

# COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

The Consolidated City of Indianapolis (Marion County), Indiana

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# COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

The Consolidated City of Indianapolis (Marion County), Indiana

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## PART I. EMERGENCY MANAGEMENT OVERVIEW

### A. INTRODUCTION

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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 emergency management 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 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 the emergency management 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.

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 Plan*.

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 the following parts:

**Part I** -- focuses on the preparedness phase and is an overview of the structure of the Consolidated City of Indianapolis emergency management 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. It includes a series of hazard-specific checklists designed to provide field-level responders with the basic considerations and actions necessary for effective emergency response. It provides field-level responders with the framework to implement incident command. Part II is primarily concerned with street level, traditional emergency response.

**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. It also addresses the transition to the recovery phase. Part III includes the Emergency Support Functions, which outline the responsibilities of the various 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 Coordinators 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**

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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.*)
- 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 Plan, June 30, 2004

## 2. State

- Indiana Code 10-4-1 Civil Defense and Disaster Law of 1975 and Article 8 Emergency Management.
- Indiana Code 36-1-3, Home Rule Act.

## 3. Local

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

*Refer to Appendix A – Statutes and Ordinances [State and Local attached]*

## **C. EMERGENCY MANAGEMENT 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
- Chief Deputy Mayor
- Deputy Mayor for Neighborhoods
- Deputy Mayor for Policy
- 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. 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 C: Emergency Support Function Checklists*  
*Refer to Appendix D: Emergency Support Function Descriptions, ESF 1-17*



## **D. CONCEPT OF OPERATIONS**

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### **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.

### **2. Emergency Phases**

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

- Preparedness
- Response
- Recovery

### **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.

a. 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

- Conducting exercises
  - Developing mutual aid agreements
  - 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
- b. 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; and
  - 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.

Part II *Initial Response Operations*, provides hazard-specific guidance to the Emergency Support Functions that are responsible for initial response operations.

Examples of initial response activities include:

- Making all necessary notifications, including Emergency Support Function personnel, other political subdivisions within the Consolidated City of Indianapolis, and the Indiana State Emergency Management Agency
- Disseminating warnings, emergency public information and instructions to the citizens of the Consolidated City of Indianapolis
- Conducting evacuations and/or rescue operations
- 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; and
- 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.

Part III *Extended Response*, provides specific guidance for the conduct of extended operations, including those functions performed by the EOC staff.

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; and
- 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.

Part IV *Recovery Operations*, describes in detail the roles and responsibilities of each level of government following a disaster. Part IV addresses the procedures for accessing federal and state programs available for individual, business and public assistance after a disaster.

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

## **E. Incident Command System (ICS)**

### 1. General

The Incident Command System (ICS) is a management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications during operating within a common organizational structure. ICS is a nationally used, standardized on-scene emergency management concept. It is specifically designed to organize its user to address single or multiple incidents without being hindered by jurisdictional boundaries

### 2. Functions

The five functions of the ICS organization are:

- *Command* - directing, ordering, and/or controlling resources by virtue of explicit legal, agency or delegated authority.
- *Operations* - the coordinated tactical response of all field operations directly applicable to or in support of the mission in accordance with the Incident Action Plan.

- *Planning* - the collection, evaluation, documentation, and use of information about the development of the incident.
- *Logistics* - providing facilities, services, personnel, equipment, and tracking the status of resources and materials in support of the incident.
- *Finance/Administration* - all financial and analytical aspects of the incident and administrative tasks not handled by other functions.

### 3. Concepts and Principles

The ICS principles require the system to provide the following operations, including single jurisdictional/agency involvement, single jurisdictional responsibility with multiple agency involvement, and multiple jurisdictional responsibilities with multiple agency involvement. The system's organizational structure adapts to any emergency or incident to which emergency response agencies would expect to respond. The system will be applicable and acceptable to all user agencies. The system is readily adaptable to new technology. The system expands in a rapid and logical manner from an initial response to a major incident and contracts just as rapidly as organizational needs or the situation decrease.

### 4. Management Characteristics

ICS is based on proven management characteristics. Each contributes to the strength and efficiency of the overall system.

- Common terminology
- Modular organization
- Management by Objectives
- Reliance on Incident Action Plans
- Manageable span-of-control
- Pre-designated Incident Location and Facilities
- Comprehensive resource management
- Integrated communications
- Establishment and Transfer of Command
- Chain of Command and Unity of Command
- Unified command structure
- Accountability
- Deployment
- Information and Intelligence Management

a. **Common terminology** ICS establishes common terminology that allows diverse incident management and support entities to work together across a wide variety of incident management functions and hazard scenarios. This common terminology includes: organizational functions, resource descriptions, and incident facilities.

b. **Modular organization** refers to the method by which the ICS organizational structure develops based upon the type and size of an incident. The organization's staff assembles from the top down as the incident grows, with responsibility and performance initially placed with the Incident Commander.

c. **Management by Objectives** represents an approach communicated throughout the ICS organization. This includes establishing overarching policies, developing and issuing assignments, plans and procedures, establishing specific measurable objectives, and documenting results.

d. **Reliance on Incident Action Plans** provide a clear way to communicate the overall incident objectives of the operation.

e. **Manageable span-of-control** within ICS is a limitation on the number of emergency response personnel who effectively can be supervised or directed by an individual supervisor. The type of incident, the nature of the response or task, distance, and safety will influence the span-of-control range. The ordinary span-of-control range is between three and seven personnel.

f. **Pre-designated incident facilities** are established in the vicinity of the incident to accomplish a variety of purposes, such as decontamination, donated goods processing, mass care, and evacuation. The facilities and locations will be selected based upon the requirements of the situation.

g. **Unified command structure** refers to a unified team effort which allows all agencies with responsibility for the incident, either geographical or functional, to manage an incident by establishing a common set of incident objectives and strategies. This is accomplished without losing or abdicating agency authority, autonomy, responsibility or accountability.

h. **Comprehensive resource management** is maintaining an accurate and timely picture of resources that are available for assignment in support of incident management and emergency response activities.

i. **Integrated communications** are managed through the use of a common communications plan and an incident-based communications center established for the use of tactical and support resources assigned to the incident.

j. **Establishment and Transfer of Command** allows for the identified individual with command to transfer command to another individual while capturing all the essential information to ensure a continued safe and effective operation.

k. **Chain of Command and Unity of Command** refers to the orderly line of authority within the ranks of the organization. Each individual has a designated supervisor, which clarifies reporting relationships and eliminates confusion caused by multiple, conflicting directives.

**l. Unified Command** is necessary in incidents involving multiple jurisdictions or a single jurisdiction with multagency involvement. Unified command allows agencies with different legal, geographic and functional responsibilities to work together effectively without affecting individual agency authority, accountability or responsibility.

**m. Accountability** is essential at all function levels during an operation. This includes check in of responders, incident action plans, unity of command, span of control and resource tracking.

**n. Deployment** involves the dispatching of only properly equipped personnel and equipment by the appropriate agency.

**o. Information and Intelligence Management** is critical for establishing a process for gathering, sharing and managing incident related information.

## **F. HAZARD ANALYSIS**

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### **1. General**

The analysis of potential hazards is the basic component of any community's comprehensive emergency management plan. Consideration of the community's geography, demographics and land use trends is essential to minimize loss of life, human suffering and damage to property associated with major natural or man-made emergencies or disasters. This data assists emergency managers to identify potential hazards and prepare an organized response to an emergency.

The hazard analysis involves identification of hazards that may occur in the Consolidated City of Indianapolis and those individuals and property at risk from a particular hazard. This analysis assists in determining whether present capabilities are adequate in preparing for, mitigating and responding to an emergency. If capabilities are found to be inadequate, the emergency managers then may identify procedures needed to upgrade these capabilities.

### **2. The Consolidated City of Indianapolis is the capital city of the State of Indiana.**

The Consolidated City of Indianapolis is 404 square miles. Within its borders, there are nine townships (Center, Decatur, Franklin, Lawrence, Perry, Pike, Warren, Washington, and Wayne) and four excluded cities or towns (Beech Grove, Lawrence, Southport, and Speedway).

The Consolidated City of Indianapolis is located in the center of the State of Indiana. It is bounded on the north by the cities or towns of Carmel, Fishers and Zionsville. Its southern boundary is the city of Greenwood. According to the 2000 census the population of the Consolidated City of Indianapolis is 860,454 with a population of 1,607,486 in the metropolitan area.

### **3. Highways and Roads**

A total of six Interstate highways (I-65, I-69, I-70, I-74, I-465, I-865) and eight state highways (US 31, US 36, US 40, US 52, US 136, SR 37, SR 67, and SR 135) converge within the county.

### **4. Railroads**

Five railroads operate within the county: CSX Transportation, Hoosier Heritage Port Authority, Indiana Railroad, Indiana Southern, Louisville and Indiana Railroad.

## **5. Pipelines**

Major pipelines passing through the jurisdiction are operated by BP Pipelines (North America) Inc., Buckeye Pipeline Company, L. P., Marathon Ashland Pipe Line L.L.C., Panhandle Eastern Pipeline Company, Shell Pipeline Company, L.P., Texas Eastern Products Pipeline Company, Vectren Energy Delivery.

## **6. Airports**

BAA Indianapolis LLC is a wholly owned subsidiary of BAA plc. BAA was selected by the Indianapolis Airport Authority in 1995 to manage its system of airports including Indianapolis International, four general aviation airports and the Heliport in downtown Indianapolis.

The Indianapolis International Airport with its three runways is a Class C facility occupying approximately 7,700 acres on the county's west side. The airport is served by 10 major and 10 national passenger airlines. The terminal has 33 gates and approximately 673,000 square feet of space. Nearly seven million passengers pass through the airport annually. Garage and surface parking provide a total capacity for 10,915 vehicles. In addition to passenger traffic, the airport is the second largest cargo hub in the United States.

## **7. Hospitals**

Eleven major hospitals provide medical care for the area.

## **8. Hazard Impacts**

The Consolidated City of Indianapolis is subject to a wide variety of negative impacts from various hazards and threats. The three broad categories of hazards are natural, technological and domestic security threats.

### Natural Hazards

- Tornadoes (primarily March-July but have occurred in all months)
- Floods
- Winter Storms (December-March)
- Extreme Heat/Cold
- Drought
- Earthquake (New Madrid Fault, Wabash Valley Fault)
- Wildland fire (May-October)

### Technological Hazards

- Hazardous Material
- Transportation Emergencies
- Train accident

- Major truck accident
- Airplane crash
- Utility Failure
- Dam Failure

Domestic Security Threats

- Civil Unrest
- Terrorism

## **G. HAZARDS AND THREATS**

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### **1. Severe Weather and Floods**

The Consolidated City of Indianapolis has experienced damage associated with severe thunderstorms, tornadoes, straight-line winds, hail, flooding, severe winter storms, blizzards, and ice storms. Severe weather can cause residential and business structural damage, property damage, power loss, street blockages, and flooding. The Consolidated City of Indianapolis experiences an average of one week of heat and two weeks of cold annually where temperatures are extreme enough to warrant monitoring for danger to the population.

### **2. Earthquakes**

The Consolidated City of Indianapolis is located in a zone that will experience damage and injuries in the event of a Richter 7.0+ earthquake with an epicenter located in the New Madrid fault. This would have the effect of a Richter 5.5-6.1 earthquake with an epicenter located within Indianapolis.

### **3. Hazardous Materials**

Based on historical data, most serious hazardous materials incidents occur at fixed facilities within the capital city of Indianapolis. There are more than 175 facilities within the jurisdiction that stock reportable quantities of substances on the U.S. Environmental Protection Agency's Extreme Hazardous Substance notification list.

Rail carriers routinely transport hazardous substances throughout the jurisdiction, including through the downtown area.

Vehicle carriers routinely transport hazardous substances along the major highways through the jurisdiction. Pursuant to a local ordinance, carriers may only transport hazardous materials on I-65 within the I-465 loop unless the transport ends or originates therein.

A number of petroleum pipelines transport products across the southwest, northwest, north, and northeast portions of the jurisdiction.

#### **4. Aircraft Accidents**

The majority of standard instrument approaches to the Indianapolis International Airport bring flight traffic across the county at distances of five, ten, and fifteen miles from the airport. These patterns cover approximately half the geographical area of the county on a line stretching from the northwest to the southeast corners of the county. Straight-in approaches bring aircraft traffic over the Castleton area and just north of the downtown mile square. Air cargo operations depart and arrive mainly between 10 p.m. and 4 a.m. on weekdays.

According to the Indianapolis Airport Authority, the Indianapolis International Airport experiences approximately 600 passenger aircraft cycles per day; air cargo operations account for approximately 130 more cycles at night. An irregular number of air courier flights take place daily. Federal Express has a transport facility at the airport.

In addition to Indianapolis International Airport, there are four other airports either in Marion County or in close enough proximity to affect the county. These are: Eagle Creek Airport in Indianapolis, Greenwood Airport in Johnson County, Mount Comfort Airport in Hancock County, and Indianapolis Metropolitan Airport in Hamilton County. These airports serve both private and corporate flight operations.

#### **5. Utility Failures**

Power failures are a possibility, especially if severe weather like high winds or ice storms cause widespread failure of power lines. AES-IPALCO provides all electrical transmission lines within the Consolidated City and County of Indianapolis. AES-IPALCO has mutual aid agreements with other local and regional power companies to share resources and repair capabilities. Redundancies in the local power distribution systems decrease the likelihood of prolonged power disruptions in the county.

Citizens Gas and Coke delivers natural gas products, steam and chilled water to commercial and residential customers throughout the county. Additionally, CGCU provides energy management services to the Indianapolis and Greenfield Eli Lilly Campuses.

SBC provides local telephone services to approximately 90% of the Consolidated City of Indianapolis. Its distribution network is redundant and capable of being rerouted around local failures. Ten other local telephone service providers comprise the remaining 10% of the service.

Indianapolis Water provides drinking water for most of the county. It maintains water treatment facilities, as do the towns of Cumberland, Lawrence and Speedway. Main water sources are the White River, regulated by the Morse Reservoir; Fall Creek, regulated by Geist Reservoir; Eagle Creek, regulated by Eagle Creek Reservoir; and ground water wells.

Time Warner and Indianapolis Comcast provide cable television services to the county. Both cable operators have franchise agreements including the provision of Emergency Alert System information as necessary on behalf of local government.

## **6. Domestic Security Threats**

Although all areas of the Consolidated City of Indianapolis may be subject to civil unrest, the downtown area is the most likely area for acts of civil disorder due to the presence of state and local government offices and the abundance of sports, convention and entertainment venues.

The Consolidated City of Indianapolis has not experienced direct incidents of terrorism. We have dealt with anthrax hoaxes and consider bioterrorism a potential threat. The public health community and the Department of Public Safety, Division of Emergency Management, are developing a separate plan to respond to bioterrorism.

# **H. CONTINUITY OF GOVERNMENT**

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## **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 (each is attached as an exhibit to the CEMP):

- 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 chief deputy mayor (or, if the chief 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.

## **I. EMERGENCY MANAGEMENT PLAN MAINTENANCE**

The Consolidated City of Indianapolis CEMP will be reviewed and revised by the Emergency Management Division at a minimum of every six months 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 emergency management and operations change.

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

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## **PART II. INITIAL RESPONSE OPERATIONS**

### **A. CONCEPT OF OPERATIONS**

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Initial response operations will be accomplished by city and county agencies, excluded city and town jurisdictions, volunteer agencies, and segments of the private sector. During initial response operations, the field responders of the Consolidated City of Indianapolis will place emphasis on saving lives, property, and the environment, controlling the situation, and minimizing the effects of the emergency. The Incident Command System will be used to manage and control the response operations. The disaster event may be controlled solely by emergency responders or with other agencies through mutual aid or support agreements. If the resources available at the field response level are not sufficient to mitigate the situation, the Incident Commander may request that the Emergency Operations Center be activated to support the field operations.

### **B. ALERTING AND WARNING**

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Alerting and warning involves notifying emergency response personnel, as well as notifying the affected public. The Consolidated City of Indianapolis utilizes a number of ways to alert and activate its emergency response personnel.

The Emergency Management Division has the primary responsibility in alerting and warning the public, with assistance from the Joint Information Center and Public Information Emergency Support Function, as deemed necessary. Alerting and warning the public may be accomplished through the Emergency Alert System, special media broadcasts, electronic bulletin boards, emergency alert electronic subscriber service, published numbers for the Mayor's Action Center, or simply driving up and down the streets using the public address system.

### **C. FIELD RESPONSE**

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#### **1. Introduction**

Within the Consolidated City of Indianapolis, the Incident Command System will be used on all incidents. When the Consolidated City of Indianapolis has jurisdiction over a multiple-agency incident, emergency responders will organize the field response using the Incident Command System (ICS). Additionally, the principles of ICS will be used even for those incidents that begin as a single discipline response (i.e., all fire or all law enforcement). Often, the single discipline incident expands to a multi-discipline incident, which demands the use of ICS. During multi-agency incidents in the Consolidated City of Indianapolis, field responders will use the principles of Unified Command to the greatest extent possible.

In order for ICS to be used at all incidents, the first emergency responder on scene who has single discipline management responsibility always will take the following basic actions:

- Establish the Incident Command Post (ICP)
- Evaluate the incident
- Determine the ICS organizational elements required
- Request additional resources necessary to mitigate the incident
- Delegate authority within the ICS organizational structure
- Develop the Incident Action Plan, incorporating the incident objectives and strategies

By taking these basic actions, the change from an individual response to a 25-250-person response involves no change in the management system. The built-in capability for modular development helps to shape the organization based on the functional needs of the incident.

## **2. Coordination with Excluded Cities and Towns, Special Districts, Private, and Volunteer Agencies in Initial Response Operations**

The level of involvement of excluded cities and towns, special districts, public utilities, private organizations, and volunteer agencies will vary considerably depending upon the kind of incident. In general, excluded cities and towns, special districts or other agencies that have a statutory or jurisdictional responsibility with the incident should be represented at the incident. The form of involvement for these districts and agencies may be part of the Unified Command or as an Agency Representative who coordinates with the Consolidated City of Indianapolis. The emergency response role of the excluded cities and towns and special districts will be focused on their normal services and functional area of responsibility.

## **3. Coordination With Consolidated City and County of Indianapolis EOC**

The field response organization has a direct communications and reporting relationship with the Emergency Operations Center (EOC). When the EOC is activated, the Incident Commander will coordinate directly with the EOC's Operations Section Chief, if the position has been established, or the EOC Director.

Indianapolis-Marion County Communications (Police Dispatch) and Indianapolis Fire Communications (Fire Dispatch) will function in an intermediate role between the Incident Commander and the EOC's Operations Section Chief. Communications will have no command authority over field operations, but will serve, as it is a conduit for communication. The EOC may give policy direction directly to the Incident Commander.

During disaster situations with multiple incidents occurring simultaneously within the Consolidated City of Indianapolis, the EOC may be activated at the discretion of the Emergency Management Division. Incident Commanders and the appropriate ICS

structure will be established for each incident. Each Incident Commander will communicate and report to the Operations Section Chief throughout the incident.

This section of the Consolidated City of Indianapolis CEMP is designed for field responders' initial response to emergencies, bridging the gap between a routine emergency and a disaster. Experience has shown that the outcome of many emergencies can be greatly affected by effective initial response actions.

*Refer to Appendix B: Incident Specific Checklists*

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## **PART III. EXTENDED RESPONSE**

### **A. CONCEPT OF OPERATIONS**

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During a disaster/emergency, the Emergency Operations Center (EOC) will support field response operations in mitigating incidents within the Consolidated City of Indianapolis. The primary emphasis will be placed on saving lives, protecting property and preserving the environment. The EOC will operate using Emergency Management System and Incident Command System functions, principles, and components. It will implement the action planning process to develop an EOC Action Plan, identifying and implementing specific objectives for each operational period.

The EOC will serve as the coordination and communications between the Consolidated City of Indianapolis and the Indiana State Emergency Management Agency and the Federal Emergency Management Agency. The EOC will be activated whenever an emergency or disaster impacts the Consolidated City of Indianapolis, or excluded cities, towns or special district(s). The EOC also may be activated at the request of an excluded city, town or special district to coordinate information and resources. The EOC will utilize the discipline-specific Emergency Support Function Lead Agency coordinators to coordinate fire, law enforcement, public works, medical specific resources, and other resource requests.

### **B. EMERGENCY OPERATIONS CENTER**

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#### **1. Introduction**

Within the Consolidated City of Indianapolis, various departments and agencies that are widely dispersed throughout the jurisdiction conduct normal daily operations. The EOC is a location from which centralized emergency management can be performed during a major emergency or disaster. The EOC facilitates a coordinated response by all the departments and agencies that are assigned emergency support functions. The level of EOC staffing will vary with the specific emergency situation.

#### **2. Activation Policy**

The EOC is activated when conditions exist that require monitoring, when field response agencies need support, or at the direction of the Mayor, Director of Public Safety or the Administrator of the Emergency Management Division. Activation may involve partial or full staffing, depending on the support required. The following list depicts the circumstances when the EOC must be activated:

- The Governor declares a state of disaster emergency due to a disaster or threat of a disaster within or affecting the Consolidated City of Indianapolis
- The Consolidated City of Indianapolis has declared a local disaster emergency
- A city or town within Marion County has declared a local emergency

- A local government within the Consolidated City of Indianapolis has activated its emergency plan and/or requested activation of the EOC to support its emergency operations
- the Consolidated City of Indianapolis has requested resources from outside its boundaries, *except those resources used in normal day-to-day operations which are obtained through existing agreements such as fire or law enforcement mutual aid*; and
- the Consolidated City of Indianapolis has received resource requests from outside its boundaries, *except those resources used in normal day-to-day operations which are obtained through existing agreements such as fire or law enforcement mutual aid*

### 3. EOC Activation Levels And Minimum Staffing Guide Per Level

The Consolidated City of Indianapolis has developed criteria identifying the circumstances that would require EOC activation. There are six levels of activation.

The Mayor, through the Emergency Management Division, may designate what level of activation is required in response to a given situation, and shall ensure all steps for notification and operation are completed for that level of activation.

- a. **Special Event:** Normal activation of the EOC for use as a command and control center for special events.
- b. **Emergency Standby:** Emergency Activation of EOC. Conditions have developed that heighten dangers or potential dangers to the Consolidated City of Indianapolis. The conditions have not yet caused, and may never cause, a disaster. Monitor Only.
- c. **Level I:** Disaster emergency conditions have occurred and are having a serious but limited impact on portions of the Consolidated City of Indianapolis. On-site Incident Command in effect to stabilize the incident. Monitor and provide resources.
- d. **Level II:** Disaster emergency conditions are having a serious effect on most or all of the Consolidated City of Indianapolis; resources are heavily deployed. Multiple Incident Command sites.
- e. **Level III:** Emergency conditions are having a serious effect on most or all of the Consolidated City of Indianapolis; resources are fully committed and the incident(s) continue to expand. State and federal assistance is needed.
- f. **Level IV:** National Command Authority declares National Security Emergency. Highest level of awareness response.

#### **4. Coordination with State and Federal Field Response**

There are some instances where a state or federal agency will have a field response. When a state agency or federal agency is involved in field operations, coordination will be established with the EOC.

#### **5. Coordination With Excluded Cities and Towns**

Direct communications and coordination will be established between the Consolidated City of Indianapolis and any excluded cities and towns that have been impacted by the emergency or disaster. Normal methods of communication during emergencies and disasters may be unreliable or even unavailable. Initially, communications will be established by the first available means and with the first person available representing the affected jurisdiction regardless of his functional position.

Whenever an excluded city or town may be affected by a situation requiring the activation of the EOC, an agency representative from such jurisdiction should be at the EOC. The city and town representatives will ensure that adequate coordination and information exchange arrangements are made with the affected jurisdiction.

#### **6. Coordination With Special Districts and Townships**

The emergency response role of special districts and townships generally is focused on the normal services or functional area of responsibility. During disasters, some types of special districts will be more extensively involved in the emergency response by directly coordinating, communicating and assisting local governments.

In the Consolidated City of Indianapolis, overlapping boundaries complicate relationships with special districts and the local governments. Ideally, the special district involved in the emergency response will have a representative at the EOC, serving as the focal point of coordination and work with other local government representatives in the EOC. If a special district is unable to send a representative, then the Emergency Support Function Lead Agency in the EOC will be responsible for establishing communications and coordination with the special district.

## **C. Rapid Impact Assessment Teams (Damage Assessment)**

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When a disaster occurs, it is necessary to collect and analyze information concerning the nature, severity and extent of the situation, and to report the information through established channels. The information will be used to assess the extent of the disaster/event and determine the appropriate level of response for the Consolidated City of Indianapolis.

1. Damage information will be consolidated and reported to the Indiana State Emergency Management Agency (SEMA) Emergency Operations Center. Field responders, giving a quick picture of the incident will conduct an initial assessment, sometimes called a “windshield survey.”

The Public Works Emergency Support Function will coordinate safety inspections, searching for life and/or property-threatening situations. As significant damage becomes apparent, the ESF Lead Agency should prepare an Initial Damage Estimate.

The City of Indianapolis and Marion County Geographic Information Systems (GIS) Team can provide support for departments and agencies, such as mapping and geographic data.

The Initial Damage Estimate when completed and approved by the Policy Group should be forwarded to the SEMA EOC. The Initial Damage Estimate includes the location and description of the damage and provides a rough estimate of the associated dollar loss. The Initial Damage Estimate will be used to justify a gubernatorial declaration of a state of disaster emergency and to request a presidential declaration of emergency.

A detailed assessment of damage in public and private facilities, with more precise dollar loss estimates, will be formulated and forwarded to the SEMA at a later date, as recovery operations begin.

Information is critical to determine operational problems and immediate needs of the community. The specific costs of the damage and the economic consequences of the disaster also are important, but must not be collected until the operational problems and immediate needs are collected and analyzed.

Detailed damage assessment information will be used to plan for both short and long range recovery, which will be given highest priority as the emergency organization transitions from response to recovery operations.

2. When a disaster occurs, emergency responders will assess the nature, severity and extent of the situation, will conduct an immediate survey of the Consolidated City. The responders may include the area law enforcement agencies and fire services, and the Department of Public Works. Information may also be gathered from American Red Cross Damage Assessment Teams.

Field responders will accomplish the initial damage assessment by conducting ground surveys, which will require the observation and reporting of damage, casualties, and status of affected areas.

The ground survey should include the inspection of and reporting on facilities essential to public welfare and safety. Field responders will report their observations to the Emergency Management Division through the Communications Centers. It is imperative that ground surveys are collected and analyzed as quickly and as completely as possible so a determination can be made whether to activate the EOC. Once the EOC is activated, the Public Works Emergency Support Function will begin safety assessments of the damaged facilities and follow up, as necessary, with the field responders' initial damage assessment.

The Public Works Emergency Support Function will manage and coordinate Rapid Impact Assessment Teams of qualified inspectors who are either local inspectors or inspectors obtained from other jurisdictions. These teams will include building inspectors, utility inspectors, health inspectors, and law enforcement who will inspect both public and private property.

The Public Works Emergency Support Function will begin completing the Initial Damage Estimate, which includes the location and description of the damages and provides a rough estimate of the associated dollar loss.

Situation Reports are completed and submitted to the SEMA on a regularly scheduled basis, every two, four, eight, or ten hours. Situation Reports define affected areas, identify the status of transportation routes, the number of casualties and fatalities, damage to both private and public facilities, and the type and relative priority of assistance needed.

## **D. Emergency Declarations**

1. **A Local Disaster Emergency** may be declared by proclamation of the Mayor if he finds that a disaster has occurred or that the occurrence or the threat thereof is imminent. The state of local disaster emergency shall continue until the Mayor finds that the threat or danger has been dealt with to the extent that the emergency conditions no longer exist and he terminates the state of disaster emergency by proclamation; however, no state of emergency may continue for longer than seven days unless renewed with the approval of the City-County Council.

The Mayor may exercise all powers and authority available under federal, state and local laws.

2. After the declaration of a Local Disaster Emergency for the Consolidated City of Indianapolis, the Mayor may request that the **Governor proclaims a State of Disaster Emergency** under Ind. Code Section 10-4-1-7. The request will be forwarded to the SEMA EOC, with a copy of the local disaster declaration and the damage assessment summary.

## **E. Media**

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The Joint Information Center is comprised of staff from the Public Information Officers of the various agencies staffing the EOC and is responsible for ensuring that the media is informed of all pertinent public information statements originating from the EOC. The Joint Information Center supervises the EOC Media Room and acts as liaison between the media and EOC. The Joint Information Center shall coordinate the activities of other department Public Information Officers, and all information released to the media.

### **1. Media access to the EOC**

Due to the operational requirements and limited space within the EOC, media representatives will not be allowed beyond the first floor garage area.

At the discretion of the Mayor, media representatives may be permitted beyond the first floor on a very limited basis, during non-critical periods of the response operation.

### **2. Indianapolis/Marion County Media Plan**

In the event that the EOC is activated, the following rules will apply to media relations:

The Joint Information Center will be the sole source of information for dissemination to the media and the public. This is to insure accuracy of reports from the EOC and other elements of the City's response to a disaster. No information will be released without the authorization of the EOC Policy Group.

As required by the situation, news releases will be provided on a regular schedule, which will be available to media representatives.

Within the EOC, press interviews will be conducted only in designated areas, essentially the Media Briefing Room on the first floor. Requests for interviews should be submitted to the Joint Information Center staff. Every effort will be made to accommodate the media, as the duties and responsibilities of officials interviewed permits.

Media representatives must display their press identification badges to obtain entry to the media briefing area and these badges must be worn at all times. As space in the media room is limited, a maximum of four persons per media entity will be allowed access to the EOC buildings at any one time. Media representatives must sign in when entering and sign out when leaving the EOC.

## **F. Transition Into Recovery Operations**

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As the threat to life, property and the environment dissipates, the Policy Group will consider deactivating the EOC. The Policy Group will direct Emergency Support Function Lead Agencies to deactivate sections, ensuring that each unit/branch/section provides its logs and files to the Emergency Management Division. The Emergency Management Division will organize these materials to be archived and/or utilized for the financial recovery process.

The Emergency Management Division will coordinate the recovery effort, ensuring that all damaged public facilities and services are restored. In coordination with the Emergency Support Function Lead Agencies, the Emergency Management Division will prepare an after-action report, submitting it to the Mayor within 60 days of the disaster/event.

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## **PART IV. RECOVERY OPERATIONS**

### **A. CONCEPT OF OPERATIONS**

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The Consolidated City of Indianapolis, each of the cities and towns within its jurisdiction, and all of the special districts and agencies serving the jurisdiction will be involved in recovery operations. In the aftermath of a disaster, many citizens will have specific needs that must be met before they can return to their pre-disaster lives. Typically, there will be a need for:

- Assessment of the extent and severity of damages to homes and other property
- Restoration of services generally available in communities such as water, food and medical assistance
- Repair of damaged homes and property
- Professional counseling when the sudden changes resulting from the emergency have led to mental anguish and inability to cope

The Consolidated City of Indianapolis can help individuals and families recover by ensuring that these services are available and by seeking additional resources if the community needs them. The two recovery phases are short-term and long-term.

Short-term recovery operations will begin during the response phase of the emergency. The major objectives of short-term recovery operations include:

- Rapid debris removal and cleanup
- Orderly and coordinated restoration of essential services (electricity, water and sanitary systems)
- Short-term recovery operations will include all the agencies participating in the jurisdiction

The major objectives of long-term recovery operations include:

- Coordinated delivery of social and health services
- Improved land use planning
- Improved CEMP
- Re-establishing the local economy to pre-disaster levels
- Recovery of disaster response costs
- Effective integration of mitigation strategies into recovery planning and operations

Public information during the recovery process will be handled independently by each agency or jurisdiction. However, information will be coordinated among the agencies and jurisdictions.

## **1. Short-Term Recovery**

The goal of short-term recovery is to restore local government to at least a minimal capacity. Short-term recovery includes:

- Utility restoration
- Expanded social, medical, and mental health services
- Re-establishment of government operations
- Transportation routes
- Debris removal
- Cleanup operations
- Abatement and demolition of hazardous structures

Each jurisdiction will coordinate its efforts to restore utility systems and services during recovery operations. Medical services may operate from temporary facilities, as necessary. The Marion County Health Department will coordinate and conduct Critical Incident Stress Debriefings for emergency response personnel and victims of the disaster.

For federally-declared disasters, the Federal Emergency Management Agency (FEMA) may establish teleregistration centers to assist disaster victims and businesses in applying for grants, loans and other benefits. In coordination with the American Red Cross, the County and other jurisdictions will provide shelter or disaster victims until housing can be arranged.

The Public Works Emergency Support Function will ensure that debris removal and cleanup operations are expedited. On the basis of the Public Works Damage Assessment Teams, structures that pose a public safety concern will be demolished.

## **2. Long-Term Recovery**

The goal of long-term recovery is to restore facilities to pre-disaster conditions, if possible. Long-term recovery includes hazard mitigation activities, restoration or reconstruction of public facilities, and disaster response cost recovery. Each affected jurisdiction will be responsible for its own approach to mitigation, which could include zoning variances, building code changes, CEMP reviews, seismic safety elements, and other land use planning techniques.

With public safety a primary concern, rapid recovery may require adjustments to policies and procedures to streamline the recovery process.

Hazard mitigation actions will need to be coordinated and employed in all activities by all jurisdictions in order to ensure a maximum reduction of vulnerability to future disasters. The Consolidated City of Indianapolis, the excluded cities and towns, and special districts will strive to restore essential facilities to their pre-disaster condition by retrofitting, repairing or reconstructing them during long-term recovery operations.

Recovery programs also will be sought for individual citizens and private businesses. The Consolidated City of Indianapolis redevelopment agencies will play a vital role in rebuilding commercial areas.

## **B. RECOVERY OPERATIONS ORGANIZATION**

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For the Consolidated City of Indianapolis, the Emergency Management Division will assist the Department of Public Works in managing and directing recovery operations. Recovery issues involving excluded cities and towns and special districts will be coordinated and managed between the Department of Public Works and designated representatives.

On a regularly scheduled basis, the Department of Public Works will convene meetings with department directors, key individuals, and representatives from affected jurisdictions and special districts. These meetings will be held to make collective policy decisions. They also will be used to obtain and disseminate information regarding completed and ongoing recovery operations.

The Emergency Management Division will assist the Department of Public Works in facilitating and leading the recovery process. All Emergency Support Functions also will be represented and responsible for certain functions throughout the recovery process.

## **C. RECOVERY DAMAGE/SAFETY ASSESSMENT**

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The recovery damage/safety assessment is the basis for determining the type and amount of state and/or federal financial assistance necessary for recovery. During the response phase, a Rapid Initial Damage Estimate is developed to support a request for a gubernatorial proclamation and for the State of Indiana to request a presidential declaration.

During the recovery phase, this assessment is refined to a more detailed level. This detailed damage/safety assessment will be needed to apply for the various disaster financial assistance programs. The jurisdiction's departments will need to develop a list of mitigation priorities.

For the Consolidated City of Indianapolis, the Department of Public Works will complete the detailed damage/safety assessment in coordination with the Emergency Management Division and other applicable Departments. The Public Works Departments of each excluded city or town will complete the detailed damage assessment. The administrative and operational division of special districts will, in most cases, complete the detailed damage assessment.

## **D. DOCUMENTATION**

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Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs.

Under federal disaster assistance programs, documentation must be obtained regarding damages sustained to:

- Roads
- Water control facilities
- Public buildings and related equipment
- Public utilities
- Facilities under construction
- Recreational and park facilities
- Educational institutions
- Certain private non-profit facilities

Debris removal and emergency response costs incurred by the affected entities also should be documented for cost recovery purposes under the federal programs.

It will be the responsibility of the Consolidated City of Indianapolis, excluded cities and towns, and special districts to collect documentation of these damages and submit them to the Emergency Management Division.

The documenting information should include the location and extent of damage and estimates of costs for debris removal, emergency work, and repairing or replacing damaged facilities to a non-vulnerable and mitigated condition. The cost of compliance with building codes for new construction, repair, and restoration also will be documented. The cost of improving facilities may be provided under federal mitigation programs.

Documentation is key to recovering expenditures related to emergency response and recovery operations. Documentation must begin at the field response level and continue throughout the operation of the EOC as the disaster unfolds.

## **E. AFTER-ACTION REPORTING**

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The after-action report serves as a source for documenting emergency response activities, identifying areas of success and concern, and for developing a work plan for implementing improvements.

The after-action report provides, at a minimum, the following:

- Response actions taken
- Necessary modifications to plans and procedures
- Training needs
- Recovery activities to date

The after-action report is a composite document for all Emergency Support Functions, providing a broad perspective of the incident and referencing more detailed documents. It includes an overview of the incident, enclosures, and addresses specific areas of the response as necessary. The After Action Report should correlate with, but not encompass, hazard mitigation. Hazard mitigation efforts may be included in the “recovery actions to date” portion of the report.

The Emergency Management Division is responsible for the completing and distributing the after-action report. The Emergency Management Division may coordinate with excluded cities and towns and special districts when completing the after-action report.

The after-action report is well structured, geared to the target audience, written in simple language, brief and well presented. Data for the after-action report is collected from questionnaires and other documents developed during the disaster response. De-briefings and interviews with emergency responders may also be used.