



MICHAEL R. PENCE, Governor  
STATE OF INDIANA

INDIANA DEPARTMENT OF HOMELAND SECURITY  
302 West Washington Street  
Indianapolis, IN 46204

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Brian Bailey, Director  
State Budget Agency  
State House, Room 212  
Indianapolis, IN 46204

Subject: IDHS Budget Proposal for FY16-17, Agency Overview Letter

Dear Mr. Bailey,

This Agency Overview Letter is submitted as part of the budget request for the Indiana Department of Homeland Security ("IDHS") for the 2016-2017 biennium. We are grateful to your staff members for their guidance and assistance in developing our proposed budget.

### **Summary of IDHS Programs and Functions**

The Indiana Department of Homeland Security mission *to provide statewide leadership, exemplary customer service, and subject matter expertise for the enhancement of public and private partnerships and the assurance of local, state and federal collaboration to continually develop Indiana's public safety capabilities for the well being and protection of our citizens, property and economy.*

IDHS (Ind. Code § 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 planning for responding to homeland security disasters and 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, we call upon and coordinate the services, facilities, equipment, personnel, and resources of all state agencies. 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 Executive Services Division.

The Response and Recovery Division's (Ind. Code § 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 and recovery is one which is accomplished through the coordinated efforts of all available local, state, federal and volunteer agencies, personnel, assets and programs. Effective recovery operations are essential in the resilience of communities, not only for human services, but also for the economic welfare of the affected areas.

- IDHS maintains a 24-hour Watch Desk in the State Emergency Operations Center ("SEOC"). The SEOC serves as the primary focal point in Indiana for the direction and control of the response efforts during disasters or emergencies. The SEOC is staffed by appropriate state agency representatives 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 onsite coordination of state resources for local emergencies and disasters through the dispatching of our Mobile Command Centers, the State Incident Management Assistance Team, Emergency Communications Equipment, and/or components of the IDHS District Response Task Forces.
- 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, plans, and the provision of all pre-disaster and post-disaster financial grant mitigation programs.
- The Response and Recovery 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 Response Task Forces ("DRTFs").
- Finally, the Response and Recovery Division encompasses the IDHS district coordinators and their involvement with local communities and partners.

The Planning and Assessment Division's (Ind. Code § 10-19-4-2) mission is to review and create plans for the State of Indiana in as many different types of disaster situations as possible.

- Planning is responsible for developing and refining coordinated strategic and emergency plans for preparing for and responding to disasters and 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 and other state agencies with their planning needs and supports the Counter-Terrorism and Security Council ("CTASC").
- This division includes policy development and research, assessment, plan development, and information technology branches.

The Training and Exercise Division (Ind. Code § 10-19-5-2) mission is to administer training, organize, facilitate, and guide exercises.

- Training oversees the education, testing, and certification of emergency management, and other public safety and emergency response related disciplines.

- Exercise is involved in the oversight of planning events to ensure the plans the State of Indiana (“SOI”) has in place for disasters are reviewed and practiced to ensure operability and quality control.
- 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’s (Ind. Code § 10-19-7-2) mission is to administer Indiana’s building and safety regulations, fire safety, building and equipment laws and rules, oversee emergency medical service and fire certification as well as Plan Review and Boiler and Pressure.

- 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 oversee the review of building plans and administer the state’s building safety codes.
- The Fire and Building Safety Division also inspects day care facilities, elevators, amusement ride devices, pressure vessels, and boilers.
- The Fire and Building Safety Division also inspects structures for fire and building safety and entertainment permits.
- The Fire and Building Safety Division includes the Chemical, Biological, Radiological, Nuclear and Explosive (“CBRNE”) Team and the role of Emergency Medical Services (“EMS”) field coordination.
- The Fire and Building Safety Division is also responsible for EMS coordination at the district level and will allocate IDHS support and resources to local and district partners.
- The Fire and Building Safety Division has oversight of certification of all fire and emergency medical staff training.

The Executive Services Division of IDHS includes the Executive Director, Division of Finance and Grants Management, General Counsel, and Public Information Officer.

- Division of Finance and Grants Management oversees the Homeland Security Foundation as well as federal grant disbursement and processing all financial transactions on the agencies behalf.
- General Counsel reviews all contracts and sub-recipient agreements and communicates on all legal matters on the agencies behalf.
- Public Information Officer works directly with the media during disasters as well as all other times to notify the public of concerns or updates from “IDHS”.

### **Accomplishments and Challenges over the past few years**

**Emergency Management Accreditation Program (“EMAP”):** EMAP is a voluntary, objective, national accreditation process. It is the only national accreditation for state level emergency management agencies. IDHS received full accreditation in October of 2010, which is a first for any Indiana state or local emergency management agency. Accreditation is a significant achievement, and is based on a process that evaluates emergency management programs on compliance with requirements in 16 major areas, including planning, resource management, training, exercises, evaluations, corrective actions, communications and warnings. 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 is one of an estimated 28 states to meet these standards.

**Cyber Security:** 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. Indiana's efforts 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. This groundbreaking work continues today.

**Critical Infrastructure:** An implementation plan for the Critical Infrastructure Protection Program was based on local, state and federal partner input. Using tools in a federally hosted system known as the Infrastructure Protection Portal (IP Portal) priority sites within public and private sectors are assessed to identify gaps in prevention, protection, and response capabilities for critical infrastructure across Indiana communities. The IP Portal was previously known as the Automatic Critical Asset Management System (ACAMS). IDHS has trained more than 150 local and public sector responders over the last 4 years to use ACAMS tools to conduct vulnerability assessments. The agency will continue partnering with local, state and federal agencies to implement the IP Portal as it is rolled out fall 2014, along with other tools 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 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 Homeland Security Consortium. Additionally, the overall state information was coupled with more regionally specific information to develop the District Comparative Analysis, which breaks down threat information and other factors into a more focused tool for each of our ten Homeland Security Districts to aid in regional and local planning efforts.

**Firefighter Training:** Training remains a key component of IDHS initiatives. The creation of the Indiana Firefighter Training System has provided certification and in-service training to several thousand firefighters annually throughout Indiana. This training has been provided both locally and regionally around the state. Increased use of technology has led to the addition of on-line and hybrid class offerings to the traditional classroom courses. IDHS has continued our goal of developing computer based testing for the fire service and has begun piloting this service around the state with the goal of eventually eliminating all paper based certification tests. This approach will not only give real-time results to the students, but also significantly increase test security, reduce staff time and save thousands of dollars annually. The establishment of a State Fire Training System is poised to become a reality within the next year or so.

**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. IDHS convened a cross-section of private and public partners to update and expand Indiana's Energy Assurance Plan, and are continuing to collaborate to revise 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. The implementation of the energy assurance plan asserts Indiana as a leader in the protection of energy resources during a threat of any kind.

**National Level Exercise 2014:** Indiana participated in conjunction with Army North for the Vibrant Response in July of 2014 for a full scale training exercise activity, which involved participation of several other states and numerous federal agencies and officials, up to and including the President of the United States. IDHS hosted visits at Muscatatuck Urban Training Center, Camp Atterbury and the Indiana Government Center South. The focus for Indiana in Vibrant Response was to work with local, State and Federal partners on the transition of the disaster and work through issues as they happen. The scope and success of these exercises have drawn national interest and even the inclusion of exercise participants from California, Ohio, and other states all integrating into the event with our Hoosier responders.

**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 (SEOC). 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 many 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 SEOC. Inquiries have been received from the states of Florida, Missouri, Kentucky, Washington, North Carolina, Massachusetts, Tennessee, Alabama, Alaska, and Iowa, regarding use of WebEOC and information that can be retrieved from the program. Staff has 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 to work with business and other non State entities to incorporate information into WebEOC during times of disaster, i.e. Business Emergency Operations Center ("BEOC").

**Building Safety:** Public safety through prevention and compliance with safety regulations has always been a primary goal of IDHS Division of Fire and Building Safety. 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. Of note is the fact that there are more than 80,000 boiler and pressure vessels in Indiana and the number of IDHS qualified inspectors is insufficient to cover this need. IDHS plans to submit a proposal to outsource the boiler and pressure area during this legislative session, as the cost to continue operation for this division continues to increase.

**Plan Review:** Currently, nearly 75% of customers who file building plans submit on line. Customers can also add additional information to a project that is already in process. Annually, the Plan Review Section examines about 10,000 Class 1 structure building plans. These plans range from a simple remodel of a convenience store to a huge new manufacturing facility. The number of plans submitted to IDHS, an early economic development indicator, has continued to increase as the economic downturn of a few years ago has waned. Maintaining the right balance of review time and turn around needed by the state's design

professionals has caused an extensive review of the processes surrounding our Plan Review Section. Several improvements have been implemented to streamline the process. In order to meet surges of plan submissions, IDHS has had to temporarily reassign personnel from other duties and require overtime from review staff. Two additional staffers have been hired and staffers from Code Services have been cross-trained to maintain the timeframes set forth for processing of plans as they are received. Pursuant to HEA 1301-2014, local entities will now be able to issue construction design releases upon the certification of the state and upon adherence to state guidelines. At present, plan review brings in 39% of IDHS' revenue. We anticipate the implementation of HEA 1301-2014 on July 1, 2015 will decrease IDHS' revenue associated with Plan Review by approximately 50%.

**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. IDHS has completed a major revision of the Ingestion Pathway Response Plan and conducted a full scale exercise in October 2012. The exercise is required by the Nuclear Regulatory Commission and FEMA as part of a planning and preparedness six-year cycle. Over the past year, IDHS has assumed additional radiological incident response responsibilities from the Indiana State Department of Health. Two positions have been transferred and incorporated into the IDHS Fire and Building Services Division, CBRNE Section. This change provides for greater coordination of state resources for radiological and hazardous material incidents.

**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 United States Department of Homeland Security 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. IDHS has been working with a select number of our sister state agencies to conduct exercises and improvements in their continuity plans.

## **IDHS Objectives for FY16-17**

- IDHS, in partnership with 15 other local, state, and federal agencies, completed the Indiana Strategy for Data Interoperability and deployed the Indiana Statewide Data Interoperability Portal. This portal brings 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. In conjunction with IOT the data exchanges will continue to be expanded and should soon include Indiana State Department of Health and Family of Social Services Administration support.
- IDHS is continuing the standardization of response component nomenclature and establishment of what is known as Mission Ready Packages. This cooperative effort has expanded to the Indiana National Guard and Indiana Department of Transportation with other state agency's resources to be typed and included as well.
- A cyber security web-based Governance, Risk, and Compliance tool has been completed by IOT and IDHS. Further expansion and implementation into other state agencies will begin so that an increased security posture can be reached to continually improve the protection of the state

computer system. 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.

- IDHS and the State Fire Marshal initiated a plan to assemble key players and organizations to develop a vision and strategic plan for the future of Indiana's fire service. This effort has resulted in the formation of the Indiana Fire Alliance with representatives from all of the major fire service associations and the State Fire Marshal. Discussions have been inclusive of training, leadership, consolidation issues, and other challenges facing the Indiana fire service. While the process of forming and enabling this group has taken longer than originally anticipated, we believe that many useful suggestions and strategies for the long term development and success of the Indiana fire service will come from this group. IDHS will work with the Fire Alliance to determine the best plan for implementation.
- Indiana is closing in on the completion of a FEMA approved mitigation plan for every Indiana County. IDHS also will be assisting counties that have the need to update their plans according to FEMA's five-year revision cycle. This plan is required for important programs such as the National Flood Insurance Program.

IDHS will continue efforts to promote technology options for the preferred way to do business in many of the regulatory functions. Future endeavors will include having all building plans and permit applications to be submitted electronically as well as collecting the fees associated with these plans and applications electronically.

- Additional High Priorities: Establishment of a State Fire Training System
- Continue to build new and improved partnerships with local, state and federal entities
- Critical Infrastructure and Key Resource Program Planning
- Support for local Special Events Planning (Indianapolis 500, Final 4, Thunder Over Louisville, etc.)
- State Recovery Plan, Disaster Housing & Emergency Services Plan Validation
- Indiana Emergency Medical Services Strategic Plan
- Exercise Facilitation/Evaluation/Control/Planning
- Training Course Instruction, Management, and Facilitation
- Mass Casualty Planning
- Continuity of Operations Plan/Continuity of Government ("COOP/COG") planning and exercises for state agencies
- Sustainment of emergency food, water, and emergency equipment supplies
- Maintaining IDHS state logistics site at Five Points and improving logistics support to counties during disasters
- State integration into national public awareness and emergency warning initiatives

### **Key Performance Indicators and Important Program Measures**

IDHS's key performance indicators currently in place relate to Plan Review, reviewing, revising or exercising a certain number of plans per year and Emergency Management Assessment. The first KPI relates to Plan Review and monitors the average number of business days to complete a building plan review. A large portion of the overall IDHS operating budget is generated by the building review process. Having a process that is efficient and timely is an economic incentive for developers and businesses to do business with the State of Indiana. A thorough comprehensive building plan review system ensures structures are constructed safely.

The second KPI: reviewing, revising, or exercising a certain number of plans per year, is significant to the emergency planning responsibilities that IDHS maintains. The IDHS Planning Branch has significant emergency planning responsibilities to respond to natural hazards, man-made, and technological threats, and planning long term recovery. Revision, review, and exercising of these plans ensures IDHS can effectively and efficiently coordinate and direct other state agencies in the response and recovery from an

incident occurring in Indiana which protects citizens, property, economy, and the environment in the affected area. The plans are also reviewed to be in compliance with National Best Practices/Standards and Federal Requirements.

Finally, the Emergency Management Assessment KPI verifies the number of counties that are compliant with the Emergency Management Performance Grant Assessment. A priority of IDHS is raising the capabilities of local preparedness and response organizations. One tool in this endeavor is to provide technical support, training, and exercise opportunities for local and district programs. A goal with this program is to assist local government with a funding mechanism that encourages local units of government to maintain a state of preparedness for the citizens of Indiana. The program challenges local governments to a higher level of readiness.

**Organizational Chart**

(see attached)

**Programs to be reduced, eliminated, and/or replaced by other programs**

Not applicable.

**Reallocation of funds to accomplish changes**

IDHS is submitting a request for a change package to include the costs associated with the EMS Director position of salary and fringe. This position was proposed and passed in the Legislative Session in 2014, and will need to be included in this budget cycle. Another legislative proposal that will have an affect on IDHS, although the extent is not yet known is regarding the revenue received from Plan Review. Since some plans can now be reviewed at the local level this reduces the influx of revenue to IDHS. In addition to this request IDHS will also request funding to allow the agency to operate within the budget in which it submits for dedicated funding of Fire and Building Services. This fund has a balance in the legal fund, which should allow for this transaction to occur, that if granted, would allow for the agency to be fully funded and operate within the budget request for salary, and other operating to be inclusive of Statewide Cost Allocation Plan (“SWCAP”) expenses. This has not been done in several years and the agency humbly seeks approval of these change packages.

Sincerely,

John Hill  
Executive Director  
Indiana Department of Homeland Security