



MITCHELL E. DANIELS, Jr., Governor
STATE OF INDIANA

DEPARTMENT OF HOMELAND SECURITY JOSEPH E. WAINSCOTT, JR., EXECUTIVE DIRECTOR

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October 19, 2010

Adam Horst, Director
State Budget Agency
State House, Room 212
Indianapolis, IN 46204

Subject: IDHS Budget Proposal for FY12-13, Agency Overview Letter

Dear Mr. Horst,

This Agency Overview Letter is submitted as part of the budget request for the Indiana Department of Homeland Security (IDHS) for the 2012-2013 biennium. We are grateful to your staff members for their guidance and assistance in developing our proposed budget.

We clearly recognize the current economic conditions facing the state and nation. We look forward to continuing our work with the Governor's Office and OMB in order to successfully navigate through these difficult times. IDHS will be team players and leaders in ensuring Governor Daniels' objectives for a balanced budget are achieved.

The purpose of this Agency Overview Letter is to summarize the Department of Homeland Security's budget request. It reflects the IDHS plan to allocate available resources in order to provide the best possible service to Indiana citizens. It explains IDHS programs and functions. It also will briefly discuss IDHS accomplishments and the challenges during the last two years. The letter then briefly describes our objectives for the next two years.

IDHS will strive to improve all processes to enhance customer service and efficiency. These efforts will include increasing electronic submission of building project plans. We will continue to encourage the use of on-line application processes for IDHS applications and permits whenever possible and to develop a web-based, on-line re-certification process for Indiana's emergency medical services providers. IDHS will implement federal and state Homeland Security directives, including the State Response Plan, Comprehensive Emergency Management Plan, the state cyber security framework, the National Incident Management System (NIMS), the National Infrastructure Protection Program, Continuity of Operations (COOP), and the Continuity of Government (COG). IDHS will continue to work to increase the number of counties and state agencies in compliance with NIMS and the number of state agencies in compliance with COOP.

Summary of IDHS Programs and Functions

The Indiana Department of Homeland Security mission is to *provide statewide leadership, exemplary customer service, and subject matter expertise for the assurance of local, state and federal*

collaboration to continually develop Indiana's public safety capabilities for the well being, protection and resiliency of our citizens, property, and economy.

IDHS (IC 10-19-2) is responsible for the state's emergency management and homeland security efforts. These duties include planning and assessment, preparedness and training, emergency response and recovery, relationship building with federal, state and local partners, and fire and building safety. IDHS oversees the strategic plan for responding to homeland security emergencies through such activities as, ensuring the training of first responders through the statewide fire training system, applying for and disbursing federal homeland security funds, acting as the state emergency management director and homeland security advisor to the Governor, and serving as the director of the Counter Terrorism and Security Council (CTASC), which is chaired by Indiana's Lieutenant Governor. The Executive Director is the state's coordinating officer for all matters relating to emergency and disaster mitigation, preparedness, response, and recovery, and ensures all state strategies are aligned with the National Response Framework. On the governor's behalf, per Executive Order 09-05, we call upon and allocate the services, facilities, equipment, personnel, and resources of any state agency. The grants branch administers a variety of emergency preparedness and homeland security related grants throughout the state.

IDHS consists of five divisions: the Response and Recovery Division, the Planning and Assessment Division, the Preparedness and Training Division, the Fire and Building Safety Division and the Field Services Division.

The Response and Recovery Division's (IC 10-19-6-2) mission is to maintain the highest possible level of emergency response and recovery capabilities for all contingencies that the State of Indiana may face. An effective emergency response is one which is accomplished through the coordinated efforts of all available local, state, federal and volunteer agencies, personnel, assets and programs. IDHS maintains a 24-hour State Emergency Operations Center (EOC) that serves as the focal point in Indiana for the direction and control of the response efforts during disasters or emergencies. The EOC is staffed by appropriate state agency personnel, our federal and private partners and features a rapid activation protocol to adjust the size and composition of the response effort to the particular situation. IDHS also maintains the capability to provide on-site coordination of state resources to local emergencies/disasters through the dispatching of our Mobile Command Center and/or the State Emergency Response Task Force. From either location, IDHS coordinates the provision of all available state and federal emergency/disaster recovery programs to include the federally funded Individual and Public Assistance Programs. The Response and Recovery Division also coordinates the development of statewide mitigation strategies and plans; and the provision of all pre-disaster and post-disaster financial grant mitigation programs, which, in FY 2009 and 2010 totaled more than \$24 million.

The Planning Division (IC 10-19-4-2) is responsible for developing and refining a consolidated strategic plan for preparing for and responding to homeland security emergencies, assessing state and local security needs and disbursing federal and state homeland security money for all Indiana state agencies and local governments. The Planning Division also assists counties with their planning needs and supports CTASC and the Homeland Security Foundation. This division includes the fiscal, grants, policy development and research, assessment, plan development and information technology branches.

The Training Division (IC 10-19-5-2) administers training, organizes, facilitates and guides exercises, and oversees the education, testing and certification of fire, emergency medical, emergency management and other public safety and emergency response related disciplines, including regulation of Indiana's emergency medical services provider system. The Training Division Director also acts as the

Vice Chair of the Law Enforcement Training Board and as a member of the Board of Firefighter Personnel Standards and Education.

The Fire and Building Safety Division (IC 10-19-7-2) administers Indiana's building and safety regulations, fire safety, building and equipment laws and rules. The State Fire Marshal is responsible for investigating fires to determine their cause and origin, providing hazardous material mitigation support and emergency support to local fire departments and providing staff to support the Fire Prevention and Building Safety Commission. The Fire and Building Safety Division employs a State Building Commissioner who is a design professional with experience in the building trades industry to review building plans and administer the state's building and fire safety laws. The Division inspects day care facilities, elevators, amusement ride devices, pressure vessels and boilers. The Division also inspects structures for fire and building safety and entertainment permits.

The Field Services Division is responsible for the coordination of IDHS activities and the centralization of the resources that are most directly involved in establishing, supporting, and communicating with the District Planning Oversight Committees (DPOCs), District Planning Councils (DPCs), and District Task Forces (DTFs). The Field Services Division encompasses the IDHS district coordinators, the Chemical, Biological Radiological, Nuclear and Explosive (CBRNE) Team and the role of Emergency Medical Services (EMS) field coordination. The Field Services Division is also responsible for EMS coordination at the district level and will allocate IDHS support and resources to local and district partners, assisting the districts with formation and development of District Response Task Forces, increasing mass casualty and medical surge capabilities, and enhancing communication within the districts. Field Services staff provides guidance and direction in support of local government (to include emergency responders) for technical assistance "subject matter expertise," in support of their efforts in planning, training, exercise, and response.

Accomplishments and Challenges over the past two years.

During 2009 and 2010, IDHS undertook an ambitious set of objectives, including:

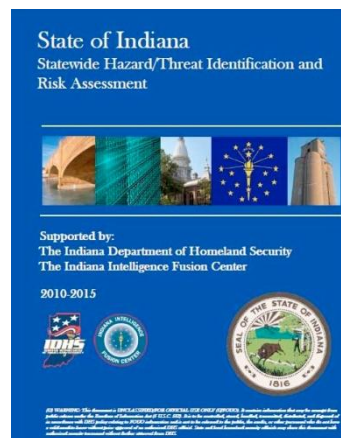
Emergency Management Accreditation Program (EMAP) Accreditation: EMAP is a voluntary, objective, national accreditation process. It is the only accreditation for state level emergency management agencies. IDHS has already received conditional EMAP accreditation, with final approval pending once a few remaining subject areas are fulfilled. Final approval for full accreditation will be accomplished in October of 2010. The agency has already been approved in all but seven of 103 components. Accreditation is a significant achievement, and is based on a process that evaluates emergency management programs on compliance with requirements in 16 areas, including: planning, resource management, training, exercises, evaluations, and corrective actions, and communications and warning. It is a means of demonstrating, through program assessment, documentation and on-site assessment by an independent team, that IDHS meets national standards. State, local and federal emergency managers collaborated to develop EMAP to provide quality standards and a process for determining compliance. Indiana will be one of only about 20 states to meet these standards.

Cybersecurity: With the advancement of modern technology in today's world, the need for cyber security has become more critical. IDHS and the Indiana Office of Technology (IOT) worked with several state agencies to implement the Indiana Cyber Security Strategy and Framework. Indiana has become

well known in the field of cyber security and risk management. National Cyber Security Coordinator Howard Schmidt visited Indiana for the state cyber security conference. He specifically mentioned IDHS's cyber security risk framework as a significant achievement. Indiana's efforts also were recognized by leading technological journal *Public CIO*, which called the IDHS framework proactive, and highlighted it as an example of an "effective and efficient," "top-down approach" to IT risk management. This framework is providing a model for some federal and other state level agencies around the country. The groundbreaking work is continuing.

Critical Infrastructure: An implementation plan for the Critical Infrastructure Protection Program was based on local, state and federal partner input. Using a federally sponsored tracking system known as the Automatic Critical Asset Management System (ACAMS), information can be processed regarding key sites within public and private sectors to identify gaps in prevention, protection, and response capabilities for critical infrastructure across Indiana communities. IDHS has trained more than 150 local, public sector responders to use ACAMS. In addition, the agency is partnering with local, state and federal agencies to unify communication and assess risks to Critical Infrastructure and Key Resources, setting forth a comprehensive risk management framework and working to clearly define the roles and responsibilities for all partners.

Threat Analysis and Hazard Mitigation: In partnership with the Indiana Intelligence Fusion Center, IDHS has completed a comprehensive, statewide analysis of potential natural, technological, and human-caused hazards. The data driven analysis presented in the Statewide Hazard Identification and Risk Assessment (HIRA) focuses on actual events and experiences over the past 50 years. The HIRA was designed to support the State Strategy for Homeland Security. This risk assessment tool helps anticipate potential needs and required capability enhancements to better protect our citizens and emergency responders, minimize damage to property and the environment, and promote our common goal of creating safer communities and a more secure Indiana. It has been held up as a national best practice and has been used to teach other public safety leaders by the Center for Homeland Security and Defense at the Naval Post Graduate School master's program and at presentations at the National Governors' Association Homeland Security Consortium.



Technology Helping Connect the Dots: IDHS has also begun taking initial steps to provide a common emergency planning foundation for both state and local emergency management partners through the adoption of netPlanner, a web-based information sharing and planning exchange system. The application will allow agencies and departments to develop emergency planning materials as well as share that information with stakeholders to ensure collaboration and communication. In cooperation with the Integrated Public Safety Commission, IDHS's proactive interoperable communications initiatives have put Indiana well ahead of the curve in promoting infrastructure and standard operating procedures that ensure key emergency responders are able to communicate during a crisis.

Firefighter Training: Training remains a key component of IDHS initiatives. More than 11,000 training certificates were issued in 2009 for first responders throughout Indiana for classes such as Mandatory, Firefighter I/II, Fire Officer I and II, Hazard Material Operations, and Technical Rescue Awareness.

Emergency Management Agency Assessment: The agency is conducting a statewide annual emergency management assessment using five areas of focus. Categories include professional contribution, planning, regional collaboration, emergency operations center and communications, and continuous activities or programs. The assessment recognizes and gives credit for unique local efforts identified as priorities by the local emergency management agency (EMA) which support a solid emergency management program. The goal of the assessment is to match federal, state and local initiatives to solve problems that exist in emergency management. The assessment will also represent accountability for federal funding to disaster preparedness.

Training and Education: IDHS continues to work with local, state and federal partners for training and education. In addition to the numerous training classes, conferences, workshops and exercises, IDHS has brought education to the private sector for soft target venues (those without access restrictions), and a highly sought after law enforcement workshop about Prison Radicalization. The soft target public venues include hotels, casinos, shopping malls, schools, medical facilities and large audience special events.

District Development: Each of the ten IDHS districts has formally established District Planning Oversight Committees (DPOC) consisting of elected and appointed officials, and District Planning Councils (DPC) consisting of appointed public safety leaders. The DPOC is responsible for providing policy, support and endorsement to the DPC. The DPC is the planning and coordination body for district initiatives. These entities ensure a standardized structure and process for regional collaboration and enable districts to collectively manage and coordinate activities for operations and preparedness consistently and effectively. IDHS is in the final stages of appointing district task force commanders. The district task forces support local emergency management efforts with an all-hazards approach. The confirmation of the commanders serves as the capstone achievement in the development of a multi-faceted mutual aid concept that IDHS has been developing since 2005. The crux of mutual aid agreements is resource sharing. When equipment and personnel in every region can be made available to the entire state, Indiana can have a much stronger response than if each county must stand on its own. The District Response Task Force network will help ensure that when disaster strikes, the state will be ready to act as a team to support and collaborate with local, state and federal partners to meet the needs of Hoosiers.

Energy Assurance: Coal, petroleum, wind, electricity and natural gas all contribute to the energy generation and supply picture in Indiana. Indiana is one of a few states in the nation to have a documented energy assurance plan. Earlier this year a cross-section of private and public partners convened to take up the issue again, and are continuing to collaborate to update this plan to protect and support the public when our energy resources are threatened. As examples of the importance of an energy assurance plan, energy suppliers in the state annually mine tens of millions of tons of coal. REMCs alone have tens of thousands of miles of distribution lines. A single energy coordination facility in Indianapolis serves 15 states and a Canadian province. In addition, there are 1,886 miles of intrastate gas transmission pipelines and 5,000 additional miles of interstate pipelines.

National Level Exercise 2010: Due to difficulties with the original exercise venue in another state and with very little notice, IDHS was able to provide critically needed services for the National Level Exercise in May of 2010 at the request of U.S. DHS and FEMA. IDHS, along with some selected state and local partners, assisted the U.S. DHS, FEMA and other federal partners, including the White House, with the 2010 National Level Exercise. IDHS was specifically requested for the exercise, in part due to the recognized success of the agency's participation in other previous major exercises.

National Leader in the Use of Disaster Modeling Software: Indiana has taken significant advantage of the HAZUS-MH (Multi-Hazard) disaster modeling tool. Eighty nine of Indiana's 92 counties have used the software for multi-hazard mitigation to create settings, scenarios and plans to help predict potential threats to our citizens and livelihood. Kevin Mickey, an expert in FEMA's HAZUS-MH application from the Polis Center in Indianapolis, emphasized Indiana's prominent use of HAZUS-MH. "Indiana uses some of the best mapping data in the nation," Mickey said. "Indiana has been proactive in using HAZUS-MH through mitigation plans and prolific local training."

IDHS as Best Practice to Other States and Countries: Entities across the state, nation and various countries have expressed interest in the daily activities of the Indiana Emergency Operations Center (EOC). For example, Indiana's WebEOC, a web-accessible program used since 2008 by local agencies across the state to monitor incidents during an emergency, has been central in this interest. While most states use WebEOC as an information collector, only Indiana counties have access to the system to manage an incident at a local level, and can review incident-related mission and tasks posted by all partners, including the state EOC. Inquiries have been received from the states of Florida, Missouri, Kentucky, Washington, North Carolina, Massachusetts, Tennessee, Alabama, Alaska and Iowa. Staff have also consulted with representatives from the U.S. Army Corps of Engineers, United Airlines, Vancouver Olympics, U.S. Army Command in Africa and the U.S. Coast Guard.

Building Safety: Public safety through prevention and compliance with safety regulations was always visible behind the scenes in 2009. From the initial construction project plan review process to performing approximately 63,000 inspections throughout Indiana including fire and building code inspections, boiler and pressure vessels, elevators, and amusement rides, IDHS provides customer service and professional expertise to the citizens of Indiana and ensures public safety.

Plan Review: Fifty-five percent of customers who file building plans do so online. Customers can add additional information to a project that is already in process. With a goal of customer service and collaboration, the Plan Review staff met with the Japanese company KN Platech America Corp. regarding plans to renovate a facility in Shelbyville to manufacture plastic flex-molded components for Honda, Nissan and Toyota vehicles. After working with the Indiana Economic Development Corporation, KN Platech America was directed to IDHS staff to begin the process of building plan review. The plant is expected to bring 100 to 200 new jobs to Indiana.

Arson Investigations: The State Fire Marshal's Office Fire Investigations Section partnered with many local fire departments and federal law enforcement communities. In FY 2009, investigators were called by local jurisdictions to assist with 661 cases. Of those cases, 34% were incendiary, 30% were accidental, 30% were undetermined and 6% were in the other category. Colleagues with the Federal Bureau of Alcohol, Tobacco & Firearms and the Federal Bureau of Investigation provide the office with support in information sharing as well as training. Several large scale investigations were prominent in 2009-10. One involved the Little Opry in Nashville. This multi-million dollar fire was investigated by a team of investigators that included representatives of the Brown County Sheriff's Department, Federal Bureau of Alcohol, Tobacco and Firearms and this office. After days of digging at the scene, laboratory analysis and interviewing of dozens of witnesses, arson was determined as the cause. This year, fire investigators also arrested two groups of arsonists, one concerning a fire that destroyed a historic church in Brown County, and another that resulted in the arrest of culprits in Plainfield.

Radiological Emergency Preparedness Program: This program plans and prepares the state of Indiana to respond to incidents that may occur at one of the four nuclear power stations closest to Indiana's borders and could include a release of radioactive material that could impact Indiana. These four

power stations are within a 50-mile Ingestion Pathway Zone (IPZ). Within the IPZ, the largest risk of exposure is the consumption of radioactive materials as a result of the particles from a release entering into the food chain through exposed crops and livestock. During a response, IDHS will also dispatch personnel to assist the local community with response efforts. This 2010 annual update allowed participants to share information on changes, issues or concerns. Meeting attendees included representatives from all four nuclear power stations near Indiana's borders, FEMA Region V REPP, IDHS, ISDH and several other state and local agencies.

Emergency Plan Collaboration: The State of Indiana Comprehensive Emergency Management Plan (CEMP) was revised and updated by collaborating with state and local partners to bring our state plan into alignment with the U.S. DHS National Response Framework. The document is used to manage and coordinate preparedness, response, and recovery events nationally and in each state. Counties throughout Indiana are actively reviewing and updating their local Emergency Management Plans. At the same time, nearly 50 Indiana state agencies have drafted continuity of operations plans as well as other critical documents designed to identify the critical services needed in the wake of a disaster or emergency.

Grant Fund Management: In FY 2009, Indiana was awarded more than \$28.5 million and served as the state administrative agency for U.S. DHS and FEMA funds for federal preparedness funding. About 80% of federal grant dollars are typically passed on to Indiana communities. The annual survey yielded a 90% satisfaction rate with locals. The **Hazard Mitigation Program** continued to improve Hoosier communities' awareness and resilience to disasters and their impacts upon our citizens. Nearly \$8 million has been awarded to Indiana communities in disparate parts of the state for the acquisition of homes and other properties to avoid repetitive flooding.

IDHS Objectives for FY12-13

- District Task Force development will continue with a goal of having all ten of the task forces validated and operationally prepared to deploy and be self sustainable for 72 hours by 2012. We expect that we will finish this project ahead of the 2012 deadline.
- In 2011, IDHS, in partnership with 15 other local, state, and federal agencies will complete the Indiana Strategy for Data Interoperability and deploy the Indiana Statewide Data Interoperability Portal. This portal will bring together disparate data systems including, but not limited to, traditional criminal justice systems as well as homeland security and family service systems. Easy and timely access to this data will help to greatly inform public safety and first responders throughout the state.
- An additional component of WebEOC called Resource Manager has been rolled out to state and local public safety agencies. The goal is to document public safety resource availability across the state and building capabilities at the regional and district level.
- A cyber security web-based Governance, Risk and Compliance tool will be completed by IOT and IDHS in October 2010. Implementation into state agencies will begin so that an increased security posture can be reached to protect the state computer system from October 2010 through FY 2012. This tool will lead us to the next stage of cyber security. An offensive approach, the tool will facilitate intrusion detection, penetration and analysis across the state IT enterprise.

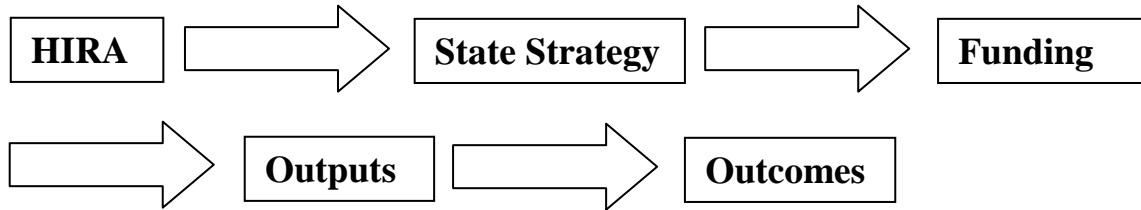
- Fire Service Future Vision – IDHS will be initiating a plan to assemble key players and organizations to develop a vision and strategic plan for the future of Indiana’s fire service. Discussions will encompass training, leadership, consolidation issues, and other challenges facing the Indiana fire service. These goals and strategies will begin implementation in 2012-2013.
- Completion of a FEMA approved mitigation plan for the remaining counties that do not currently have an approved plan in place. IDHS also will be assisting counties that have the need to update their plans according to FEMA’s 5-year revision cycle.
- Continue efforts to promote technology options for the preferred way to do business in many of the regulatory functions. Increase the number of building plans submitted electronically, permit applications submitted electronically and fees collected electronically.
- Assembly of key players and organizations in EMS to develop a vision and strategic plan for the future of Indiana’s EMS. This project involves creating a vision and strategic plan document for the needs of Hoosiers, and implementation of those strategies.
- Work with the Office of Federal Grants and Procurement to seek out appropriate federal grant opportunities. Continue to openly pursue competitive grants that have low or no sustainability issues. Additionally, IDHS recently met with Governor’s Office, OMB, and Budget to review all open grant investments for IDHS and purpose areas. The agency will continue to do so.
- Additional top priorities:
 - I-BEAM - Indiana Building Emergency Assessment + Management Team
 - Continue to build new and improved partnerships with local, state and federal entities
 - Critical Infrastructure and Key Resource Program Planning
 - Special Events Planning (Indianapolis 500, 400, Moto GP, Final 4, SuperBowl)
 - Provide damage assessment training in all ten districts
 - Disaster Housing & Emergency Services Planning
 - Develop Indiana Emergency Medical Services Strategic Plan
 - Implement Emergency Medical Services – Dispatch Administrative Code
 - Exercise Facilitation/Evaluation/Control/Planning
 - Training Course Instruction, Management and Facilitation
 - Statewide Emergency Communications Plan and Framework
 - IDHS Information Technology- IT Architecture Evaluation and Update
 - Emergency Short and Long-Term Recovery Planning
 - State Fire Protection Plan
 - Indiana Disaster Medical System
 - COOP/COG planning for 2012-13 exercise

Challenges

IDHS needs to maintain the adequate staffing level necessary to meet the day-to-day public safety needs for our emergency management and homeland security responsibilities, fire and building safety code regulation process as well as the response capabilities needed to provide support to local communities in the event of a disaster or emergency situation. While we have been able to maintain public safety related services to date, additional budget and/or personnel cuts will require the reduction or elimination of public safety related programs or services, and potentially make the agency unable to handle surge needs during a future disaster.

Key Performance Indicators and Important Program Measures

Indiana's vision and mission for homeland security are both found in the Indiana Strategy for Homeland Security, a very important accomplishment of the agency and the administration. The Strategy was approved by Governor Daniels and published on February 1, 2006 and was updated in 2008. The strategy is currently under revision to establish goals and objectives that reach into 2012. The vision is for Indiana to be a nationally recognized leader by developing an effective and comprehensive homeland security system involving federal, state and local government, private entities, citizens and first responders.



Over the next biennium, IDHS will continue to execute the Indiana Homeland Security Strategy while re-evaluating its major goals and milestones on a regular basis. With the development of the HIRA, IDHS has a clearer strategy to align risks with the federal guidance and state strategy, which, in turn, will drive funding, focusing outputs that drive outcomes that matter – public safety. IDHS is committed to aligning goals and funding, and providing comprehensive grant management guidance to all state and local sub-grant recipients through education and outreach about best practices, reporting requirements and financial management principles. Part of good grant management is compliance verification.

Again, we appreciate the assistance the State Budget Agency has provided us in the preparation of this proposal. We look forward to working with you as we continue working together to make Indiana the best and safest place to live and prosper.

Sincerely,

A handwritten signature in black ink, appearing to read 'Joseph E. Wainscott, Jr.', with a stylized flourish at the end.

Joseph E. Wainscott, Jr.
Executive Director