

EMERGENCY SUPPORT FUNCTION (ESF) #2 ANNEX – COMMUNICATIONS

State of Indiana

Emergency Operations Plan (EOP)

ESF Annex

March 2025

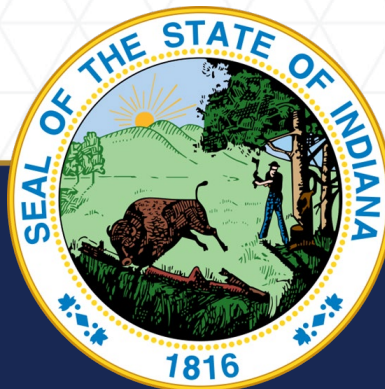


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PLANNING AGENCIES

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

Integrated Public Safety Commission (IPSC)

PRIMARY SUPPORTING STATE AGENCIES

Indiana Department of Homeland Security (IDHS)	Indiana Department of Health (IDOH)
Indiana Department of Transportation (INDOT)	Indiana Office of Technology (IOT)
Indiana National Guard (INNG)	Indiana Department of Corrections (IDOC)
Indiana State Police (ISP)	Indiana Department of Administration (IDOA)
Indiana Department of Natural Resources (DNR)	Indiana Statewide 911 Board
Indiana Utility Regulatory Commission (IURC)	

SUPPORTING FEDERAL AGENCIES

Federal Emergency Management Agency (FEMA)	National Weather Service (NWS)
Cybersecurity and Infrastructure Security Agency (CISA)	

NON-GOVERNMENTAL ORGANIZATIONS

IDHS Auxiliary Communications (AUXCOMM)	Indiana Voluntary Organizations in Disaster (INVOAD)
Amateur Radio Services (ARES)	Motorola
American Red Cross (ARC)	Verizon

Computer Aided Dispatch (CAD) Vendors	First Net / AT&T
Indiana Chapter of the Association of Public Safety Officials (APCO Indiana)	National Emergency Number Association (NENA) Indiana
Indiana Broadcaster's Association	Other terrestrial, satellite, broadcast or radio providers, as appropriate.

LOCAL ORGANIZATIONS

County Emergency Management Agencies	Local Elected Officials
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PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS

PURPOSE

The purpose of Emergency Support Function #2 (ESF-2) – Communications is to provide the resources and personnel to meet the overall communications-related needs of the state before, during and after emergency or disaster events. Such events may significantly impact communications, infrastructure systems and capabilities of state and local jurisdictions. ESF-2 will coordinate with telecommunications and information technology industries to protect, restore and sustain telecommunications infrastructure. The ESF-2 position is critical to maintain communication interoperability and provide subject matter expertise in the support of incident management communications.

SCOPE

The state of Indiana and the State Emergency Operations Center (SEOC) recognize fifteen (15) Emergency Support Functions (ESF). This annex focuses on ESF-2, Communications. The ESF-2 Annex is intended to be utilized in conjunction with the State Emergency Operations Plan (EOP).

ESF-2 acts to meet the telecommunications and essential elements of information needs of local, state, tribal and federal government agencies; non-governmental organizations; private sector partners; and individuals.

Communications refers to:

- The exchange of information between two or more people or entities using various mediums: i.e., the message.
- The hardware, software, systems, protocols, languages, etc. which is used to convey the message: i.e., the medium.

For the purposes of this annex, unless otherwise specifically stated, communications refer to the **medium** used to convey the message.

SITUATION

ESF-2 may be needed in any of the five (5) phases of emergency management (prevention, protection, mitigation, response and recovery). In the event IDHS determines the need for ESF-2 regarding any of the five (5) phases of emergency management, the Integrated Public Safety Commission (IPSC) will act as the primary agency. ESF-2 will be responsible for implementing internal Standard Operating Procedures (SOPs) and/or Standard Operating Guides (SOGs) and protocols to ensure adequate staffing and administrative support for field operations, as appropriate and the support of efforts in the SEOC. ESF-2 personnel will coordinate the activation and deployment of communication assets to fulfill specific mission assignments that support essential activities in prevention, protection, mitigation, response and recovery efforts.

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-2 supports the overarching core capabilities of Planning, Operational Coordination and Public Information and Warning, which apply to all mission areas. ESF-2 also supports the core capabilities of Infrastructure Systems and Operational Communications. Table 1 describes the core capability actions that ESF-2 most directly supports.

Table 1. ESF-2 CORE CAPABILITY ACTIONS

CORE CAPABILITY	ESF #2 – COMMUNICATIONS
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.
INFRASTRUCTURE SYSTEMS	Provide expertise and personnel to assist with assessment of emergency services sector critical infrastructure.
OPERATIONAL COMMUNICATIONS	<ul style="list-style-type: none"> • Coordinate with state and federal partners to ensure the capacity to communicate with both the emergency response community and the affected populations. • Coordinate the establishment of interoperable voice and data communications between local, state, tribal, territorial, insular area and federal first responders. • Re-establish sufficient communications infrastructure within the affected areas to support ongoing life-sustaining activities; provide basic human needs, including the needs of individuals with disabilities and others with access and functional needs; and transition to recovery.

PLANNING ASSUMPTIONS

- Normal landline telephone, cellular phone and internet communications systems will be degraded, overloaded or rendered unusable by local and regional infrastructure damages.
- Initial efforts to establish communications among components of the response will be only partially successful.
- Backup methods and corrective actions will restore dependable and consistent communications in support of response operations within 48 to 72 hours.
- All state communications assets may be severely impacted. The degradation or total disruption may include all or some of the following communications resources commonly used by state agencies and by state and local responders:
 - Indiana statewide 800-MHz radio system and its infrastructure (towers, generators, fuel supplies and equipment buildings)
 - Mobile data and computer aided dispatch (CAD)
 - Internet services and cellular voice and data services
 - Landline telephone services
 - IDHS's very high frequency (VHF) statewide radio system (155.0250 MHz), which is totally reliant upon the state microwave system and transmitters co-located at state microwave sites
 - Statewide 911 services to local Public Safety Answering Points (PSAPs)
 - Conventional 800-MHz repeaters are separate from but co-located on sites used by the statewide 800-MHz system
- Effective response as well as ongoing support efforts will be contingent upon the availability of resources and the extent/impact of the incident upon the state.

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 #2 (ESF-2) shall coordinate the use of available communication 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-2 shall ensure and promote a common operating picture (COP) through communicating with ESFs, the State Emergency Operations Center (SEOC) Operations Section and private sector communications partners, as applicable.

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 that all paperwork, such as equipment time records, personnel time records, accident reports and mechanical inspections have been completed, are accurate and are submitted to the appropriate SEOC personnel.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

ORGANIZATION

Emergency Support Function #2 (ESF-2) – Communications works under the Infrastructure Support Group in the Operations Section of the State Emergency Operations Center (SEOC). This position is staffed by the Integrated Public Safety Commission (IPSC).

In the event of a communications failure, local, state, federal agencies and private sector organizations will coordinate in the restoration of the communication system, as well as implementing backup communications procedures. Restoration is dependent on voluntary and local support and buy-in from local public safety communications stakeholders to be effective.

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-2 representative in the SEOC.
- Provide the coordination of interoperable communication resources to assist in critical functions and tasks before, during and after emergency events and disaster situations.
- Support the recovery and restoration of communication infrastructure impacted by potential hazards or disaster events.
- Execute tasks identified in the State Disaster and Emergency Communications Plan, as requested.
- Work with other state, local, or municipal departments to assess damage to the communication infrastructure in impacted areas and analyze this information 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

- Identify new communication 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 communications capabilities within the state of Indiana.

Private Sector / Non-Governmental Organizations (NGO)

The private sector owns and/or operates most of Indiana's communications infrastructure and is a partner and/or lead for the rapid restoration of their networks.

Through planning and coordination, private sector entities provide critical information for incident action planning and decision making during an incident. Private sector mutual aid and assistance networks also facilitate the sharing of resources to support response.

In the event of a major disaster with communication loss, the Business Emergency Operations Center (BEOC) will work in coordination with ESF-2 to help prioritize and restore privately-owned commercial communications sites.

SEOC ESF-2 Responsibilities

Please see primary agency responsibilities above and additional responsibilities below:

- Provide disaster emergency communications, which consists of the technical means and modes required to provide and maintain operable and interoperable voice and data communications in an incident area.
- Support the temporary re-establishment of the basic public safety communications infrastructure and assist in the initial restoration of the commercial telecommunications infrastructure.
- Coordinate the provisioning of priority and other telecommunications services at incident support facilities, provide capabilities and services to aid response and short-term recovery operations and ensure a smooth transition to long-term recovery efforts.
- Coordinate and deconflict incident radio frequencies, channels and talkgroup assignments in disaster event areas of operation.
- Provide situation reports through WebEOC as identified in the incident battle rhythm.
- Participate in briefings, as needed.
- Follow the ESF-2 SEOC Just-in-Time Training checklist when arriving at the SEOC.
- Manage the financial aspects of ESF-2.

Auxiliary Communicator Responsibilities

Volunteer amateur radio responders, which include Amateur Radio Emergency Service (ARES), Radio Amateur Civil Emergency Service (RACES), Radio Emergency Associated Communication Teams (REACT) and Military Affiliate Radio System (MARS), are responsible for maintaining equipment, maintaining licensing, meeting educational requirements, obtaining backup power for their radio system, knowing how to operate their radios and participating in training. Auxiliary communicators (AUXC) may be tasked by the Communications Unit in the SEOC. Further information on AUXC integration into emergency response is outlined in the State of Indiana Disaster and Emergency Communications Plan, 2023.

EMERGENCY SUPPORT FUNCTION GENERAL TASKS

The following tables are comprised of essential tasks that may need to be completed by Emergency Support Function #2 (ESF-2) in all phases of emergency management. These tasks have been created as a guide to follow for the primary and support agencies of ESF-2. 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 the state of Indiana. It will be the responsibility of ESF-2 to ensure the tasks outlined here are accurate and reflect their overall ability to manage, support and deploy resources.

Table 2. ESF-2 PREVENTION TASKS

ESF #2 – PREVENTION TASKS	
TASK #	TASK SUMMARY
1	Anticipate and identify emerging and/or imminent threats through observation and situational awareness.
2	Share relevant, timely and actionable information and analysis with local authorities through a pre-established reporting system.
3	Provide for the physical security of all off-site communications nodes such as towers and associated support equipment.
4	Ensure the security of equipment, facilities and personnel through continual assessments of capabilities and vulnerabilities.
5	Continue to upgrade and improve prevention capability through planning, training and exercise.
6	Continue to monitor changing trends in activity and aggressive behavior at the local, state and national level and adjust prevention tasking as it applies to this Emergency Support Function.

Table 3. ESF-2 PROTECTION TASKS

ESF #2 – PROTECTION TASKS	
TASK #	TASK SUMMARY
1	<p>Develop, validate and maintain SOPs or guidelines for both routine and emergency operations. Concerns include, but are not limited to:</p> <ul style="list-style-type: none"> • Identification and assessment of resources and critical infrastructure. • Alert, notify and activate personnel for work in the field or SEOC. • Emergency communications and reporting procedures.

2	<p>Develop and conduct training and education programs for ESF-2 personnel. Program considerations include, but are not limited to:</p> <ul style="list-style-type: none"> • The assessment of critical infrastructure including structures, equipment, supplies and resources. • Working in the field during emergency operations. • Working in an SEOC during emergency activations. • WebEOC or other specialized computer applications. • Emergency communications and reporting procedures. • National Incident Management System (NIMS) / Incident Command (IC) • Continuity of Operations • Mapping and Geographic Information Systems (GIS) computer applications
3	Develop and maintain Tactical Interoperable Communications plans and field guides.
4	Develop and maintain a roster of essential primary and support agency contacts for ESF-2 to be used in the event of emergency operations. Ensure critical information (cell phone numbers, email, etc.) is listed.
5	Develop and maintain a system to collect information on essential resources and equipment.
6	Develop lists of resource needs and work toward their elimination by securing funding, building partnerships or other activities.
7	Coordinate mutual aid agreements, memorandums of understanding (MOU), or contracts with departments, organizations, or private entities as they relate to short and long-term emergency communication needs.
8	Train ESF-2 personnel on technical standards and specifications for essential pieces of structures/equipment related to short and long-term emergency communication needs.
9	Train ESF-2 personnel on routine and emergency safety standards for both field operations and SEOC activities.
10	Exercise alternate communication structures, equipment and assets for continuity of operations and essential communication services.
11	Train ESF-2 staff in the appropriate legislation, policies and administrative rules that relate directly to communication structures, equipment and assets during emergencies or disasters.

Table 4. ESF-2 MITIGATION TASKS

ESF #2 – MITIGATION TASKS	
TASK #	TASK SUMMARY
1	Identify new technology that can sustain communication between the SEOC and field personnel.

2	Identify areas that have been or are currently prone to significant hazards and determine the impact on critical communications infrastructure.
3	Catalog emergency communication resources within the state and potential shortfalls or gaps that may exist.
4	Ensure procedures and protocols are in place for utilization of the WebEOC system.
5	Identify new partnerships or funding sources to reduce or eliminate resource shortfalls or gaps for communication issues and concerns.
6	Establish partnerships with other federal, state, local and municipal entities that share communication responsibilities.
7	Identify gaps in and coordinate mutual aid agreements, memorandums of understanding (MOU) or contracts with departments, organizations, or private entities that may offer rapid deployment of resources or services as they relate to short and long-term emergency communications needs.
8	Identify, recommend and maintain standards for essential pieces of equipment related to interoperable emergency communications.
9	Identify, establish and maintain emergency safety standards for all ESF-2 personnel for both field operations and SEOC activations that comply with federal and state requirements and policies.
10	Identify and establish alternate communication facilities, equipment and assets for continuity of operations and essential communication services statewide.
11	Identify training gaps and needs relating to communication services during emergencies or disasters.
12	Assist in the development of legislation, policies and administrative rules that relate directly to communication during emergencies or disasters, this ESF and its ability to provide emergency assistance or equipment.

Table 5. ESF-2 RESPONSE TASKS

ESF #2 – RESPONSE TASKS	
TASK #	TASK SUMMARY
1	<p>Activate SOPs or guidelines for emergency operations that consider:</p> <ul style="list-style-type: none"> The assessment, staging, use, status and sustainability of facilities, equipment, supplies and other resources. The assessment of critical infrastructure which includes structures, equipment, supplies and resources. The alert, notification and activation of personnel for work in the field or within the SEOC.

	<ul style="list-style-type: none"> • Activate the call-down list. • Emergency communications and reporting procedures.
2	<p>Activate ESF-2 personnel for mission essential tasks such as:</p> <ul style="list-style-type: none"> • The assessment of critical communications infrastructure which includes structures, equipment, supplies and resources following emergencies or disasters, as deemed necessary. • Assisting with communication needs, 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. • Activating continuity of operations plans. • Developing and distributing maps and other pertinent geographic information to identify the location of coverage outages. • Assisting with the emergency communication planning needs of state and local agencies and departments. • Assisting with the deconfliction of ICS 205 communications plans.
3	Establish, maintain and monitor communication links between Incident Management Teams (IMT), Incident Management Assistance Teams (IMAT) and the SEOC, Mobile Command Center (MCC) and remote sites.
4	Evaluate the ability to communicate internally with ESF-2 personnel and implement alternate communications if primary systems are down.
5	<p>Assist in the identification of damages to critical communication infrastructure which includes structures, equipment, supplies and resources. Information to be collected may include:</p> <ul style="list-style-type: none"> • Project Hoosier SAFE-T system status. • Degradation of critical communications infrastructure and identification of coverage outages. • Status of alternative communication systems, if known. • The need to activate a restoration plan for an emergency communications system. • Estimated times of restoration and/or deployment, if available.
6	Work with all ESFs, as needed, to coordinate the restoration of critical communications infrastructure.
7	Work with all ESFs, as needed, to support their communications needs.
8	Work with ESF counterparts at the local, state, regional and national levels, as well as non-governmental Organizations (NGOs) and private businesses/industry, as needed.
9	Post situation reports and critical information in WebEOC during activations.

Table 6. ESF-2 RECOVERY TASKS


ESF #2 – RECOVERY TASKS	
TASK #	TASK SUMMARY
1	Work with state and local entities to develop plans to repair and restore critical communications infrastructure.
2	Monitor deployed communications equipment, including resources deployed to sustain alternate communications equipment, such as generators, in preparation for demobilization.
3	Work to aggressively eliminate shortfalls or resource gaps that were identified in response to an emergency or disaster.
4	Establish partnerships and identify funding sources to address resource shortfalls or gaps for emergency/disaster communication issues and concerns.
5	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.
6	Assess mutual aid agreements, memorandums of understanding (MOU) 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.
7	Assess the current technical standards and specification for essential pieces of equipment related to short and long-term emergency communication needs based upon the lessons learned from the most recent emergency/disaster response.
8	Assess the current level of training on emergency safety standards for communications personnel to determine the appropriate application and compliance with federal and state requirements and policies.
9	Assess the current usage and application of alternate communication infrastructure to determine if there are issues that need to be addressed for future response operations.

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. The Communications community lifeline corresponds with this Emergency Support Function (ESF) Annex:

Table 7. COMMUNICATIONS LIFELINE DEFINITION, COMPONENTS AND ESSENTIAL ELEMENTS OF INFORMATION (EEI)

LIFELINE COMMUNICATIONS	DEFINITION	
	Infrastructure owners and operators of broadband Internet, cellular networks, landline telephony, cable services (to include undersea cable), satellite communications services and broadcast networks (radio and television). Communication systems encompass a large set of diverse modes of delivery and technologies, often intertwined but largely operating independently. Services include elements such as alerts, warnings and messages, as well as 911 and dispatch. Also includes accessibility of financial services.	
COMPONENTS AND ESSENTIAL ELEMENTS OF INFORMATION (EEIs)		
INFRASTRUCTURE	ALERTS, WARNINGS AND MESSAGES	911 AND DISPATCH
<ul style="list-style-type: none">▪ Status of telecommunications service▪ Reliability of internet service▪ Reliability of cellular service▪ Requirements for radio/satellite communication capability	<ul style="list-style-type: none">▪ Status of the emergency alert system (TV, radio, cable, cell)▪ Status of public safety radio communications▪ Options for dissemination of information to the whole community▪ External affairs and media communication	<ul style="list-style-type: none">▪ Status of phone infrastructure and emergency line▪ Number of callers and availability of staff and facilities▪ Status of responder communications▪ Availability of communications equipment
RESPONDER COMMUNICATIONS		FINANCE
<ul style="list-style-type: none">▪ Status of EOC(s) and dispatcher communications▪ Availability of responder communications equipment		<ul style="list-style-type: none">▪ Status of financial communications▪ Status of automated teller machines (ATM) and point of sale (POS) machines

LIFELINE AND ESF OBJECTIVES AND TASKS TIMELINE

Table 8. ESF-2 GENERAL TASKS

OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
TIMELINE: 0 – 24 HOURS		
To maintain the common operating picture (COP) and contribute to the Incident Action Plan (IAP).	— —	<i>IPSC</i> : Deploy ESF-2 representative to the SEOC within two hours of notification.
	— —	Provide situational information to the SEOC.
	— —	As a part of the IAP maintained by IDHS, develop a prioritized listing of state facilities, counties and large population areas to receive available state communications support equipment and assistance. From a state perspective, this prioritization should focus on the ability to reestablish communications between the most impacted counties or large population areas and the SEOC or area commands as quickly as possible.
— —	IDHS	<i>IDHS</i> : Brief agency representatives regarding the known status of the affected counties including damage sustained, injuries, deaths, unmet critical needs, etc.
— —	— —	Immediately begin executing the plan in the <i>Emergency Communications Annex</i> and associated standard operating procedures (SOPs).
TIMELINE: 24 – 72 HOURS		
To continue maintaining the COP and contributing to the IAP.	— —	Provide situational awareness information to the SEOC.
	— —	Communicate the status and existing capabilities of all ESF-2 agencies to prioritize needs.
	— —	Participate in developing the IAP with IDHS to set priorities for critical communications needs.
TIMELINE: BEYOND 72 HOURS		
To continue maintaining the COP and contributing to the IAP.	— —	Provide situational information to the SEOC.
	— —	Continue prioritization of needs and begin to assess priorities for recovery phases.

Table 9. ESF-2 TASKS FOR SAFETY AND SECURITY

LIFELINE OBJECTIVE	ESF OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
TIMELINE: 0 – 24 HOURS			
<ul style="list-style-type: none">To ensure life safety and security for the population and responders.To provide effective firefighting capabilities.To control traffic and cordon off stricken areas sufficiently to support safe public evacuations and incoming personnel within 24 hours.	To test all applicable means of communications within 2 – 6 hours of SEOC activation to determine system fitness.	— —	Recommend both short- and long-term solutions for ensuring interoperability and continuity of communications for emergency responders.
		— —	<i>IPSC:</i> Actively poll the status of the statewide 800-MHz radio communications system.
	To achieve communications with all impacted counties within the first 24 hours by deploying radio caches as necessary and using common operating channels.	— —	<i>IPSC:</i> Prepare agency cache radios, cache satellite radios and any necessary radio technicians for deployment.
		CAP	<i>IPSC:</i> If Indiana’s 800-MHz radio system has sustained damage, begin repairs and deploy mobile intellirepeater systems (MIRS), as necessary. This may require air transport support from the CAP.
TIMELINE: 24 – 72 HOURS			
<ul style="list-style-type: none">To extinguish fires.To protect the health and safety of the public and responders.To provide ongoing security throughout the impacted counties.	To identify the operational status of public safety networks within 24 – 48 hours	— —	Determine operational status of public safety communications and begin repairs as necessary.

Table 10. ESF-2 TASKS FOR FOOD, HYDRATION AND SHELTER

LIFELINE OBJECTIVE	ESF OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
TIMELINE: 24 – 72 HOURS			
To deliver mass care services for survivors and pets.	To request communication resources within 24-48 hours to support shelters	AUXC	Determine need for amateur radio at mass care facilities.
		— —	Assign AUXC operators to assist with opened shelters.

	To support a means of communication for mass care through AUXC	AUXC	Deliver operators and equipment to mass care facilities.
	To provide an appropriate cache to support coordination through SEOC and ARC updates	— —	Provide high-frequency (HF) radios and one 800-MHz radio per shelter.

Table 11. ESF-2 TASKS FOR HEALTH AND MEDICAL

LIFELINE OBJECTIVE	ESF OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
TIMELINE: 0 – 24 HOURS			
<ul style="list-style-type: none"> To ascertain status of hospitals, EMS providers and medical transport services. To determine the total patients at each impacted healthcare facility requiring immediate transport to another facility. 	To enable hospitals and other essential medical providers to communicate	Contractors	Test communications between hospitals, truck to hospital and establish a means to converse.
TIMELINE: 24 – 72 HOURS			
To support temporary health and medical infrastructure in and around the impacted zone within 48 hours.	To provide a means of communication to each hospital to provide coordination with SEOC	<ul style="list-style-type: none"> Contractors Federal communication resources 	Use redundant systems to support communications and organize casualty evacuation.

Table 12. ESF-2 TASKS FOR COMMUNICATIONS

LIFELINE OBJECTIVE	ESF OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
TIMELINE: 0 – 24 HOURS			
To transmit public information and warning messages to survivors in the disaster area within 12 hours of the incident.	(Same as lifeline objective)	<ul style="list-style-type: none"> ▪ ESF-15 ▪ AUXC 	Communications and warning systems such as the Emergency Alert System (EAS), National Oceanic and Atmospheric Administration (NOAA) weather radio and the National Warning System (NAWAS) will be important for disseminating public information. If these systems are not functional, devise expedient methods to disseminate essential public information. For example, distribute flyers in populated areas, or use high power AM and FM radio stations to provide critical information to disaster victims who have portable radios or car radios.
		<ul style="list-style-type: none"> ▪ ESF-15 ▪ Logistics Section ▪ FEMA 	Reach out quickly to ESF-15 to determine which systems will be effective in providing public information.
To assess critical communications infrastructure, including structures, equipment, supplies and resources deemed necessary.	To test all applicable means of communications within 2-6 hours of SEOC activation to determine system fitness.	— —	Send out a coordinated message from all levels of government to achieve contact for testing and situational awareness.
		<ul style="list-style-type: none"> ▪ ICC ▪ AUXC ▪ ISP ▪ INDOT ▪ DNR ▪ INNG 	Identify primary channel availability by “channel surfing”.
		Local EOCs Watch Desk	When tasked by the SEOC, issue an “All Call” to local EOCs and request that they issue a local “All Call” to responders.
		<ul style="list-style-type: none"> ▪ Field Branch Director ▪ IDHS District Liaisons ▪ Operations Section 	<i>IDHS SEOC Communications Systems Manager:</i> Immediately conduct a communications check with counties until a valid pattern of communications functionality can be determined. The communications check should include questions about the degree of damage sustained.

LIFELINE OBJECTIVE	ESF OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
		— —	If the communications systems are believed to be severely affected, it is critically important to quickly ascertain which means of communications remain intact. All ESF-2 support agencies in the SEOC with district, sub-district or county offices in the estimated affected area should immediately attempt to establish communications with these offices, via all means possible.
To assess critical communications infrastructure, including structures, equipment, supplies and resources deemed necessary (continued).	To achieve communications with all impacted counties within the first 24 hours by deploying radio caches as necessary and using common operating channels.	Communications vendors	At the request of the state, in conjunction with ESF-2 and the IDHS Communications Systems Manager, liaise with all communications vendors to coordinate deployment of supplemental equipment such as cells on wheels (COW), cells on light truck (COLT), etc.
		AUXC	<i>IDHS Communications Systems Manager:</i> Activate the state AUXC operators. Designate the representative(s) who will report to the SEOC to support amateur radio communications. <i>IPSC Emergency Response:</i> Activate AUXC and SHARES station operators.
		RACES	Establish an amateur radio operations network using AUXC operators. These operators must be physically located at county EOCs or local incident command sites, if possible, as well as at state, district and sub-district offices.
		Planning Section	If communications capabilities do exist, begin compiling damage assessments, the status of existing capabilities and priority needs in coordination with the Planning Section Chief to determine overall functionality and the need to deploy radio caches.

LIFELINE OBJECTIVE	ESF OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
		<ul style="list-style-type: none">Logistics SectionFEMA	While working with the Logistics Section Chief, determine the additional communications systems available to support emergency operations in the affected areas, such as mobile emergency response support (MERS).
		— —	Coordinate with commercial telecommunications service providers to determine the emergency communications resources they may be able to provide.
		AUXC	Implement any plans for the immediate repair/replacement of damaged infrastructure/equipment used by amateur radio personnel.
		CAP	Use the Civil Air Patrol (CAP) to possibly establish airborne repeater systems.
		— —	Continually monitor the status of all communications.
TIMELINE: 24 – 72 HOURS			
To ensure communications needs are being met through temporary or permanent solutions.	(Same as lifeline objective)	<ul style="list-style-type: none">FEMAUSDHS/ CISA	In conjunction with the IDHS Communications Systems Manager, liaise with FEMA and USDHS/CISA for any requests for federal communications assets, personnel, or reports.
		Logistics Section	<i>ESF-2 representative:</i> In conjunction with IPSC and the IDHS Communications Systems Manager, liaise with the Logistics Section Chief to fill requests for state radio programming technicians, communications unit leaders (COMLs), communications technicians (COMTs), Incident Tactical Dispatchers (INTD), Auxiliary Communicators (AUXC) and resources from the Telecommunicator Emergency Response Task Force (TERT).
		— —	Determine the additional communications systems available to support emergency operations in the affected areas.
		— —	Continually monitor the status of all communications.

LIFELINE OBJECTIVE	ESF OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
		— —	Designate appropriate channels and emergency response working groups to maximize communications capabilities.
		County Officials	<i>Affected counties:</i> Survey local communications functionality and share the results with the SEOC.
		ESF-15	Coordinate with ESF-15 (External Affairs) to ascertain which systems are available for disseminating essential public information.
		ESF-15	Broadcast public messages as needed.
		Logistics Section	Determine any resources needed through EMAC or federal government and submit requests to the Logistics Section Chief.
	To identify the operational status of local commercial communications carriers within 48 hours	— —	Promptly obtain tower status with estimated time of repairs.
		▪ ESF-1 ▪ INNG	Maintain fuel status and refills for tower sites.
		— —	Gather intelligence and communicate the status and existing capabilities of all ESF-2 agencies to prioritize needs.
		— —	Work with vendors and partners to ensure the repair and maintenance of communications equipment is prioritized and ongoing.
	To identify the operational status of public safety networks within 24-48 hours	Local EOCs	Continue to determine the status of state and local systems.
		— —	Determine the additional communications systems and equipment available to support emergency operations in the affected areas.
To provide interoperable communications via MERS to support disaster operations in the impacted counties.	— —	FEMA	<i>FEMA:</i> Dispatch MERS unit and designate a location where MERS provides maximum support for communications.
TIMELINE: BEYOND 72 HOURS			
To achieve communications state-wide.	(Same as lifeline objective)	— —	Continually monitor the status of all communications, public and private, throughout the state
		— —	Work with vendors and partners to ensure the repair and maintenance of communications equipment is ongoing.

LIFELINE OBJECTIVE	ESF OBJECTIVE	SUPPORT NEEDED FROM	MISSION-ESSENTIAL TASKS
		Logistics Section	Determine any resources needed through EMAC or federal government and submit requests to the Logistics Section Chief.
To have cellular services fully functioning.	— —	Private cell companies	Set up privately owned equipment, such as MERS units, to enable cell services for residents.
		IDHS	Establish the Business Emergency Operations Center (BEOC).
		— —	Coordinate the restoration of telecommunications service priority (TSP) circuits.
		— —	Coordinate the restoration of public cellular services.

COMMUNICATIONS

Effective coordination and efficient usage of all available communications capabilities are critical to ensuring an effective emergency response. Familiarity with the operation of existing technologies prior to an incident response minimizes communications challenges. The state of Indiana utilizes several forms of primary and alternative communications methods when conducting operations internally and supporting local jurisdictions during both daily operations and active emergency situations.

The following is a list of identified potential alternative communications, assuming that landline, wireless communication devices and internet are primary sources of communication. Any of these can be primary forms of communication. Any of these can be used alone or in conjunction with other communication systems in support of ESF-2 operations. One, or all, may be operable at any given time within the state.

COMMUNICATION METHODS

- Data including but not limited to: WebEOC, email, text, social media, Microsoft Teams and Cisco Jabber
- Integrated Public Alert and Warning System (IPAWS)
- Emergency Alert System (EAS)
- Wireless Emergency Alerts (WEA)
- National Oceanic and Atmospheric Administration (NOAA) All-Hazard Weather Radio
- Highway Advisory Radio Stations
- Indiana Department of Transportation (INDOT) Signage
- Amateur Radio
- Local Emergency Management Agency (EMA) Website
- Non-traditional avenues: Private Sector Partners and Translation Services
- Government Emergency Telecommunications Service (GETS)
- Wireless Priority Service (WPS)
- Project Hoosier SAFE-T Digital 800 MHz Radio System
- Mutual Aid repeater system
- Indiana Law Enforcement Emergency Network (ILEEN)
- Satellite Radio/Phones
- Starlink Satellite
- Broadband Satellite Network
- FEMA National Radio System (FNARS)
- SHARED RESOURCES High Frequency Radio Program (SHARES)
- Radio Emergency Associated Communication Teams (REACT)
- Military Affiliate Radio System (MARS)
- Runners

For information on communications disruption procedures, communications interoperability, primary and backup communications operations systems, the state P.A.C.E. plan for communication methods, public alert and warning and available communications resources, refer to the State of Indiana Disaster and Emergency Communications Plan, 2023.

APPENDIX A – REFERENCES, RELATED PLANS AND PROCEDURES

REFERENCES

- [FEMA's ESF #2 – Communications Annex, 2016](#)

RELATED PLANS

- Amateur Radio Emergency Service (ARES) Indiana Section Plan, April 2017
- Indiana Crisis Communications Plan, 2024
- Indiana Cybersecurity Emergency Response Annex, 2022
- Indiana Cybersecurity Strategic Plan, October 2021
- Indiana Department of Health Crisis Emergency Risk Communication (CERC) Plan, 2017
- Indiana Radio Amateur Civil Emergency Service (RACES) Emergency Communications Team Plan, 2017
- Indiana State Emergency Alert System (EAS) Plan, May 2018
- Indiana Statewide 911 Plan, 2020
- State of Indiana Emergency Operations Plan (EOP), March 2025
- State of Indiana Communications Interoperability Plan (SCIP), December 2021
- State of Indiana Tactical Interoperability Communications Field Operations Guide (IN FOG), 2024
- State of Indiana Tactical Interoperability Communications Plan (TICP), 2024

STANDARD OPERATING PROCEDURES AND GUIDES

- 4.13 Dissemination of IPAWS Message Using Regroup, 2021
- 4.13 Dissemination of IPAWS Message Using Regroup- Annex A: IPAWS Message Form, 2021
- 6.00 RACES Team Activation, 2013
- 6.20 Monthly Disaster Communications Test- 155 and 800 MHz, 2021
- 6.20 Monthly Disaster Communications Test- 155 and 800 MHz- Annex A, 2021
- 6.30 Radio Call Sign Roster, 2021
- 7.00 Watch Desk WebEOC Administration, 2021
- 7.10 WebEOC Failover Procedures, 2021
- 11.01 GETS Program, 2023- DRAFT
- SEOC Just-in-Time Training Checklist- ESF #2
- Watch Desk EMNet (EAS) User Guide, 2021
- Watch Desk NAWAS User Guide, 2021
- Watch Desk Satellite Radio-Phone System User Guide, 2021
- Watch Desk FNARS Quick Reference Guide, 2021

APPENDIX B – ACRONYMS

ACRONYM	FULL DESCRIPTION
APCO	Association of Public Safety Officials
ARC	American Red Cross
ATM	Automated Teller Machine
AUXC/AUXCOMM	Auxiliary Communications
BEOC	Business Emergency Operations Center
CAD	Computer Aided Dispatch
CAP	Civil Air Patrol
CISA	Cybersecurity and Infrastructure Security Agency
COLT	Cells on Light Truck
COML	Communications Unit Leaders
COMT	Communications Technicians
COP	Common Operating Picture
COW	Cells on Wheels
DNR	Indiana Department of Natural Resources
EAS	Emergency Alert System
EMA	Emergency Management Agency
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FNARS	FEMA National Radio System
GETS	Government Emergency Telecommunications Service
GIS	Geographic Information Systems
HF	High Frequency

IAP	Incident Action Plan
IC	Incident Command
IDHS	Indiana Department of Homeland Security
IDOA	Indiana Department of Administration
IDOC	Indiana Department of Correction
IDOH	Indiana Department of Health
ILEEN	Indiana Law Enforcement Emergency Network
IMAT	Incident Management Assistance Team
IMT	Incident Management Team
INDOT	Indiana Department of Transportation
INNG	Indiana National Guard
INTD	Incident Tactical Dispatchers
INVOAD	Indiana Voluntary Organizations Active in Disaster
IOT	Indiana Office of Technology
IPAWS	Integrated Public Alert and Warning System
IPSC	Integrated Public Safety Commission
ISP	Indiana State Police
IURC	Indiana Utility Regulatory Commission
MCC	Mobile Command Center
MHz	Megahertz
MAA	Mutual Aid Agreement
MARS	Military Affiliate Radio System
MERS	Mobile Emergency Response Support
MIRS	Mobile Intellirepeater System
MOU	Memorandum of Understanding
NAWAS	National Warning System
NENA	National Emergency Number Association

NGO	Non-Governmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NPG	National Preparedness Goal
NWS	National Weather Service
P.A.C.E.	Primary, Alternate, Contingency, Emergency
POS	Point of Sale
PSAP	Public Safety Answering Point
REACT	Radio Emergency Associated Communication Teams
SEOC	State Emergency Operations Center
SHARES	SHARed RESources High Frequency Radio Program
SOG	Standard Operating Guide
SOP	Standard Operating Procedure
TERT	Telecommunicator Emergency Response Task Force
TSP	Telecommunications Service Priority
VHF	Very High Frequency
WEA	Wireless Emergency Service
WPS	Wireless Priority Service