

EMERGENCY SUPPORT FUNCTION (ESF) #5 ANNEX – INFORMATION AND PLANNING

State of Indiana

Emergency Operations Plan (EOP)

ESF Annex

March 2025

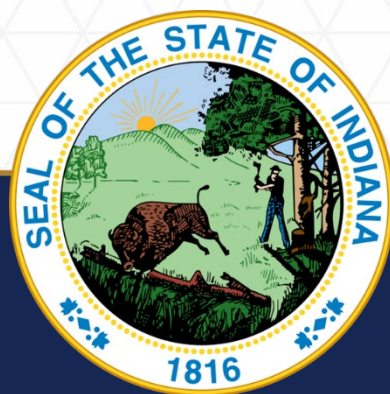


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PLANNING AGENCIES

Within each Emergency Support Function (ESF) annex, an agency or organization has been given the designation of primary, supporting, non-governmental or local agency based on their authorities, resources and capabilities. The primary agency identifies the appropriate support agencies that fall under this annex. The primary agency collaborates with each entity to determine whether they have the necessary resources, information and capabilities to perform the required tasks and activities within each phase of emergency management. This includes activations in the State Emergency Operations Center (SEOC) and impacted areas. Though an agency may be listed as a primary agency, it does not control or manage those agencies identified as supporting agencies. The agencies listed below are members of the Whole Community Planning Team for this annex.

PRIMARY AGENCY

Indiana Department of Homeland Security (IDHS) – State Emergency Operations Center (SEOC)

SUPPORTING AGENCIES

All state, federal and other public, private and non-governmental agencies that are charged with providing situational awareness and executing missions to assist local jurisdictions in response to and/or recovery from, incidents and events in the state of Indiana. This includes all agencies and organizations that provide information and expertise to assist in the development of information and planning products.

PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS

PURPOSE

The purpose of Emergency Support Function #5 (ESF-5) – Information and Planning, is to collect, process, analyze, display and report information to create a common operating picture and to support state-level decision-making processes.

In executing its function, the State Emergency Operations Center (SEOC) Planning Section collects and analyzes real-time information from Indiana Department of Homeland Security (IDHS) District Liaisons, county emergency management agencies (EMAs), the whole community (to include local, state, federal, tribal, non-governmental and private-sector partners) and by any other means deemed appropriate by the Planning Section Chief. Information is used to maintain situational awareness throughout the state of Indiana and support informed decision-making for incident response and/or recovery activities in the SEOC.

SCOPE

The state of Indiana and the State Emergency Operations Center (SEOC) recognize fifteen (15) Emergency Support Functions (ESF). This annex focuses on ESF-5, Information and Planning. The ESF-5 Annex is intended to be utilized in conjunction with the State of Indiana Emergency Operations Plan (EOP).

ESF-5 is continuously functioning in the state of Indiana. The SEOC 24/7 Watch Desk serves as ESF-5 and is the primary point of contact for IDHS when not in an activation or heightened response operations. Under these conditions, the 24/7 Watch Desk and IDHS District Liaisons maintain situational awareness and identify any potential and impending threats to the state of Indiana by monitoring all available information sources. IDHS District Liaisons keep the SEOC informed daily through direct communication with county EMAs.

Any event or incident in the state of Indiana that requires activation of the SEOC and/or use of state resources will result in the activation of ESF-5. ESF-5 will be staffed with trained personnel from IDHS and other agencies as necessary, with the primary task of monitoring response and recovery activities and compiling information to develop situational reports.

SITUATION

ESF-5 may be needed in any of the five (5) phases of emergency management (prevention, protection, mitigation, response and recovery). All state-level incident responses require the activation of ESF-5. The Indiana Department of Homeland Security (IDHS) will act as the primary agency.

The Planning Section supports the initial and ongoing assessment of potential and developing incidents and the identification of overall priorities for state-level emergency activities by conducting research and developing displays and briefings. The 24/7 Watch Desk assists in providing information for SEOC

personnel to make informed decisions. All procedures are in accordance with processes established by the State Emergency Operations Center Manager (EOC Manager).

During periods of higher operational tempo, ESF-5 and the SEOC Planning Section will include subject-matter experts (SME) from local, state, federal and private-sector partners.

Mission Areas and Core Capabilities

The National Preparedness Goal (NPG) identifies 32 core capabilities that are essential for the execution of the five (5) mission areas of prevention, protection, mitigation, response and recovery. ESF-5 supports the overarching core capabilities of Planning, Operational Coordination and Public Information and Warning, which apply to all mission areas. ESF-5 also supports the core capabilities of Situational Assessment and Intelligence and Information Sharing. Table 1 describes the core capability actions that ESF-5 most directly supports.

Table 1. ESF-5 CORE CAPABILITY ACTIONS

CORE CAPABILITY	ESF #5 – INFORMATION AND PLANNING
PLANNING	Conduct a systematic process engaging the whole community, as appropriate, in the development of executable strategic, operational and/or community-based approaches to meet defined objectives.
OPERATIONAL COORDINATION	Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
PUBLIC INFORMATION AND WARNING	Deliver coordinated, prompt, reliable and actionable information to the whole community using clear, consistent, accessible and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken and the assistance being made available.
SITUATIONAL ASSESSMENT	<ul style="list-style-type: none"> • Maintain situational awareness of the incident. • Provide an informational link to members of the whole community. • Serve as the centralized conduit for situation reports, geospatial data and other decision support tools. • Provide decision-relevant information regarding the nature and extent of an incident, as well as cascading effects, in support of a potential or actual coordinated response. • Coordinate the production and dissemination of modeling and effects analysis to inform immediate emergency management actions and decisions. • Maintain standard reporting templates, information management systems, essential elements of information and critical information requirements.

INTELLIGENCE AND INFORMATION SHARING	<ul style="list-style-type: none">• Provide timely, accurate and actionable information resulting from the planning, direction, collection, exploitation, processing, analysis, production, dissemination, evaluation and feedback of available information.• Information sharing is the ability to exchange intelligence, information, data or knowledge among government or private sector entities, as appropriate.
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PLANNING ASSUMPTIONS

- There will be an immediate and continuing need to collect, process and disseminate situational information and identify urgent response requirements before, during and immediately following a disaster or emergency.
- In the early stages of a disaster, only limited information may be available and the information that is available will need to be confirmed.
- Reporting of information may be delayed due to damaged infrastructure and the interruption of standard methods of communication.
- ESF-5 may request plume modeling capabilities from other state agencies or ESFs operating in the SEOC. This request may be directed to ESF-10, Oil and Hazardous Materials and/or the Geographic Information System (GIS) support, radiological plume modeling, among many other types of information and support.
- ESF-5 does not release information directly to the public. The ESF may provide information to ESF-15, External Affairs for dissemination as appropriate.
- State and county personnel in the field, such as county EMA and IDHS District Liaison staff, are the best source of vital information regarding damage assessments, needs assessments and geographical, logistical and other necessary site-area information.
- IDHS personnel and personnel from other state agencies and departments that support the Planning Section will receive regular training in their functions.
- Sufficient personnel will be available to fill all necessary positions for short-term and long-term activations.

CONCEPT OF OPERATIONS

GENERAL CONCEPT

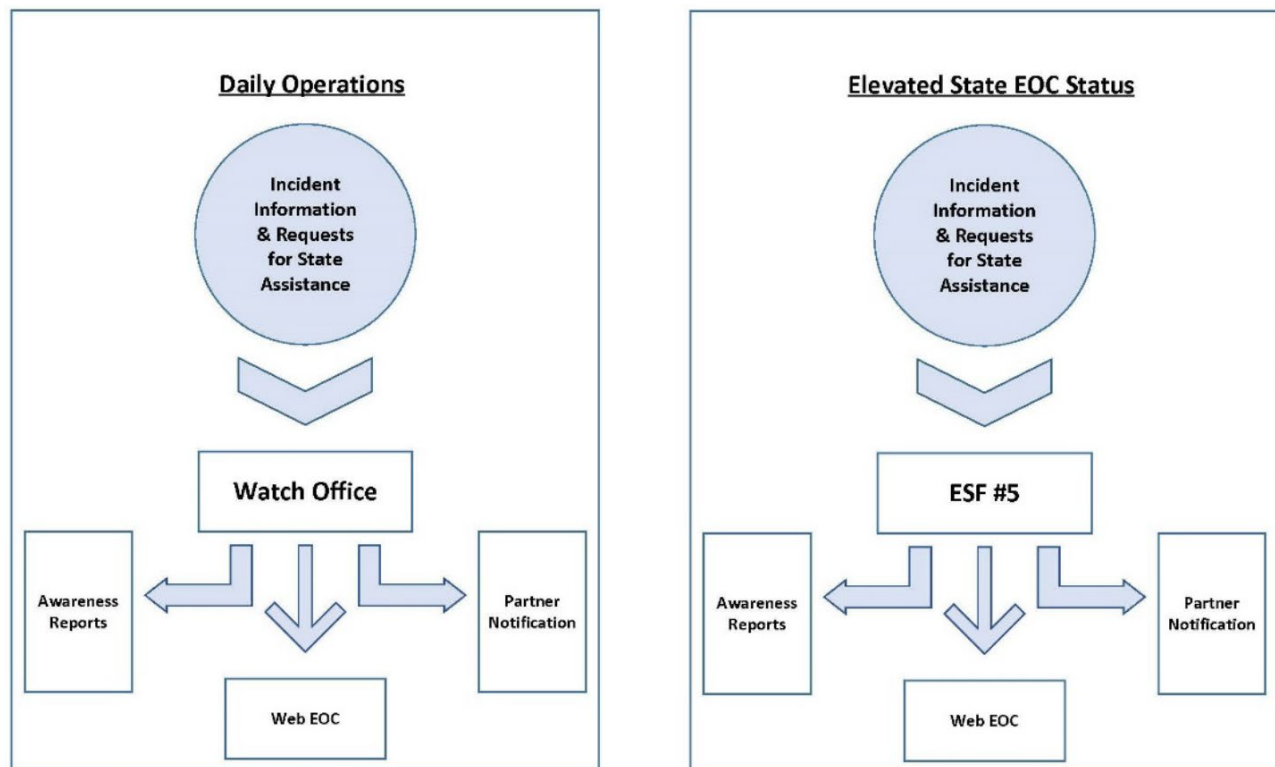
The role of the state of Indiana during emergency response is to supplement local efforts before, during and after a disaster or emergency. Emergency Support Function #5 (ESF-5) shall coordinate the use of available Information and Planning resources and equipment in areas impacted by emergencies or disasters, to manage and support the immediate and long-term needs of the state and local jurisdictions.

ESF-5 shall ensure and promote a common operating picture (COP) through communicating with ESFs, the State Emergency Operations Center (SEOC) Operations Section and private sector partners, as applicable.

When activated, the SEOC 24/7 Watch Desk will continue to focus on normal, daily operations and transition the role of incident monitoring, reporting and the dissemination of information to the SEOC Planning Section.

Figure 1 depicts information flow during daily operations and during elevated SEOC operations.

Figure 1. INFORMATION FLOW



SEOC ACTIVATION

During an SEOC activation, ESFs may be activated depending on the incident and activation level. During a disaster response, each ESF representative in the SEOC will remain under the administrative control of their agency head; however, they will function under the supervision of the SEOC Manager. Notification of activation will be made via phone, email and/or text message.

The SEOC is always activated at a Level IV for Daily Operations; however, the activation level will be elevated for planned events, incidents, disasters or other response operations as needed. Activation level details are outlined in the State Emergency Operations Plan.

DEMOBILIZATION OF THE SEOC

Emergency Support Functions will be demobilized from emergency response as objectives are accomplished and the need for their participation diminishes. During demobilization, it is the responsibility of the ESF primary agency to ensure all paperwork, such as equipment time records, personnel time records, accident reports and mechanical inspections have been completed, are accurate and submitted to the appropriate SEOC personnel.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

ORGANIZATION

Emergency Support Function #5 (ESF-5) – Information and Planning is more commonly referred to as the Planning Section of the State Emergency Operations Center (SEOC). This position is staffed by the SEOC Planning Section Chief (PSC) and other trained IDHS staff or state employees. In the event of any incident or heightened level of SEOC operations, local, state, federal agencies and private sector organizations will coordinate response and recovery activities through the SEOC and develop situation reports.

Each primary and supporting agency shall maintain internal Standard Operating Procedures (SOPs) and/or Standard Operating Guides (SOGs) or other documents that detail the logistical and administrative priorities deemed necessary to assist in overall state prevention, protection, mitigation, response and recovery operations.

Specific roles and responsibilities of primary and supporting agencies during an incident or event are described below. Tasks include but are not limited to:

ASSIGNMENT OF RESPONSIBILITIES

Primary Agency Responsibilities

- Designate and train personnel to serve as the ESF-5 representative in the SEOC.
- Provide the coordination of Information and Planning resources to assist in critical functions and tasks before, during and after emergency events and disaster situations.
- Execute tasks identified to inform, track the incident and provide status updates, as requested.
- Work with other state, local or municipal departments to determine the impact of the incident and resource gaps that may exist.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas.
- Coordinate and implement emergency-related response and recovery functions, as required, under statutory authority.

Supporting Agency Responsibilities

- Assist in developing situation reports and readiness assessments that will provide an accurate Common Operating Picture (COP).
- Identify new equipment, technologies or capabilities required to prepare for or respond to new or emerging threats and hazards.
- Provide information or intelligence regarding trends and challenges to any Emergency Support Function's capabilities within the state of Indiana.

SEOC Planning Section Responsibilities

Please see primary agency responsibilities above and additional responsibilities below, defined for each position within the SEOC Planning Section.

The Planning Section as a whole is responsible for collecting, evaluating and disseminating information pertaining to an event or incident. The Planning Section is led by the Planning Section Chief (PSC). Additional personnel may include:

- Situation Unit Leader (SITL)
- Documentation Unit Leader (DOCL)
- Advanced Planner
- GIS / Mapping Unit Leader

Depending on the tempo of the incident, multiple assignment details could be filled by a single person. As the tempo of incident operations changes, Planning Section staffing levels will be adjusted to meet operational needs. The operational tempo will be gradually reduced as the incident stabilizes and the responsibility for steady-state monitoring will be returned to the IDHS 24/7 Watch Desk Officers and IDHS District Liaisons.

Position responsibilities are listed below. They include but are not limited to:

Planning Section Chief

- Collects, assesses and provides SEOC staff with the most current information and develops accurate situation reports.
- Anticipates potential needs and tasks for upcoming operational periods and predicts the probable course of the incident.
- Assists in identifying incident objectives and develops strategies for attaining those goals.
- Creates accurate and realistic incident action plans during SEOC activations.
- Provides input into the development of incident objectives outlined in the Incident Action Plan (IAP).
- Liaises with subject matter experts for hazard specific information.
- Liaises with ESF-15, External Affairs for accurate public information distribution.
- Maintains comprehensive incident specific file(s).
- Conducts planning meetings, as needed.
- Creates Executive Summaries for Policy Group members.
- Works closely with Logistics Section Chief to identify potential resource needs.
- Provides technical assistance and planning guidance to SEOC Manager and SEOC General Staff.

Situation Unit Leader

- Analyzes information gathered by the Documentation Unit and develops raw data into useable incident intelligence.
- Responsible for maintaining overall situational awareness and developing a common operating picture.
- Responsible for creating Executive Summaries, Situation Reports and assists in developing the IAP.

- Works with the Documentation Unit to identify and fill gaps in information.
- Works with the Documentation Unit, Planning Section, Operations Section, Logistics Section, Finance Section and Air Operations (when activated) personnel to research and correct contradictory and inaccurate information.

Documentation Unit Leader

- Actively gathers raw data and information through internet sources, media sources, WebEOC, radio, telephone and email traffic.
- Provides information to the Situation Unit Leader for further analysis.
- Assists with the development of the IAP, Executive Summaries and Situation Reports.
- Maintains comprehensive incident specific file(s).
- Assists in the completion of the special projects, when required.

GIS/Mapping

- The GIS/Mapping function is responsible for collecting, analyzing and displaying critical information obtained from various sources, including field reports, other departments and agencies and SEOC sections.
- SEOC GIS personnel may coordinate with GIS personnel in other state agencies to acquire specialized mapping products.
- The goal of this function is to graphically display incident-related information as quickly and as effectively as possible.
- In smaller-scale responses, the duties of this function may be performed by the Situation Unit Leader or the Planning Section Chief or other sections as needed.
- In some instances, the GIS/Mapping function may be able to perform duties remotely via detailed mapping requests.

EMERGENCY SUPPORT FUNCTION GENERAL TASKS

The following tables are comprised of essential tasks that may need to be completed by Emergency Support Function #5 (ESF-5) in all phases of emergency management. These tasks have been created as a guide to follow for the primary and support agencies of ESF-5. They have been developed as a tool to address potential challenges and unique risks that may be faced during times of emergency and disaster in Indiana. It will be the responsibility of ESF-5 to ensure the tasks outlined here are accurate and reflect their overall ability to manage, support and deploy resources.

Table 2. ESF-5 PREVENTION TASKS

ESF #5 – PREVENTION TASKS	
TASK #	TASK SUMMARY
1	Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
2	Provide public awareness information to the public on how to identify and provide threat related information to the appropriate authorities.
3	Provide public awareness information on how to prevent/minimize loss due to specific hazards and/or incidents.
4	Anticipate and identify emerging and/or imminent threats through observation and situational awareness.
5	Ensure the security of equipment, facilities and personnel through continual assessments of capabilities and vulnerabilities.
6	Continue to upgrade and improve prevention capability through planning, training and exercise.
7	Continue to monitor changing trends in activity and aggressive behavior at the local, state and federal level and adjust prevention tasking as it applies to this Emergency Support Function.
8	Establish and maintain partnership structures among protection elements to support networking, planning and coordination.
9	Share relevant, timely and actionable information and analysis with local authorities through a pre-established reporting system.

Table 3. ESF-5 PROTECTION TASKS

ESF #5 – PROTECTION TASKS	
TASK #	TASK SUMMARY
1	<p>Develop, validate and maintain SOPs for both routine and emergency operations. Key operational concerns include but are not limited to:</p> <ul style="list-style-type: none"> • Identify equipment, resources and critical infrastructure. • Alert, notify and activate personnel for work within the SEOC. • Assist agencies in developing emergency plans and procedures. • Test and evaluate emergency communications procedures. • Use geographic information systems (GIS) to produce base map(s). • Develop and maintain standardized format for information and intelligence gathering and reporting documents (e.g., WebEOC).
2	<p>Develop and conduct training and education programs for ESF-5 personnel. Key program considerations include but are not limited to:</p> <ul style="list-style-type: none"> • Assessing critical infrastructure, equipment and resources. • Engineering principles and practices. • Working in the field during emergency operations. • Working in the SEOC during emergency activations. • WebEOC or other specialized computer applications. • Emergency communications and reporting procedures. • National Incident Management System / Incident Command. • Continuity of operations. • Emergency transportation and evacuation planning.
3	Develop and maintain a roster of essential contacts for ESF-5. Ensure critical information are listed.
4	Develop and maintain standardized format for information and intelligence gathering and reporting documents.
5	Develop and maintain a database or system to collect information on resources and equipment utilizing NIMS resource typing standards.
6	Develop lists of resource needs and work toward eliminating shortfalls by securing funding, identifying partnerships or taking other activities.
7	Coordinate mutual aid agreements, letters of understanding or contracts that may offer rapid deployment of resources or services.
8	Train ESF-5 personnel on routine and emergency safety standards for both field operations and SEOC activities.
9	Identify alternate equipment and resources for continuity of operations and essential emergency management statewide.

10	Train ESF-5 in the appropriate legislation, policies and administrative rules that relate directly to emergency management during emergencies or disasters.
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Table 4. ESF-5 MITIGATION TASKS

ESF #5 – MITIGATION TASKS	
TASK #	TASK SUMMARY
1	Monitor situation with ESF-2 or IT Support to ensure procedures and protocols are in place for utilizing the WebEOC system.
2	Identify areas that have been or are currently prone to significant and specific hazards and determine the impact on emergency management.
3	Identify new partnerships or funding sources to reduce or eliminate resource shortfalls or gaps for emergency management problems, issues and concerns.
4	Establish partnerships with other federal, inter/intra state, local and municipal entities that share emergency management responsibilities.
5	Identify gaps in and coordinate mutual aid agreements, letters of understanding or contracts with departments, organizations or private entities that may offer rapid deployment or resources or services as they relate to short and long-term emergency management needs.
6	Identify, establish and maintain routine and emergency safety standards for all emergency management personnel that comply with federal and state requirements and policies.
7	Identify, establish and maintain alternate emergency management facilities, equipment and assets for continuity of operations to provide essential emergency management services statewide.
8	Assist in developing legislation, policies and administrative rules that mitigate identified hazards that relate directly to emergency management, this ESF and its ability to provide emergency resources or equipment.
9	Identify training gaps and needs relating to emergency management during emergencies or disasters.
10	If appropriate, develop recommendations regarding pieces of legislation, policies and/or administrative rules that relate directly to emergency management and hinder ESF-5's ability to provide emergency response.
11	Work with the PIO to develop and maintain public outreach programs aimed at eliminating or reducing the risks associated with disasters and/or emergency events.

Table 5. ESF-5 RESPONSE TASKS

ESF #5 – RESPONSE TASKS	
TASK #	TASK SUMMARY
1	<p>Activate SOPs or guidelines for emergency operations that consider:</p> <ul style="list-style-type: none"> • Staging, usage and status of equipment, supplies and resources. • Assessing critical infrastructure which includes structures, buildings, equipment, supplies and resources. • The alert, notification and activation of personnel for work in the field or within the SEOC. • Activate call-down list. • Emergency communications and reporting procedures.
2	<p>Activate personnel for such mission essential tasks as:</p> <ul style="list-style-type: none"> • The assessment of critical infrastructure which includes structures, equipment, supplies and resources following emergencies or disasters. • Assisting with or dispatching personnel to an identified emergency management situation, including the need for equipment. • Responding to the field for emergency operations. • Working in an EOC during emergency conditions. • Supporting local, district or statewide Incident Command structures. • Activate continuity of operations plans. • Collect, gather, verify, analyze and disseminate incident information.
3	Coordinate activities between incident command and SEOC.
4	Collect and process information received from rapid damage assessment teams, analyze this information and share with appropriate partners.
5	Collect and analyze intelligence in support of the overlapping phases of disaster operations: pre-event, impact assessment and immediate response; and sustained response and initial recovery.
6	Work with ESF-15 to ensure that copies of all news releases are transmitted to the SEOC.
7	Post situation reports and critical information in WebEOC during SEOC activations, as needed.
8	Work with appropriate emergency management agencies and state and local agencies/departments to communicate and assist persons with special needs.
9	Work with ESF counterparts at the local, state, regional and national levels, as well as NGOs and the private businesses/industry, as needed.

Table 6. ESF-5 RECOVERY TASKS

ESF #5 – RECOVERY TASKS	
TASK #	TASK SUMMARY
1	Work with state and local entities to maintain alternate means of response and monitor deployed personnel, equipment and resources.
2	Work to aggressively eliminate shortfalls or resource gaps that were identified in response to an emergency or disaster.
3	Establish partnerships and identify funding sources to address resource shortfalls or gaps for emergency/disaster issues and concerns.
4	Maintain open and ongoing communication with other federal, state, local and municipal entities that were impacted by the emergency or disaster and assist in their overall efforts for recovery operations.
5	Assess mutual aid agreements, letters of understanding or contracts with departments, organizations or private entities that may have been utilized during the response and determine if those agreements need to be updated or revised.
6	Assess the current level of training on emergency safety standards to determine the appropriate application and compliance with federal and state requirements and policies.

COMMUNITY LIFELINES



Indiana has adopted the Federal Emergency Management Agency's (FEMA) eight (8) community lifelines into prevention, protection, mitigation, response and recovery activities. Lifelines are services that enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security.

When activated, ESF-5, Information and Planning, as the IDHS SEOC Planning Section, utilizes all eight (8) community lifelines to report on incident status and stabilization and to make informed decisions on future response and recovery actions, mission priorities and resource allocations.

Table 7. COMMUNITY LIFELINES AND SUBCOMPONENTS

COMMUNITY LIFELINE COMPONENTS AND SUB-COMPONENTS		
Multiple components establish the parameters of and key assessment elements for each of the lifelines; component-level analysis is required to determine if each lifeline is stable		
SAFETY AND SECURITY	FOOD, HYDRATION, SHELTER	HEALTH AND MEDICAL
<ul style="list-style-type: none"> ▪ Law Enforcement / Security ▪ Fire Services ▪ Search and Rescue ▪ Government Service ▪ Community Safety 	<ul style="list-style-type: none"> ▪ Food ▪ Drinking Water ▪ Shelter ▪ Agriculture 	<ul style="list-style-type: none"> ▪ Medical Care ▪ Public Health ▪ Patient Movement ▪ Fatality Management ▪ Medical Supply Chain
ENERGY	COMMUNICATIONS	TRANSPORTATION
<ul style="list-style-type: none"> ▪ Power (Grid) ▪ Fuel ▪ Pipeline 	<ul style="list-style-type: none"> ▪ Infrastructure ▪ Responder Communications ▪ Alerts, Warnings, Messages ▪ Financial Services ▪ 911 & Dispatch 	<ul style="list-style-type: none"> ▪ Highway / Roadway Motor Vehicle ▪ Mass Transit ▪ Railway ▪ Aviation ▪ Maritime
HAZARDOUS MATERIAL		WATER SYSTEMS
<ul style="list-style-type: none"> ▪ Facilities ▪ Hazardous Debris ▪ Pollutants ▪ Contaminants 		<ul style="list-style-type: none"> ▪ Potable Water Infrastructure ▪ Wastewater Management

APPENDIX A – REFERENCES, RELATED PLANS AND PROCEDURES

REFERENCES

- [FEMA's ESF #5 – Information and Planning Annex, 2016](#)
- State of Ohio Emergency Operations Plan (EOP) – Emergency Support Function (ESF) Annex #5 - Information and Planning, May 2023

RELATED PLANS

- State of Indiana Emergency Operations Plan (EOP), March 2025

STANDARD OPERATING PROCEDURES AND GUIDES

- IDHS SEOC Planning Section SOPs

APPENDIX B – ACRONYMS

ACRONYM	FULL DESCRIPTION
COP	Common Operating Picture
DOCL	Documentation Unit Leader
EMA	Emergency Management Agency
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
IAP	Incident Action Plan
IDHS	Indiana Department of Homeland Security
IT	Information Technology
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NPG	National Preparedness Goal
PSC	Planning Section Chief
SEOC	State Emergency Operations Center
SITL	Situation Unit Leader
SME	Subject Matter Expert
SOG	Standard Operating Guide
SOP	Standard Operating Procedure
WebEOC	Web Emergency Operations Center