



CEMP Part 1 Homeland Security Overview

Contents

Letter of Promulgation	2
Record of Changes	3
Record of Distribution	4
A. Introduction	5
B. Authorities	6
C. Division of Homeland Security Organization	7
D. Concept of Operations	9
E. Continuity of Government.....	12
F. Plan Maintenance.....	13



Letter of Promulgation

Memorandum

To: City of Indianapolis – Marion County Public Safety Agencies, Partners and Stakeholders
From: Department of Public Safety – Division of Homeland Security
Date: July 1, 2011
Re: Promulgation of City of Indianapolis – Marion County Comprehensive Emergency Management Plan

The City of Indianapolis – Marion County faces the threat of disasters and emergencies. To this end, government at all levels has a responsibility for the health, safety and general welfare of its citizens.

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

In keeping with **Indiana Code 10-14-3**, local jurisdictions are required to develop and keep current an emergency operations plan.

The City of Indianapolis – Marion County CEMP shall outline the necessary steps for local government and emergency partners to:

- Fully understand their responsibilities as outlined by the document
- Support activities related to the protection of personnel, equipment and critical public records during times of disaster.
- 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 Marion County.

Indianapolis Department of Public Safety, Division of Homeland Security has been designated as the primary agency 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 other key state and federal policies and standards.

This plan update is effective July 1, 2011

Gregory A. Ballard
City of Indianapolis –Marion County

Frank G. Straub, Ph. D., Director
Department of Public Safety

Gary Coons, Chief
Division of Homeland Security



A. Introduction

The Comprehensive Emergency Management Plan (CEMP) of the Consolidated City of Indianapolis defines the planned response to extraordinary emergency situations associated with natural and man-made disasters, technological incidents, and national security emergencies in or affecting the Consolidated City of Indianapolis.

The CEMP accomplishes the following:

- Establishes the Division of Homeland Security as the organization required to mitigate any significant emergency or disaster affecting the Consolidated City of Indianapolis
- Identifies the policies, responsibilities and procedures required to protect the health, welfare and safety of all Consolidated City of Indianapolis communities and public and private property
- Establishes the operating concepts and procedures associated with field response to emergencies, the Emergency Operations Center (EOC) activities and the recovery process

The CEMP establishes a flexible framework to implement Homeland Security systems for Consolidated City of Indianapolis. It is intended to facilitate multi-agency and multi-jurisdictional coordination, particularly between the Consolidated City of Indianapolis and local governments, special districts, and state and federal agencies during emergency operations in compliance with the National Incident Management System (NIMS). The CEMP is intended to remove all barriers among the functions making all departments, agencies, volunteer and private organizations part of a single process to prepare for, respond to, and recover from domestic incidents regardless of cause, size or complexity. Unfortunately, emergencies, incidents and disasters will impact the public and as such, no plan, how complete, can prevent incidents from harming or severely disrupting the lives of Marion County residents.

The CEMP both defines operations and serves as a planning reference. Emergency Support Functions (ESF) with roles and responsibilities identified by the CEMP develop emergency operations plans and emergency response checklists based on provisions of the CEMP. The CEMP will be used in conjunction with the *Indiana State Emergency Plan, the National Incident Management System and the National Response Framework (NRF)*.

The CEMP is designed to guide the reader or user through each phase of an emergency: preparedness, response, recovery, and mitigation. It is divided into a basic plan with four parts and supplemental information integrated through various appendices. The four parts of the basic plan include:

Part I -- focuses on the preparedness phase and is an overview of the structure of the Consolidated City of Indianapolis Division of Homeland Security organization, its responsibilities and operational concepts for multi-hazard emergency preparedness, response and recovery.

Part II -- focuses on initial emergency response. It is the initial operations guide and is supplemented by Appendix A, a series of hazard-specific checklists designed to provide field-level responders with the basic considerations and actions necessary for effective emergency response. Part II provides field-level responders with the framework to implement incident command. Part II is primarily concerned with street level, traditional emergency response by emergency responders and volunteers.

Part III -- addresses extended emergency operations (response), outlining the operational procedures for Emergency Support Functions to conduct extended emergency operations coordinated by the Emergency Operations Center. Extended emergency operations includes addressing immediate needs, which covers relocation to immediate shelter or medication needs. Plans for the continuation of these services, including long-term medical and medication needs, would be addressed in the recovery phase. Part III describes the transition to the recovery phase. Part III is supplemented by Appendices B and C, which outline the responsibilities of the various Emergency Support Functions (ESFs) represented by departments, agencies, private and volunteer organizations that are the lead coordinators in the extended response to and recovery from a disaster. The Emergency Support Functions establish at least one organization as the Primary Coordinator for each ESF. In addition to the Lead Agency, several other organizations are designated as Support Agencies. The Lead Agencies have the responsibility to coordinate the accomplishment of the tasks provided in the ESF with the cooperation and assistance of any or all of the Support Agencies.



Part IV -- addresses recovery activities. It describes procedures to coordinate recovery operations within the Consolidated City of Indianapolis, procedures to mitigate future events, and procedures for obtaining state and federal disaster assistance funds for damage restoration and mitigation projects.

B. Authorities

The following cites emergency authorities for conducting and/or supporting emergency operations:

1. Federal

- Federal Civil Defense Act of 1950 (Public Law 920, as amended). (50 USC App 2251)
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 (Public Law 93-288, as amended). (42 USC 5121 ET seq).
- Disaster Mitigation Act of 2000. (DMA 2000)
- Homeland Security Act of 2002. (6 U.S.C 101) Homeland Security Presidential Directive HSPD-5, Management of Domestic Incidents, February 28, 2003
- Homeland Security Presidential Directive HSPD –8, National Preparedness, December 17, 2003
- National Incident Management System, March 1, 2004
- National Response Framework, January 2008

2. State

- Indiana Code Title 10 Article 14 Emergency Management.
- Indiana Code 36-1-3, Home Rule Act.

3. Local

- Ordinance 161, Title 1, Chapter 251 Department of Public Safety, Article IV Division of Homeland Security.



C. Division of Homeland Security Organization

The direction and control of major disaster preparation, response and recovery is centered on two groups generally located at the Emergency Operations Center.

1. POLICY GROUP: The Policy Group consists of the:

- Mayor of the Consolidated City of Indianapolis
- Deputy Mayor for Neighborhoods
- Deputy Mayor
- Chief of Staff
- Sheriff of Marion County
- Director of Public Safety; and
- Additional department directors, elected officials or technical advisors as designated by the Mayor based upon the emergency.

The head of the Policy Group is the Mayor, who is responsible for the prompt, efficient execution of the CEMP, or so much as is necessary to:

- Reduce the vulnerability of the people and of the Consolidated City of Indianapolis to loss of life, injury, and damage or loss of property
- Prepare for and execute rescue, care and treatment of persons victimized or threatened by disaster
- Provide a setting conducive to the rapid and orderly start of restoration and rehabilitation of persons and property affected by a disaster

2. OPERATIONS GROUP: The Operations Group is divided in Emergency Support Functions (ESFs). Each ESF is responsible for a defined part of the preparedness, response and recovery operations. The Operations Group is responsible for carrying out the directions and policies established by the Policy Group and for the coordination of efforts to respond to a disaster.

Refer to Appendix B: Emergency Support Function Checklists

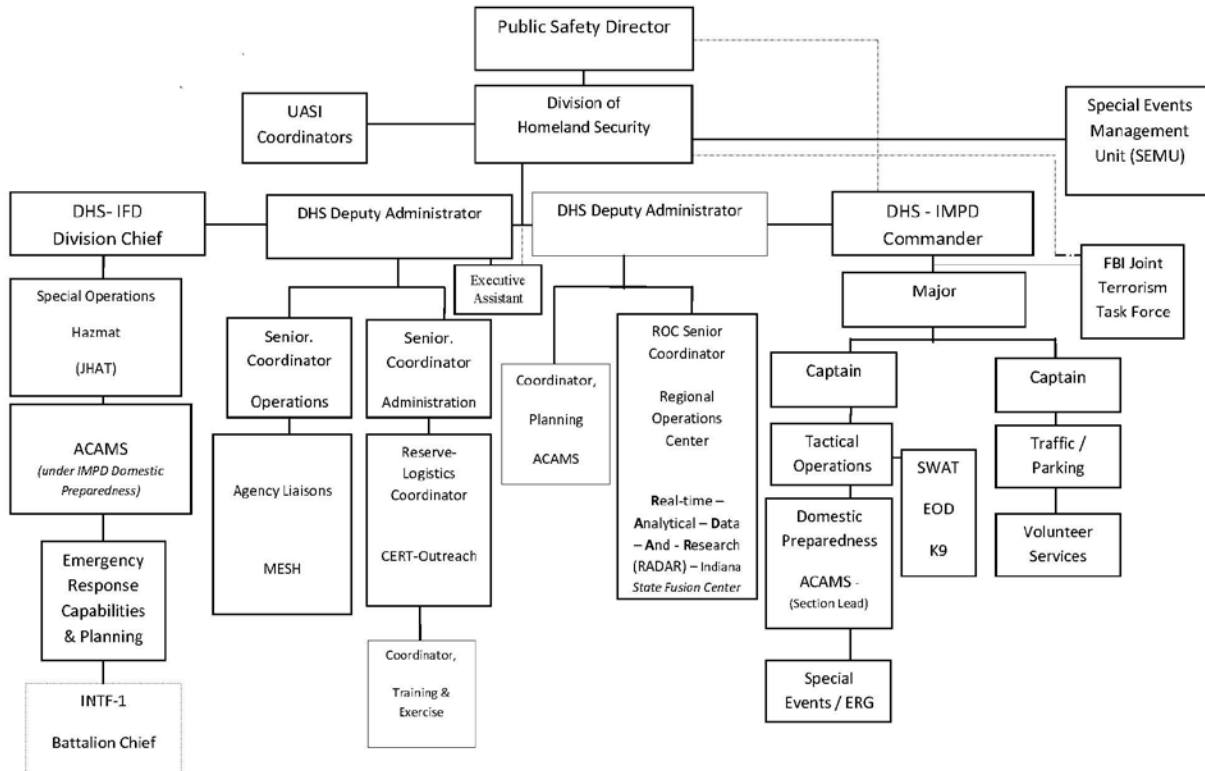
Refer to Appendix C: Emergency Support Function Descriptions



3. Organization Chart:



City of Indianapolis
Department of Public Safety
Division of Homeland Security
Organization Chart





D. Concept of Operations

1. General

The CEMP addresses the entire spectrum of contingencies, ranging from relatively minor incidents to large-scale disasters, such as an earthquake or an act of terrorism. Some emergencies will be precipitated by a buildup or warning period, providing sufficient time for appropriate officials to warn the public and implement mitigation measures. Other emergencies occur with little or no advance warning, thus requiring immediate activation of the CEMP as well as an efficient and coordinated mobilization and deployment of resources. All Emergency Support Functions of the Consolidated City of Indianapolis must be prepared to respond promptly and effectively to any foreseeable emergency, taking all appropriate actions, including requesting and providing assistance. Potential concerns of the functional needs populations will be addressed more specifically in a Functional Needs Populations Emergency Response Plan, an annex to the Downtown Evacuation Plan (an appendix to the CEMP).

2. Emergency Phases

Homeland Security activities during peacetime and national security emergencies often are associated with the four phases utilized by the Federal Emergency Management Agency (FEMA):

- Preparedness
- Response
- Recovery
- Mitigation

3. Preparedness Phase

The preparedness phase involves activities undertaken in advance of an emergency or disaster. Preparedness involves an integrated combination of planning, training, exercises, personnel qualification and certification standards and publication management processes and activities. These activities develop operational capabilities and effective responses to a disaster. Preparedness activities fall into the two basic areas of readiness and capability.

- Readiness activities shape the framework and create the basis of knowledge necessary to complete a task or mission. Readiness efforts also include reducing or eliminating the impact of hazards that exist within the Consolidated City of Indianapolis. Readiness activities include:
 - Implementing hazard mitigation projects
 - Developing hazard analyses
 - Developing and maintaining emergency plans and procedures
 - Conducting general and specialized training, focused primarily on professional first responders
 - Conducting all-hazards, multi-jurisdictional, multi-agency exercises
 - Developing mutual aid agreements between two entities who may need assistance or can offer resources
 - Improving emergency public education and warning systems
 - Amending local ordinances and statutes, such as zoning ordinances, building codes, and other enforcement codes
 - Initiating structural retrofitting measures
 - Assessing tax levies or abatements
 - Providing public education and awareness
 - Reviewing and altering land use planning



- Capability activities assess the ability of the government to respond to emergencies and disasters. Capability activities include:
 - Assessment of Consolidated City of Indianapolis resources
 - Comparison and analysis of anticipated resource requirements and actual resources
 - Identification of local sources to meet anticipated resource "shortfall"

4. Response Phase

The response phase includes increased readiness, initial response and extended response activities. Upon receipt of a warning or the observation that an emergency situation is imminent or likely to occur, the Consolidated City of Indianapolis will initiate actions to increase its readiness.

Events that may trigger increased readiness activities include:

- Issuance of a credible disaster prediction
- Receipt of a severe storm, flood advisory or other special weather statement
- An expansive hazardous materials incident
- Information or circumstances indicating the potential for acts of violence or civil disturbance
- An international situation that could lead to an attack upon the United States and warrants a heightened state of alert

A. **Increased readiness** activities include:

- Briefing the Mayor and other key officials or employees of the Consolidated City of Indianapolis
- Reviewing and updating the CEMP
- Increasing public information efforts
- Accelerating training efforts
- Inspecting critical facilities and equipment, including testing warning and communications systems
- Recruiting additional staff and volunteers
- Warning threatened elements of the population
- Conducting precautionary evacuations in the potentially impacted area(s)
- Mobilizing personnel and pre-positioning resources and equipment
- Contacting state and federal agencies that may be involved in field activities

B. **Initial response** activities are primarily performed at the field response level. Emphasis is placed on minimizing the effects of the emergency or disaster. Examples of initial response activities include:

- Making all necessary notifications to Emergency Support Function personnel, other political subdivisions within the Consolidated City of Indianapolis, and the Indiana Department of Homeland Security
- Disseminating warnings, emergency public information and instructions to the citizens of the Consolidated City of Indianapolis
- Conducting evacuations and/or rescue operations and relocating victims to mass care facilities
- Caring for displaced persons and treating the injured
- Conducting initial damage assessments and surveys
- Assessing the need for mutual aid assistance
- Restricting traffic and unnecessary access to affected areas
- Developing and implementing Action Plans



C. **Extended response** activities are primarily conducted in the Emergency Operations Center (EOC). Extended response activities involve the coordination and management of personnel and resources to mitigate an emergency and facilitate the transition to recovery operations. Examples of extended response activities include:

- Preparing detailed damage assessments
- Operating mass care facilities
- Conducting coroner operations
- Procuring required resources to sustain operations
- Documenting situation status
- Protecting, controlling and allocating vital resources
- Restoring vital utility services
- Tracking resource allocation
- Conducting advance planning activities
- Documenting expenditures
- Developing and implementing Action Plans for extended operations
- Disseminating emergency public information
- Declaring a Local Disaster Emergency
- Coordinating with state and federal agencies working within the county

5. Recovery Phase

Recovery activities involve the restoration of services to the public and returning the affected area to pre-emergency conditions. Recovery activities may be both short-term and long-term, ranging from restoration of essential utilities such as water and power to mitigation measures designed to prevent future occurrences of a given threat. Examples of recovery activities include:

- Restoring utilities
- Applying for state and federal assistance programs
- Conducting hazard mitigation analyses
- Identifying residual hazards
- Determining and recovering costs associated with response and recovery

6. Mitigation Phase

Mitigation activities can occur during any phase of the disaster cycle as previously mentioned. Mitigation planning requires the local government to identify natural hazards that impact their respective community and then to identify actions and activities to reduce any losses from those hazards. Mitigation activities reduce overall risks to the population and structures, while also reducing reliance on funding from actual disaster declarations. The Federal Emergency Management Agency (FEMA) has identified six mitigation measures—prevention, property protection, natural resource protection, emergency services, structural control, and public information.

The six mitigation measures are defined as follows:

- **Prevention:** Measures that are designed to keep the problem from occurring or getting worse. According to the Marion County Multi-Hazard Mitigation Plan, the multi-hazard goal for prevention for the Marion County National Flood Insurance Program (NFIP) communities is to continue to manage the development of land and buildings to reduce the impact of hazards on people and property. Prevention measures will be implemented through improvements in land use planning and zoning, better floodplain management, additional safe rooms and community shelters, continued tree maintenance program, participation in the Community Ratings System (CRS) program, and the use and location of utility lines.
- **Property Protection:** Measures that are used to modify buildings subject to hazard damage rather than to keep the hazard away. The multi-hazard goal for property protection for the Marion County NFIP communities is to modify the



buildings subject to hazard damage to protect people and property from the impacts of hazards. Property protection measures will be implemented by ensuring buildings are protected and insured.

- **Natural Resource Protection:** Opportunities to preserve and restore natural areas and their function to reduce the impact of hazards. The multi-hazard goal for natural resource protection for the Marion County NFIP communities is to preserve and maintain the function of existing natural resources to reduce the impact of hazards to people and property. Natural resource protection measures will be implemented through improved stormwater management and better floodplain management.
- **Emergency Services:** Measures that protect people during and after a hazard. The multi-hazard goal for emergency services for the Marion County NFIP communities is to improve the efficiency, timing and effectiveness of warning, as well as response and recovery efforts before, during, and after a hazard. Emergency services will be implemented through improvements to emergency warning systems, through the training of Marion County Community Emergency Response Teams (CERT), and by developing a voluntary immunization program for emergency responders.
- **Structural Control:** Physical measures used to prevent hazards from reaching a property. The multi-hazard goal for structural control projects for the Marion County NFIP communities is to continue to use structural control projects, where feasible, to minimize the potentially damaging effects of hazards on people and property. Structural control measures will be implemented through the maintenance and management of high hazard dams.
- **Public Information:** Activities that advise property owners, potential property owners, and visitors about the hazards, ways to protect themselves and their property from the hazards. The multi-hazard goal for public information for the Marion County NFIP communities is to continue to educate and inform the public about the risks of hazards and ways to protect themselves and their property. Public information measures will be implemented through increased participation at community events, availability, and distribution of hazard preparedness literature.

E. Continuity of Government

1. Introduction

A major disaster could result in the death or injury of key government officials, the partial or complete destruction of established seats of government, and the destruction of public and private records essential to continued operations of government.

Government at all levels is responsible for providing continuity of effective leadership and authority, direction of emergency operations, and management of recovery operations. To this end, it is particularly essential that the Consolidated City of Indianapolis and all the cities and towns within the jurisdiction continue to function as government entities. Indiana Code and the Ordinances of the Consolidated City of Indianapolis provide the authority for the government to reconstitute itself in the event incumbents are unable to serve.

2. Executive Succession

Provisions governing executive succession in the Consolidated City of Indianapolis are found in the following sources:

- Indiana Code Sections 36-3-3-3 and 36-3-3-4;
- Indiana Code Chapters 3-13-8 and 3-13-11;
- Revised Code of the Consolidated City and County, Sec. 251-408; and
- Executive Order No. 1, 2004.

In the event of the incapacity of the mayor, then the deputy mayor designated by the mayor shall be acting mayor, or, if such designation is not in effect, then the president of the city-county council shall be acting mayor. Executive Order No. 1, 2004 provides a line of succession in the event the designation is not in effect and the president of the city-county council is incapacitated. An acting mayor will exercise the powers of the office only until the mayor is restored from his or her incapacity.



The office of mayor becomes “vacant” under state law when the mayor dies, resigns, is removed from office, ceases to be a resident of Marion County, or is incapacitated to the extent that the mayor is unable to perform his duties for more than six months. The deputy mayor (or, if the deputy mayor is incapacitated, then an officer in the line of succession provided in Executive Order No. 1, 2004) would become acting mayor until the vacancy is filled pursuant to state election law.

F. Plan Maintenance

The Consolidated City of Indianapolis CEMP will be reviewed and revised by the Division of Homeland Security and Emergency Support Functions every six months if necessary pursuant to Executive Order No. 1, 2002. The CEMP may be modified as a result of post-incident analysis or post-exercise critiques. It may be further modified if responsibilities, procedures, laws, rules, or regulations pertaining to the Division of Homeland Security change.

Those agencies with assigned responsibilities under the CEMP are obligated to inform the Division of Homeland Security when changes occur or are imminent. Proposed changes will be submitted, in writing, to the Division of Homeland Security. Changes will be published and distributed to Emergency Support Functions and operational area cities.