of a disaster emergency. However, state resources and systems may be overwhelmed. The responsibilities and tenets outlined in the CEMP will be fulfilled only if the situation, information exchange, extent of actual agency capabilities and resources, are available.

There is no guarantee implied by the CEMP that a perfect response to disaster emergency incidents will be practical or possible.

## II. Authorities

Federal, state and local statutes and their implementing regulations establish legal authority for development and maintenance of emergency management plans. The following laws and directives are the basis for the legal authority for the Comprehensive Emergency Management Plan:

### A. Federal

1. [\*\*Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 United States Code \(USC\) 5121 et seq, November 23, 1988.\*\*](#)

This federal law establishes and provides direction for federal and state government entities affected by emergencies and disasters and the means and methods necessary to declare and seek reimbursement and monies to support recovery efforts.

2. [\*\*Homeland Security Act of 2002, November 25, 2002.\*\*](#)

This Act establishes the United States Department of Homeland Security and organizes existing agencies and departments at the federal level into an overall structure to support the protection of the American Homeland.

3. [\*\*Public Health Security and Bioterrorism Preparedness and Response Act, June 12, 2002.\*\*](#)

Also known as the Bioterrorism Act of 2002; this law establishes guidance and directives for the prevention, tracking and reporting of potential or actual events of bioterrorism within the United States. It focuses the public health response personnel toward a number of preparedness activities, which include emergency planning, training, and exercises. It also provides for funding of public health initiatives such as public outreach and equipping personnel for bioterrorism threats.

4. [\*\*Homeland Security Presidential Directive 5, February 28, 2003.\*\*](#)

This Presidential Executive Order establishes and directs the development of the National Incident Management System (NIMS) for the purpose of managing and coordinating major natural or human-caused hazards at the federal, state, and local jurisdictional levels. Additionally, NIMS is now a requirement for all state and local entities receiving federal preparedness assistance through grants, contracts or other activities.

5. [\*\*Homeland Security Presidential Directive 7, December 17, 2003.\*\*](#)

This Presidential Executive Order establishes a national policy for federal departments and agencies to identify and prioritize critical infrastructure and key resources in the United States with the purpose of protecting these locations from terrorist attacks.
6. [\*\*Homeland Security Presidential Directive 8, December 17, 2003.\*\*](#)

This Presidential Executive Order establishes policies to strengthen the preparedness of the United States to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of Federal preparedness assistance to State and local governments, and outlining actions to strengthen preparedness capabilities of Federal, State, and local entities.
7. [\*\*Homeland Security Presidential Directive 9, January 30, 2004.\*\*](#)

This Directive establishes a national policy to defend the agriculture and food system against terrorist attacks, major disasters, and other emergencies.
8. [\*\*U.S. Department of Homeland Security, National Incident Management System \(NIMS\), December 2008.\*\*](#)

This document provides background information on the National Incident Management System (NIMS), which includes a detailed explanation of the core set of concepts and principles of which the program is comprised. These components include command and management; preparedness; resource management; communication and information management; supporting technologies; and ongoing management and maintenance.
9. [\*\*National Response Framework \(NRF\), January 2008.\*\*](#)

This document presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies – from the smallest incident to the largest catastrophe.
10. [\*\*44 Code of Federal Regulations. Emergency Management and Assistance, Chapter 1\*\*](#)

This Code governs the policies, procedures, and programs regarding State and local emergency management assistance required and provided by the Federal Emergency Management Agency (FEMA).

11. [\*42 United States Code 11001 et seq, Superfund Amendment and Reauthorization Act of 1986, Title III.\*](#)

This Code establishes State emergency response commissions, emergency planning districts; and local emergency planning committees and their associated regulations.
12. [\*National Oil and Hazardous Substances Pollution Contingency Plan, 1994\*](#)

The National Oil and Hazardous Substances Pollution Contingency Plan, more commonly called the National Contingency Plan or NCP, is the federal government's blueprint for responding to both oil spills and hazardous substance releases. The National Contingency Plan is the result of our country's efforts to develop a national response capability and promote overall coordination among the hierarchy of responders and contingency plans.
13. [\*Occupational Safety and Health Administration \(OSHA\), Hazardous Waste Operations and Emergency Response \(HAZWOPER\), 29 CFR 1910.120, 1986\*](#)

This OSHA standard includes safety requirements employers must meet in order to conduct five specific types of hazardous waste operations.

## **B. State**

1. [\*Indiana Code 10-19-2.\*](#)

This state law establishes the Department of Homeland Security in the State of Indiana.
2. [\*Indiana Code 10-14-3. Emergency Management and Disaster Law.\*](#)

This state law is the primary guideline for establishing and coordinating local emergency management programs and provides information on the disaster declaration process, emergency planning and other pertinent requirements for successful public safety programs.
3. [\*Indiana Code 10-14-5. Emergency Management Assistance Compact.\*](#)

The purpose of this compact is to provide for mutual assistance among the states entering into this compact in managing any emergency or disaster that is duly declared by the governor of the affected state, whether arising from natural disaster, technological hazard, man made disaster, civil emergency aspects of resources shortages, community disorders, insurgency, or enemy attack. This compact shall also provide for mutual cooperation in emergency

related exercises, testing, or other training activities using equipment and personnel.

4. [Indiana Code 16-19-3.](#)

This state law gives the Indiana State Department of Health the authority to act to protect the health and lives of the citizens of the State of Indiana. The code also gives this department “all powers necessary to fulfill the duties prescribed in the statutes and to bring action in the courts for the enforcement of the health laws and health rules.”

5. [Executive Order 05-09, January 10, 2005.](#)

Establishes and clarifies duties of State agencies for all matters relating to emergency management and designates the Executive Director of the Indiana Department of Homeland Security as the State Coordinating Officer for all emergency and disaster preparedness, mitigation, response and recovery operations for the State of Indiana.

### C. Local

1. *Local Emergency Management Ordinances.* Local Emergency Management (EM) Ordinances are an extension of [Indiana Code 10-14-3](#), at the local jurisdictional level. These local statutes spell out additional, jurisdiction-specific or area-specific requirements the State law does not address. The Local EM Ordinances also provide the Local Emergency Management Director with the authority to act before, during, and after an emergency or disaster, and define the necessary requirements for establishing and maintaining an effective emergency management and public safety program for a given jurisdiction.
2. *Local Comprehensive Emergency Management Plans.* These documents are the multi-discipline, all-hazards plans modeled after the State CEMP and the [NRF](#) for local jurisdictions within the State of Indiana. The plans provide for a single, comprehensive framework for the management of emergency and disaster events within a given jurisdiction. Local Comprehensive Emergency Management Plans (LCEMPs) outline structure and mechanisms for coordinating local preparedness and response activities. The LCEMP also acts as a general reference point for local agencies to develop contingencies to meet the needs of their communities during emergency or disaster events.

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### III. Concept of Operations

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#### A. General

All emergency incidents originate at the local level. In the event an emergency situation exceeds the capabilities of a local jurisdiction, additional support is available at the district, state and federal levels. In such events, the Indiana Department of Homeland Security (IDHS) has been designated as the State coordinating agency. The Executive Director of IDHS has been designated as the State Coordinating Officer (SCO). All available state resources will be fully engaged through the Emergency Support Function (ESF) concept.

#### B. Incident Management and the National Incident Management System (NIMS)

The [National Incident Management System \(NIMS\)](#) provides a unified approach to incident command, standard command and management structures and an emphasis on preparedness, mutual aid and resource management. NIMS is not an operational incident management or resource allocation plan, but a template to guide all levels of government, including private sector and nongovernmental organizations, to work together to prepare for, prevent, respond to and recover from emergency incidents. NIMS implementation includes process, operational and technical standards integrated into emergency response plans, procedures and policies.

NIMS establishes the Incident Command System (ICS) as the organizational structure to be implemented to effectively and efficiently command and manage domestic incidents, regardless of cause, size or complexity. The ICS structure is a standardized, on-scene, all-hazard incident management concept which provides an integrated organizational structure that is able to adapt to the complexities and needs of single or multiple incidents regardless of jurisdictional boundaries.

[Homeland Security Presidential Directive 5 \(HSPD-5\)](#) requires all federal agencies and departments to adopt NIMS. The State of Indiana adopted NIMS as the State standard for incident management in [Executive Order 05-09](#).

#### C. Multi-Agency Coordination

The evolution of the size and complexity of hazards and threats has demonstrated the need for effective planning and coordinated emergency response. These events also show disasters have no geographical, economic or social boundaries and involve multiple jurisdictions, agencies

and organizations. In order to effectively manage and focus efforts of a multi-agency coordination system, the State of Indiana has adapted its planning and response capability based upon the following operational constructs.

1. Executive Policy Group

Emergencies and disasters can produce issues that require prompt decisions to serve both short and long term emergency management needs. At times, these decisions require a higher level of authority and leadership to work through governmental issues, state law and jurisdictional impacts. In order to ensure these kinds of decisions are made effectively, an Executive Policy Group has been established to address issues concerning the safety and welfare of Indiana residents, property and the environment.

The composition of the group consists of stakeholders with the authority to make policy-related decisions, but varies depending upon the type, size and complexity of the event. In accordance with [Executive Order 05-09](#), these stakeholders may include, but are not limited to representatives from IDHS, the Governor's office, Legislators, State Department of Health, Indiana National Guard, Indiana Department of Transportation, Indiana Department of Natural Resources and the Indiana State Police. Decisions from the Executive Policy Group are communicated to the Response Division Director of Operations for implementation and to the general public through the IDHS [Public Information Officer \(PIO\)](#) and [Joint Information Center \(JIC\)](#).

2. Emergency Support Functions (ESFs)

The ESF structure used in the State of Indiana reflects the structure defined in the [National Response Framework \(NRF\)](#). Each ESF provides support, resources, program implementation and services to meet their specific challenges and responsibilities within the mitigation, preparedness, response and recovery phases of emergency management. All state agencies are required to support emergency operations in accordance with [Executive Order 05-09](#).

The State ESF concept is illustrated in [Table 1](#) with an overview of general functions. However, additional ESFs or tasks could be assigned to address Indiana's specific emergency management needs.

Each ESF is responsible for developing written SOPs and/or SOGs to support the CEMP. Each ESF must also conduct training, exercises and evaluation of their SOPs, guides and plans to ensure their effectiveness and integration into the CEMP.

**Table 1: Emergency Support Functions (ESFs)**

<b>ESF #1 TRANSPORTATION</b>			
<b>Primary Agency</b>	<b>Support Agencies</b>	<b>Non-Governmental</b>	<b>General Functions</b>
<b>Indiana Department of Transportation</b>	IDHS, ISP, INNG, IDOE, IDOC, IDOA, BOAH, SPD, IDOL, ISDH	ARC of IN, INVOAD	State public road support; Transportation safety; Restoration/ recovery of transportation infrastructure; movement restrictions; damage and impact assessment
<b>ESF #2 COMMUNICATIONS</b>			
<b>Primary Agency</b>	<b>Support Agencies</b>	<b>Non-Governmental</b>	<b>General Functions</b>
<b>Integrated Public Safety Commission</b>	IOT, IDHS, INNG, IURC	RACES, Motorola, AT&T, Cisco Systems	Coordination with telecommunications and information technology industries; Restoration and repair of communications infrastructure; Protect, restore and sustain state information technology resources
<b>ESF #3 PUBLIC WORKS &amp; ENGINEERING</b>			
<b>Primary Agency</b>	<b>Support Agencies</b>	<b>Non-Governmental</b>	<b>General Functions</b>
<b>Indiana Department of Administration – Public Works Division</b>	INDOT, ISDH, IURC, IDOA, ISP, OFBCI, INNG, IOSHA, FSSA, BOAH, IDNR, Dept of Correction, IEDC	ARC of IN, INVOAD, IN-SAVE	Infrastructure protection and emergency repair; Infrastructure restoration; engineering services and construction management; Critical infrastructure liaison
<b>ESF #4 FIREFIGHTING &amp; EMS</b>			
<b>Primary Agency</b>	<b>Support Agencies</b>	<b>Non-Governmental</b>	<b>General Functions</b>
<b>Indiana Department of Homeland Security -Fire Marshal</b>	IFCA, EMS, MCFCA, IIFC, INNG, ISP, INDOT, ISDH, IURC, Dept. of Insurance, FSSA, IDOL, IDOA, IDEM, OFBCI	EMS, Fire Chief's Association, ARC of IN, INVOAD	Firefighting activities support and Task Force support; EMS support, Resource support to rural and urban firefighting operations
<b>ESF #5 EMERGENCY MANAGEMENT</b>			
<b>Primary Agency</b>	<b>Support Agencies</b>	<b>Non-Governmental</b>	<b>General Functions</b>
<b>Indiana Department of Homeland Security</b>	All state agencies in accordance with Executive Order 05-09.	ARC of IN, INVOAD	Coordination of incident management and response efforts; Issuance of mission assignments; Resource and human capital; Incident action planning; Financial management for immediate response needs

ESF #6 MASS CARE, HOUSING & HUMAN SERVICES			
Primary Agency	Support Agencies	Non-Governmental	General Functions
American Red Cross of Greater Indianapolis, State Coordinating Chapter	OFBCI, IDHS, IURC, ISDH, IDOA, ISP, INNG, Dept. of Insurance, FSSA, INDOT, IDEM, BOAH, IDOE, IEDC, IHADA	Salvation Army, INVOAD	Mass care/shelter; Emergency assistance; Disaster housing; Human services
ESF #7 RESOURCE SUPPORT			
Primary Agency	Support Agencies	Non-Governmental	General Functions
Indiana Department of Administration	IDHS, INDOT, Treasurer of State, ISDH, IURC, SPD, Dept of Labor, ISP, IEDC, INNG, State Budget Agency, Dept of Insurance, FSSA, OFBCI, Dept of Correction, Dept of Education, IDNR	ARC of IN, INVOAD	Resource support (facility space, office equipment and supplies, contracting services, etc.); Financial management of long term and recovery needs
ESF #8 PUBLIC HEALTH AND MEDICAL SERVICES			
Primary Agency	Support Agencies	Non-Governmental	General Functions
Indiana State Department of Health	IDHS, EMS, INDOT, INNG, ISP, OFBCI, FSSA, BOAH, Dept. of Commerce, IDOA, State Budget Agency, IURC, Dept. of Insurance, Dept. of Labor, SPD, State Treasurer, IHA	ARC of IN, INVOAD	Public health; Medical support; Mental health services; Mortuary services
ESF #9 SEARCH & RESCUE			
Primary Agency	Support Agencies	Non-Governmental	General Functions
Indiana Department of Homeland Security -Fire Marshal	IN-TF1, IFCA, INDOT, ISDH, IURC, SPD, Dept of Labor, Treasurer of State, ISP, Dept of Commerce, INNG, State Budget Agency, Dept of Insurance, FSSA, OFBCI, BOAH, IDNR	ARC of IN, INVOAD	Life-saving assistance; Urban search and rescue operations; Confined space rescue
ESF #10 OIL & HAZARDOUS MATERIALS RESPONSE			
Primary Agency	Support Agencies	Non-Governmental	General Functions
Indiana Department of Environmental Management	IDNR, IDHS-HAZMAT, INDOT, ISDH, ISP, INNG, EMS, Dept. of Insurance, FSSA, IDOA, SPD	ARC of IN, INVOAD	Oil and hazardous materials (chemical, biological, radiological, etc.) response; Spill restoration, short-and long-term environmental cleanup

ESF #11 FOOD, AGRICULTURE AND NATURAL RESOURCES			
Primary Agency	Support Agencies	Non-Governmental	General Functions
<b>Board of Animal Health</b>	IDHS, Dept. of Agriculture, IDEM, IDNR, ISDH, INNG, ISP, INDOT, Office of the State Chemist, OFBCI, IURC, SBA, OCRA, FSSA, Dept. of Commerce, IDOA, IDOL, EMS	ARC of IN, INVOAD, Animal Commodity Groups, Indiana Animal Disease Diagnostic Lab, Purdue Extension Network, Purdue Plant & Pest Diagnostic Laboratory, Indiana Farm Bureau, Indiana Veterinary Medicine Association	Domestic agriculture support: Animal and plant disease/pest response; Food safety and security; Pet emergency care
ESF #12 ENERGY			
Primary Agency	Support Agencies	Non-Governmental	General Functions
<b>Indiana Utility Regulatory Commission</b>	Office of Utility Consumer Counselor, IDHS, ISDH, Office of Energy and Defense Development, IDEM, FSSA, INNG, INDOT	Rural Electric Cooperatives, Municipal Electric Cooperatives, Investor-owned Utilities, NIPSCO, IPALCO, Duke Energy, Vectren Corp., Indiana-Michigan Power, Central Indiana Power	Energy infrastructure assessment, repair, and restoration; Energy industry utilities coordination; Emergency utilities restructuring and transfer
ESF #13 PUBLIC SAFETY AND SECURITY			
Primary Agency	Support Agencies	Non-Governmental	General Functions
<b>Indiana State Police</b>	IDNR, State Excise Police, INNG, IDHS, Dept. of Correction, Dept. of Labor, ISDH, FSSA, INDOT, IDOA	ARC of IN, INVOAD	Law enforcement and military assistance; Security planning and technical resource assistance; Public safety/security support/escort support; Support to access, traffic, crowd control and evacuation
ESF #14 LONG-TERM RECOVERY AND MITIGATION			
Primary Agency	Support Agencies	Non-Governmental	General Functions
<b>Indiana Department of Homeland Security – Recovery &amp; Mitigation</b>	OCRA, IN Chamber of Commerce, IDOL, OFBCI, Dept. of Insurance, FSSA, IDOE, BMV, IHCDA, IDHS, Dept. of Agriculture, IDOA, IURC, SBA, EMS, Office of the State Treasurer, SPD, INDOT, IDNR, BOAH, ISDH	Salvation Army, INVOAD, ARC of IN	Economic community impact assessment; Long-term community recovery assistance to State/local government and the private sector; Recovery in long-term disaster
ESF #15 EXTERNAL AFFAIRS			
Primary Agency	Support Agencies	Non-Governmental	General Functions
<b>Indiana Department of Homeland Security - Public Information Officer</b>	IOT, Governor's Office, OFBCI, ISDH, BOAH, SPD, IDOL, IDEM, IDOE, IURC, Dept. of Agriculture, ISP, IDOA, INNG, FSSA, OCRA, IDNR, INDOT	ARC of IN, INVOAD, Indiana Broadcasters Association, EAS, Indiana Geological Survey	Emergency public information; Media and community relations; Congressional and international affairs; Public warnings and pre-incident information

3. Districts

The district organization and planning concept is comprised of multiple jurisdictions, disciplines and agencies. Together they focus on common strategic goals and objectives to satisfy and meet national, state and local homeland security and public safety needs. By coming together, many counties, local governments and the State benefit from sharing resources, eliminating redundancy in critical response activities and coordinating emergency, planning, training and exercise activities. The State of Indiana has established ten Homeland Security Districts ([Figure 2](#)) to support this collaboration. These Districts each consist of several counties, all of which have multiple capabilities and resources.

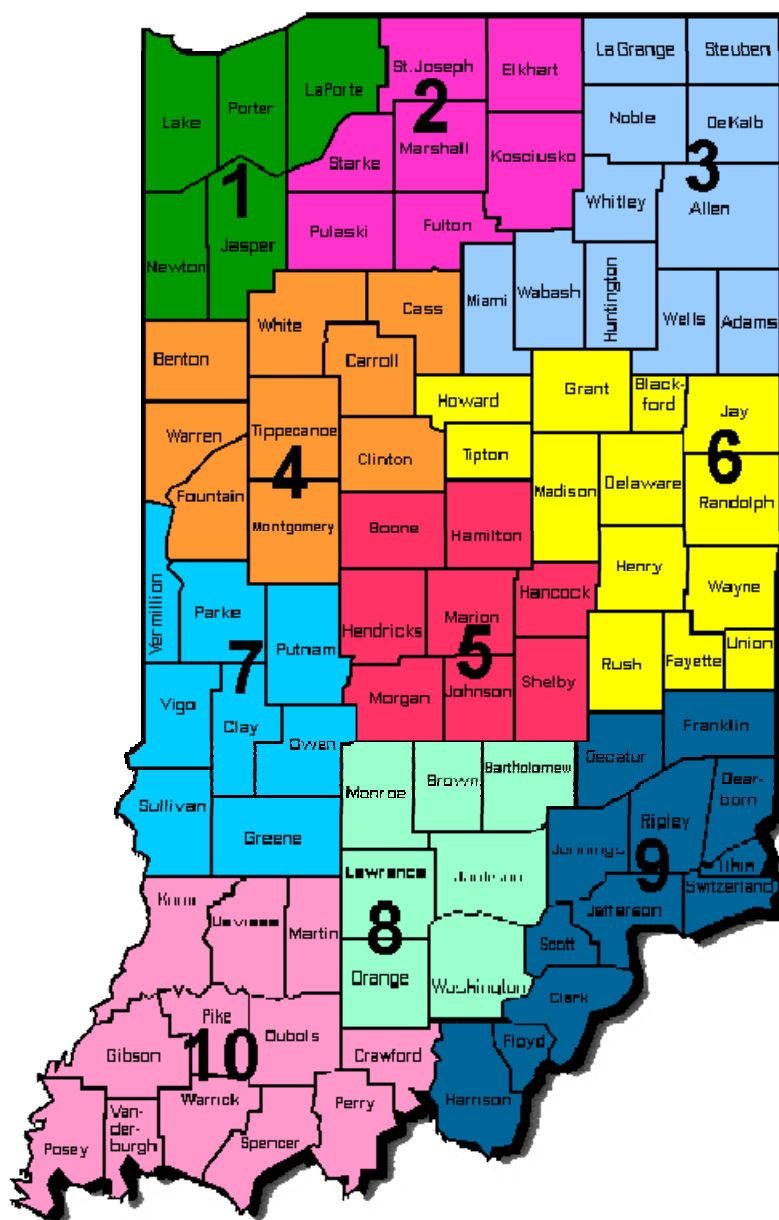


Figure 2: IDHS District Map

- a) **District Coordinators**  
IDHS has established, in each of the ten districts, a District Coordinator to serve as a liaison between the local jurisdictions and IDHS. District Coordinators should be considered a valuable resource for individual counties and districts, both for routine and emergency situations, as they can provide insight, consultation and support when critical decisions must be made. A District Coordinator may also act as a direct link to the State EOC to relay incident specific information, as well as communicate critical resource needs.
- b) **District Planning Councils (DPC)**  
To assist local emergency responders and government officials as well as improve overall coordination, the State of Indiana has developed the District Planning Council Program. The DPC Program was developed to assist each of Indiana's ten Homeland Security Districts in planning, organizing and managing critical emergency response activities on a regional basis.
- c) **District Planning Oversight Committee (DPOC)**  
A DPOC is established for each district to provide executive level oversight and support for the activities of the DPC. The DPOC will serve as the primary oversight entity for the formal appointment of the DPC members. DPOC membership is comprised of the President of the County Commissioners for each county in the District, the mayor or Town Board President of the most populated city or town for each county in the District, or other elected officials as deemed necessary by the DPOC, provided no one county has a majority on the committee.
- d) **District Response Task Force (DRTF)**  
A DRTF is a response asset designed to provide specialized response personnel and equipment to every Indiana county, enabling them to protect the public, the environment, and property during natural, technological and homeland security related incidents. The core capabilities of a team include command and control, fire, law enforcement and emergency medical services. The composition of a DRTF will vary between Districts, depending on the availability and capability of resources.

4. State Emergency Operations Center (EOC)

The Indiana State EOC is the physical location where multi-agency coordination occurs and is managed by IDHS. The purpose of the State EOC is to provide a central coordination hub for the support of local, district and state needs. The State EOC can be configured to expand or contract as necessary to respond to the different levels of incidents requiring state assistance ([Table 2](#)).

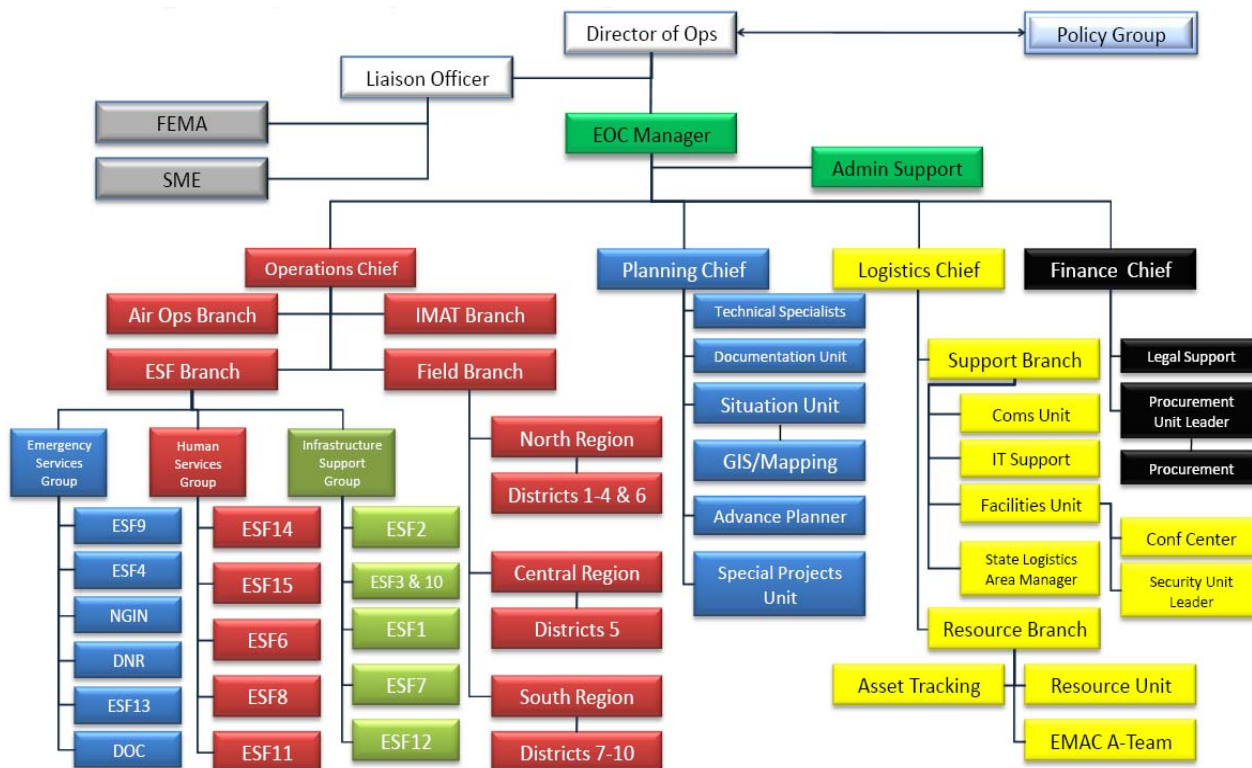
**Table 2: EOC Activation Levels**

Level #	Name of Level	Description	Example
IV	Daily Ops/Limited Emergency Conditions	A situation has occurred or may occur to warrant further actions.	Tornado Watch
III	Active Emergency Conditions	A situation has occurred requiring limited activation of the state emergency operations center (State EOC). May require activating a Joint Information Center (JIC).	Flooding
II	Significant Emergency Conditions	A situation has occurred requiring full activation of the State EOC. Will require activation of a Joint Information Center (JIC).	Large Tornado
I	Full Emergency Conditions	A situation has occurred requiring full activation of the State EOC and policy level personnel including the Governor. Will require activation of a Joint Information Center (JIC).	Large Earthquake

a) Structure and Organization

The State EOC is staffed and organized with the Emergency Support Function (ESF) concept incorporated into an ICS structure. Agencies that comprise ESF positions are activated in the State EOC during an incident to execute the response phase of emergency management. These ESF positions correspond to those described in [Section III.C.2](#). The designated primary and support agencies for the ESF positions in the State EOC can be arranged and tasked as needed by the IDHS Response Division Director of Operations. The ESF primary agencies remain responsible for the coordination of all phases of emergency management as outlined in their [ESF Annex](#), regardless of their State EOC staffing assignment.

The following organizational chart (**Figure 3**) illustrates the command structure employed at the State EOC and where federal support is integrated.



**Figure 3: State EOC Organizational Chart**

- b) **Data Collection and Dissemination**  
 IDHS has implemented a web-based crisis information management system known as WebEOC. A primary objective of WebEOC is to provide key personnel with a platform to share, analyze and manage emergency management and homeland security information throughout the State. WebEOC also serves as a collaborative tool and provides a common operating picture through situational awareness. The system has resource management capabilities to share information and track critical missions and tasks. WebEOC is a vital daily operations tool for the purpose of organizing, managing, and sharing critical information before an emergency or disaster. Access to WebEOC is limited to local, state and federal homeland security partners who have an operational need to utilize this collaborative tool.  
 Key information is also shared with federal partners through various federal systems, including the Homeland Security Information Network (HSIN).

c) Resource Support

In an emergency or disaster, requests for resource support originate from the Incident Command or Unified Command and are directed to the local emergency management agency (EMA). As local resource capabilities become overwhelmed, the local jurisdiction’s EMA requests support from the State EOC based on the projected needs of the local incident action plan. A request exceeding state capabilities can be fulfilled using mutual aid, federal assistance or other appropriate means.

The State resource request process is continuous to meet the varying needs of local jurisdictions throughout the life of an emergency event. The process may require alteration, activation of mutual-aid agreement(s), or assistance from federal agencies, as needed. The resource request process flow is illustrated in the following figure.

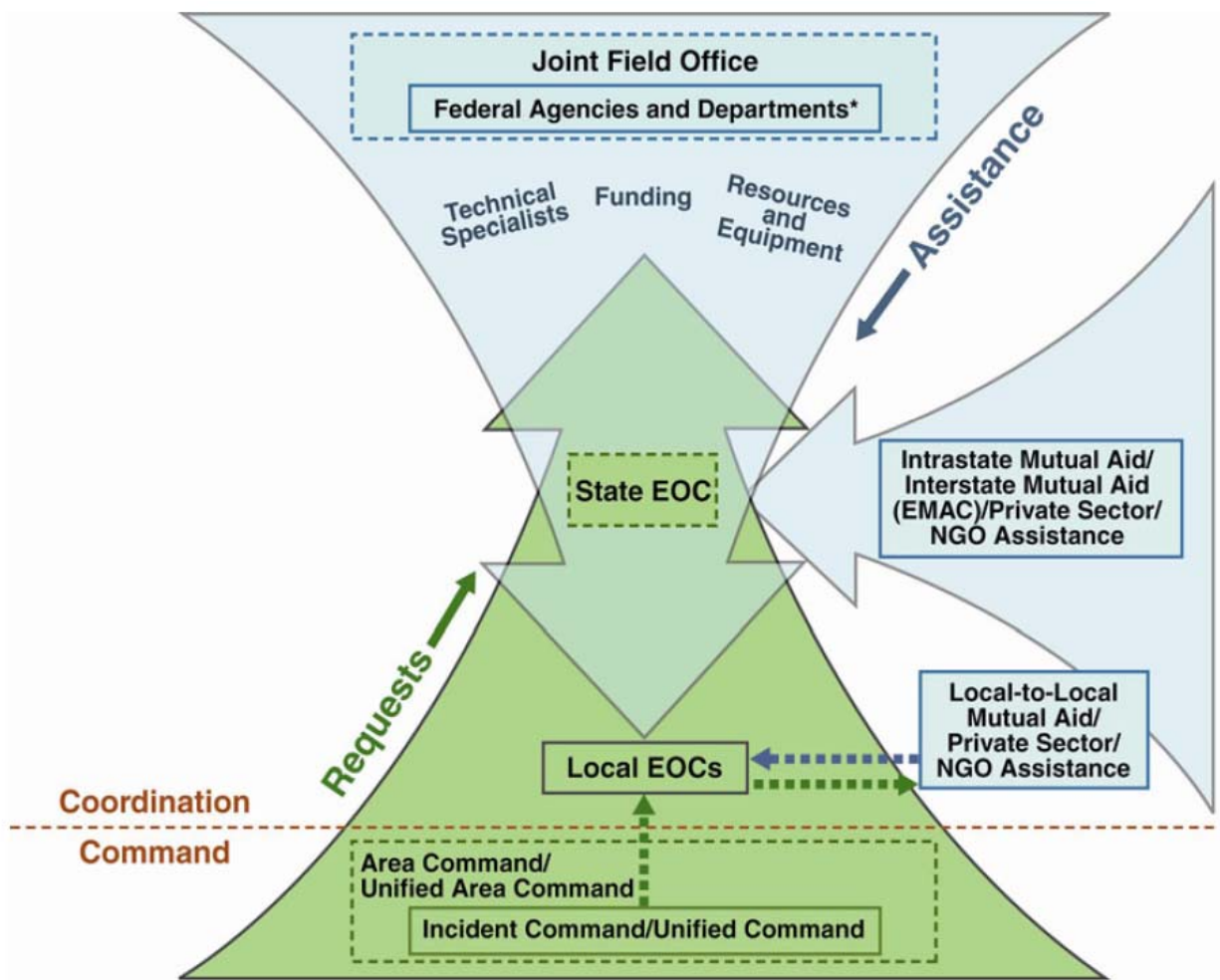


Figure 4: Resource Request Process

State resources may also be requested by federal, state or local jurisdictions for activation in exercises, testing or training. Participation in these activations allows for the continued development and improvement of public safety programs and resources.

d) Incident Management Assistance Team (IMAT)

The State of Indiana has developed the ability to provide deployable resources capable of supporting local emergency management agencies and local incident commanders with administrative, organizational and technical guidance. This team could be utilized in an advisory, management, coordination, and/or command capacity. At the local level, an established team will focus on the management and command functions of incident management. The components of a team are interchangeable depending on the needs of the requesting jurisdiction or the type of incident.

5. Volunteer Coordination

The management of voluntary organizations and volunteers is critical for an efficient and effective response to a disaster. The Office of Faith-Based and Community Initiatives (OFBCI) develops and implements plans to coordinate these volunteer services and donated goods with support from the Indiana Voluntary Organizations Active in Disaster (INVOAD). Although each volunteer organization is an independent agency, they communicate with each other, exchange ideas, supplies, equipment and personnel. In addition, OFBCI and volunteer organizations are an integral part of a community's immediate and long-term recovery needs.

6. Private Sector Organizations

The [National Infrastructure Advisory Council \(NIAC\)](#) reported nearly 90 percent of our nation's critical infrastructure is owned or managed by private companies. Emergency management's collaboration with these private sector organizations is essential for effective response and recovery efforts.

Private-sector organizations that can provide a specific disaster-related service to the State or local governments are encouraged to establish pre-incident operational agreements with emergency management agencies.

7. Federal Integration

The following diagram demonstrates where the State EOC is integrated into the regional and national emergency management system.

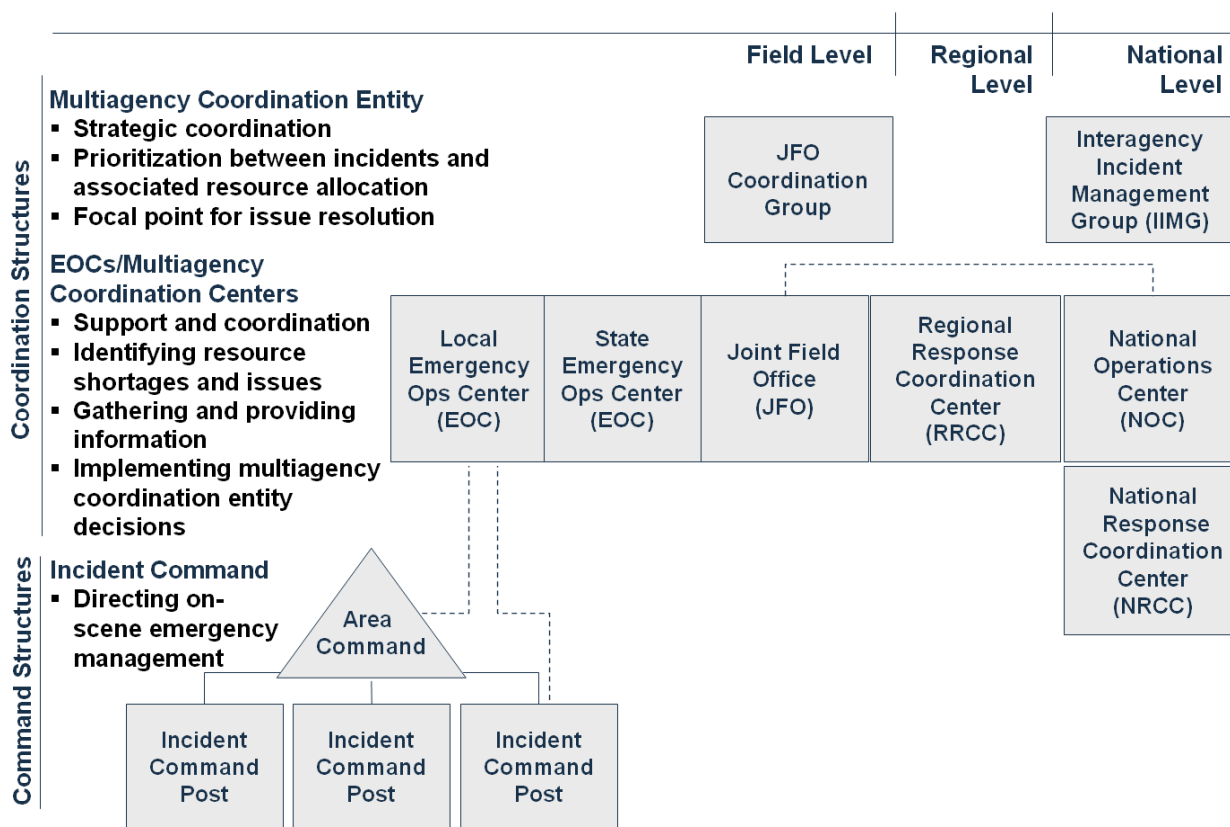


Figure 5: State and Federal Command and Coordination Framework

#### D. Public Information

During an incident or planned event, providing coordinated and timely public information is critical to helping the affected community. Effective and accurate communication to the public about an incident can save lives and property, and can also help to ensure credibility and public trust. This vital public safety information is disseminated through various media outlets, including television, radio, print and the Internet.

##### 1. Public Information Officer (PIO)

The IDHS PIO serves in the State EOC as the ESF-15 representative responsible for communicating with governments, the media, the private sector, the general public and special needs populations, with respect to incident related information.

2. Joint Information Center (JIC)

The JIC includes representatives from multiple agencies and organizations collaborating to provide a unified message regarding response and recovery efforts to the public. Information regarding the provision of assistance is communicated in an accessible format from the JIC.

## **E. Continuity Planning**

Continuity planning assures the preservation of government under the state and federal Constitutions and continuing performance of essential functions under all emergency conditions. The State of Indiana mandated the development and implementation of a continuity of operations plan for all critical State agencies identified in [Executive Order 05-09](#). The composition of such state plans is developed in accordance with federal continuity of operations guidelines. These provisions for the continuity of government and the continuity of operations assure critical emergency functions can be performed when elected or appointed leadership are unable to fulfill their duties and responsibilities.

1. Continuity of Government (COG)

Each state and local executive, legislative and judicial branch of government are responsible for establishing a line of succession to ensure the continuation of government functions and services. This line of succession is the first step in developing a continuity of government plan and delegates authority for the successors; establishes provisions for the preservation of records; develops procedures for the relocation of essential departments; and develops procedures to deploy essential personnel, equipment, and supplies. The [State of Indiana Constitution \(Article 5, Section 10\)](#) establishes the lines of succession for the office of the Governor. For local jurisdictions, the lines of succession and authorities should be established under local ordinances.

Each state agency and local jurisdiction will include this information in its standard operating procedures, guides or plans.

2. Continuity of Operations Plan (COOP)

Under [Executive Order 05-09](#), each state agency shall develop and keep current a continuity of operations plan to ensure its essential functions are performed during any emergency or situation which may significantly disrupt normal operations. This COOP document shall be developed in accordance with the appropriate federal and state guidelines and in cooperation with all applicable state agencies identified in [Executive Order 05-09](#).

## F. Emergency Management Phases – General Activities

Emergency management in the State of Indiana is achieved through four distinct phases: Mitigation, Preparedness, Response and Recovery. These phases were established to effectively address key emergency functions before, during and after a disaster.



### 1. Mitigation

Mitigation can be defined as a jurisdiction's efforts to lessen the impact of natural or human-caused disasters in order to prevent or protect against the long-term risk to human life and property.

The State of Indiana's mitigation efforts start with the identification and analysis of potential hazards which may impact the State. This hazard analysis, found in the 2008 Hazard Mitigation Plan, focused on past hazards, and the efforts underway to alleviate or reduce these hazards. The Hazard Mitigation Plan also considers the consequences of an event in terms of casualties, the potential disruption to critical services and the cost associated with recovery.

The mitigation tasks found within the CEMP, however, focus on those tasks to be performed by agencies that comprise each of the State's fifteen (15) ESFs. Common mitigation tasks shared by all state agencies include, but are not limited to:

- a) Establish procedures used to educate and involve the public in mitigation programs
- b) Identify potential protection, prevention, and mitigation strategies for high-risk targets
- c) Establish procedures used to develop sector-specific protection plans
- d) Establish laws, codes, regulations and executive orders to protect life and property of a given jurisdiction

### 2. Preparedness

Preparedness can be defined as the range of deliberate critical tasks and activities taken by a jurisdiction that are necessary to build, sustain and improve operational capabilities to respond to and recover from emergencies and disasters.

Indiana's preparedness activities encompass a comprehensive program focusing on planning, training and exercise, as well as resource identification and acquisition. Preparedness activities require an ongoing, coordinated effort at every level of government and with private entities and individual citizens.

Common preparedness activities shared by all state agencies include, but are not limited to:

- a) Delegate authorities and responsibilities for emergency actions
- b) Assign, designate, and/or procure personnel, facilities, equipment, and other resources to support emergency actions
- c) Training of personnel, including a program which tests and exercises essential equipment and emergency plans and procedures
- d) Sustaining the operability of facilities and equipment
- e) Implementation of plans or other preparations to facilitate response and recovery operations
- f) Establish a resource management system including inventory, deployment and recovery capabilities

3. Response

Response can be defined as those immediate actions to save lives, protect property and the environment and meet basic human needs. Response also includes the execution of emergency plans and actions to support short term recovery.

Common response tasks shared by all state agencies include, but are not limited to:

- a) Employ resources in order to save lives, protect property and the environment, and preserve the social, economic, and political structures
- b) Establish and maintain situational awareness and a common operating picture for an incident
- c) Effectively coordinate response actions and demobilize personnel and resources

4. Recovery

Recovery can be defined as those actions or programs implemented by a jurisdiction to restore a community's infrastructure, as well as the social and economic aspects of an effected area to a pre-disaster state.

In the State of Indiana, recovery efforts begin as response resources are activated. These recovery efforts are dependent

upon the complexity of an incident and its impact on an area. For this reason, recovery takes place in two distinct levels:

- a) Short-Term Recovery is defined as the immediate actions that overlap with response. These actions may include meeting essential human needs, restoring utility services and reestablishing transportation routes.
- b) Long-Term Recovery is defined as elements commonly found, but not exclusively, outside the resources of the State of Indiana. This level may involve some of the same short-term recovery actions which have developed in to a long-term need. Depending on the severity of the incident, long-term recovery may include the complete redevelopment of damaged areas. Long-Term Recovery is addressed and supported in Emergency Support Function (ESF) -14.

## IV. Financial Management and Administration

### A. Introduction

This section provides financial management guidance to IDHS and other state agencies to ensure funds are provided and financial operations are conducted in accordance with state policies and procedures during the response and recovery phases of an emergency or disaster.

The policy of the State of Indiana, as identified in [Indiana Code 10-14-3-32](#), ensures that funds will always be available to meet the needs for disasters and emergencies. If these regularly appropriated funds for state and local agencies are inadequate to cope with a particular disaster or emergency event, additional funding may be available from the Governor's Contingency Fund under the provisions of [Indiana Code 4-12-1-15](#) and [10-14-3-28](#).

Federal assistance and financial support may also be made available following an approved Governor's Disaster Emergency Declaration. If federal support is not available, the State Disaster Relief Fund under [Indiana Code 10-14-4](#) exists to assist eligible entities with response and recovery costs.

In accordance with the Governor's [Executive Order 05-09](#), the cost of providing services, facilities, equipment, personnel and resources during an emergency shall be borne by the providing state agency. The type of emergency or disaster will dictate the procedures and amounts expended.

Logs, formal records and file copies of expenditures to provide clear and reasonable accountability and justification for reimbursement are maintained during an emergency or disaster. The keeping of these records facilitates the final closeout of financial operations and supports an audit of financial records.

### B. Responsibilities

The IDHS Executive Director will identify and attempt to acquire emergency funds for the response and recovery of the disaster emergency; direct efforts to secure additional emergency appropriations; and designate a program manager for funds allocated to emergency response and recovery activities. The IDHS Executive Director may also designate a Division Director or the Chief of Staff to act on his/her behalf and in his/her absence pursuant to [Indiana Code 10-19-3-5](#), to acquire funds for response and recovery activities.

The primary individual charged with the responsibility to collect, organize, report and disseminate disaster funds will be the IDHS Chief Financial Officer (CFO). He/She will ensure the following is completed:

1. During the response phase, serves as primary advisor to the Executive Director or designee on all financial matters.
2. The IDHS CFO has signature authority for funds allocated to an emergency or disaster. The CFO will work closely with program managers to ensure funds are properly managed.

The IDHS Director of Response and Recovery will act as the primary coordinator for disaster operations and will outline critical resources, equipment and services which may require the expenditure of funds to manage and stabilize emergency situations.

### C. Financial Management Operations

Timely financial support of response activities will be critical to successful emergency response. Innovative and expeditious means may be used to achieve financial objectives. It is mandatory for generally accepted state financial policies, principles and regulations to be employed to ensure against fraud, waste and abuse and to achieve proper control and use of public funds.

The procurement of resources will be in accordance with the Indiana Department of Administration (IDOA) and statutory requirements for established procedures regarding emergency and non-emergency conditions.

Each agency is responsible for providing its own financial services and support to its response operations in the field, as well as the recording and retention of all financial documentation. Funds to cover eligible costs for response activities may be dispersed through IDHS.

The following key tasks for financial operations should be considered as a means to effectively support and manage funding for emergency activities:

1. **Mitigation:** Each agency is required to use finances from their own budgets to mitigate potential emergency situations affecting their agency's ability to respond to and recover from emergency situations.
2. **Preparedness:** Each agency should prepare for future emergency budgets by studying past emergency responses and identifying needs not met by their current budget. Contingencies, such as mutual aid and agency partnerships, should be established as a way to address unmet needs.
3. **Response:** After a Governor's Disaster Emergency Declaration, state agencies may be required to spend more than their allocated budget to effectively respond to the emergency.

After state agencies begin their initial response operations, it may be necessary to prepare and submit a report on the estimated

funding needs for the duration of the emergency response. The purpose of the estimate is to help establish the need for additional allocation from the Governor's Contingency Fund or supplemental or special legislative appropriations.

4. Recovery: [Indiana Code 4-12-1-15](#) states emergency or contingency funds may be appropriated for the repair or replacement of any building or equipment, which has been so damaged as to materially affect the public safety, or has been destroyed. In addition, the State Disaster Relief Fund per [Indiana Code 10-14-4](#) may be available to provide financial assistance to eligible entities for the costs of repairing, replacing or restoring public facilities or individual residential real or personal property damaged or destroyed by a disaster.

#### **D. Financial Records and Supporting Documentation**

All agencies must maintain records, receipts and documents to support claims, purchases, reimbursements and disbursements. Reimbursement requests will be documented with specific details on personnel services, travel and other expenses.

Agencies requesting reimbursements will maintain all financial records, supporting documents, statistical records and other records pertinent to the provision of services or use of resources by that agency. These materials must be accessible to authorized representatives for the purpose of making audits, excerpts and transcripts.

#### **E. Audit of Expenditures**

The expenditure of state and federal funds related to emergencies or disasters are subject to audit in accordance with state/federal statutes and audit procedures.

#### **F. Guidance for Financial Operations**

The IDHS Chief Financial Officer will provide written guidance and technical assistance in the support of financial operations for the State of Indiana as it relates to emergency and disaster activities. This guidance will be in the form of procedures, manuals or financial annexes to the CEMP which show the appropriate methods for agencies and departments to collect, maintain and submit information on their financial management activities.

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## V. Plan Maintenance

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### A. General

The maintenance of the CEMP requires revisions and updates which reflect the evolving needs of emergency management. Additional information is also incorporated from lessons learned in After Action Reports (AAR) and Improvement Plans developed following exercises or emergency events.

This continual maintenance and review of the CEMP will be accomplished by the Indiana Homeland Security Team (HST), which is a body of key state agencies comprised of all the Emergency Support Functions (ESFs) identified in the CEMP.

### B. Responsibilities

IDHS has prepared the CEMP and is responsible for the maintenance of the document in accordance with [Indiana Code Title 10-14-3](#).

Primary and support agencies of each ESF are responsible for ensuring the tasks outlined in the Emergency Support Function Annex of the CEMP are accurate and reflect their overall ability to manage, support and deploy resources to perform life saving activities. Further updates, revisions or maintenance to these tasks will be communicated to IDHS for integration into the CEMP.

### C. Frequency

IDHS, in coordination with other state agencies and stakeholders, will review the CEMP annually and provide revisions and updates, as needed. An entire update of the CEMP will occur every 18 to 24 months, unless otherwise instructed by the IDHS Executive Director. After a state-supervised exercise, the CEMP will reflect revisions and updates from lessons learned in the AAR and improvement plan.

### D. Testing, Evaluation and Assessment, and Corrective Action

The [Homeland Security Exercise and Evaluation Program \(HSEEP\)](#) is the national standard utilized in Indiana for exercise design and implementation. HSEEP incorporates the Target Capabilities List (TCL) as a standardized methodology to evaluate and document exercises and develop improvement plans.

1. Testing

The IDHS Division of Preparedness and Training coordinates training and exercise programs designed to increase the level of State preparedness, as well as test and validate the CEMP.

2. Evaluation and Assessment

Validation of the CEMP is accomplished through evaluations and assessments of the tasks performed during an exercise and after each emergency or disaster where state resources are activated. The objective of this process is to identify performance strengths and deficiencies in order to develop the necessary corrective actions.

3. Corrective Action

Corrective actions are recommended improvements discovered after an exercise, and/or emergency or disaster through the evaluation and assessment process. The recommendations are compiled in an AAR and developed into a corresponding improvement plan with the necessary corrective actions. The CEMP will be updated and revised to reflect the results of the AAR and improvement plan.