



# WAYNE COUNTY

## COMPREHENSIVE EMERGENCY MANAGEMENT PLAN 2014 (CEMP)

# WAYNE COUNTY COMPREHENSIVE EMERGENCY MANAGEMENT PLAN Table of Contents

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# PROMULGATION

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KENNETH E. PAUST first district    MARY ANNE BUTTERS second district    DENNY BURNS third district

## Memorandum

To: Wayne County Public Safety Agencies, Partners and Stakeholders

From: Wayne County Board of Commissioners

Date: January 15, 2014

Re: Promulgation of the Wayne County Comprehensive Emergency Management Plan

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

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

In keeping with Indiana Code 10-14-3, local jurisdictions are required to develop and keep current an emergency operations plan. The Wayne County CEMP is the specified document and satisfies this requirement.

The Wayne County CEMP outlines the necessary steps for local government and emergency partners to:

- Fully understand their responsibilities as outlined by the document
- Support activities related to the protection of personnel, equipment and critical public records during times of disaster.
- Ensure the continuity of essential services that may be needed during and after disasters.
- Build and foster strong relationships and collaboration with agencies, departments and personnel to build an effective emergency management system within Wayne County.

Wayne County Emergency Management Agency has been designated as the primary agency responsible for the coordination and preparation of the CEMP. It shall be consistent with the [National Response Framework](#), the [National Incident Management System](#), as well as other key state and federal policies and standards.

This plan is effective February 1, 2014

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Kenneth Paust  
Wayne County Commissioner

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Mary Anne Butters  
Wayne County Commissioner

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Denny Burns  
Wayne County Commissioner



# LETTER OF AGREEMENT

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The Wayne County Comprehensive Emergency Management Plan (CEMP) establishes the basis for coordinating emergency activities for those areas within the county impacted by a disaster or emergency requiring supplemental assistance. The CEMP assumes a disaster or emergency overwhelms the capability of these areas and establishes the necessary protocols for seeking additional state or federal assistance should the event overwhelm county resources.

The CEMP covers all four phases of emergency management: mitigation, preparedness, response and recovery. The CEMP also makes considerations for homeland security issues by directing personnel and resources towards prevention and protection activities.

The CEMP is in a checklist format, which requires all county agencies to develop and implement standard operating procedures for critical tasks identified in the plan. These procedures will define and express how tasks, functions and activities will be accomplished in support of the CEMP. These procedures may be administrative, routine or tactical in nature.

The CEMP uses the Emergency Support Functions concept. Emergency Support Functions are groups of agencies/departments with similar missions, training, activities and resources. These groups are organized in this fashion for ease of direction, control and coordination before, during and after major events. For example, county agencies with public health and medical responsibilities are grouped into Emergency Support Function #8 – Public Health and Medical Services. Each county agency is grouped into one or more of these Emergency Support Functions. In addition, each Emergency Support Function has an agency assigned as the primary agency with other agencies as support agencies.

The following departments and agencies agree to support the CEMP and to carry out their assigned functional responsibilities. Additional agencies not directly identified in the CEMP may also be called upon to support facilities, equipment, personnel or other resource needs during a county response to an emergency or disaster.

In preparation for such event, county agencies further agree to support ongoing emergency planning efforts to include public safety and specialized training, ongoing maintenance and evaluation of the CEMP, as well as participating in an exercise program to ensure continual validation of the county CEMP.

# LETTER OF AGREEMENT

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## ACCEPTING AGENCY

Wayne County Highway Department  
Mike Sharp, Superintendent

Wayne County Emergency Communications  
Matthew Cain, Deputy Director

Wayne County Engineer  
Bob Warner, Engineer

Richmond Fire Department  
Jerry Purcell, Fire Chief

Wayne County Emergency Management Agency  
Fred Griffin, Director

Wayne/Union Chapter of the American Red Cross  
Dan Groth, Executive Director

Wayne County Human Resources  
Kim Parker, Director

Wayne County Health Department  
Eric Coulter, Executive Director

Wayne County Firefighter's Association  
Scott Gregory, President

Wayne County LEPC  
Ron Sharp, Information Coordinator

Wayne County Extension Office  
Jonathon Ferris, Director

Richmond Power & Light  
Steve Saum, General Manager

Wayne County Sheriff's Department  
Jeff Cappa, Sheriff

Wayne County Planning & Zoning  
Steve Higinbotham, Director

## ASSIGNED RESPONSIBILITY

ESF 1 – Transportation

ESF 2 - Communications

ESF 3 - Public Works & Engineering

ESF 4 – Firefighting & EMS

ESF 5 – Emergency Management  
ESF 15 – External Affairs

ESF 6 – Shelter & Mass Care

ESF 7 – Resource Support

ESF 8 – Health & Medical  
ESF 15 – External Affairs

ESF 9 – Search and Rescue

ESF 10- Hazardous Materials

ESF 11- Agriculture & Natural Resources

ESF 12-Energy

ESF 13-Public Safety & Security

ESF 14-Long Term Recovery

# PREFACE

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The Wayne County Comprehensive Emergency Management Plan provides Wayne County the basis for a systematic approach to the resolution of problems created by the threat or occurrence of significant emergencies or disasters. It identifies the responsibilities, functions, operational tasks and the working relationship within and between the various governmental entities and their various departments and agencies, private support organizations and individual citizens.

The Wayne County Emergency Management Agency Director coordinated the development of this plan in cooperation with representatives from jurisdictions and departments that have been tasked with emergency responsibilities. The planning process identified each hazard that is a likely threat to the county and its political subdivisions and provided the basis for the Basic Plan and the Emergency Support Functions tasks.

The goals to be achieved by this plan are to save lives and to protect property and the environment within our Wayne County Community by developing programs and emergency operational capabilities that address protection, mitigation, preparedness, response and recovery for natural, technological, civil or attack related emergencies.

Regular review of the Comprehensive Emergency Management Plan as well as training, exercises and actual emergency occurrences will serve to refine and clarify emergency responsibilities and appropriate response techniques and, contribute to the ongoing planning process initiated by the responsible organizations which developed this plan.

I would like to express my sincere appreciation to those individuals and organizations whose input and expertise was instrumental in creating the Comprehensive Emergency Management Plan for the protection of the citizens, their property and the environment of Wayne County.

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Wayne County Emergency Management  
Agency Director

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Date



# INSTRUCTIONS FOR PLAN USE

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In order to execute this plan effectively and to mobilize the appropriate and available resources, all implementing and responsible personnel must have knowledge of the concepts and procedures set forth in this plan. This is accomplished through plan orientation training, training on specific procedures developed to support the plan and exercises of this plan. All response personnel must be fully apprised of all known potential hazard effects, understand how these effects may impact local emergency response and recovery operations and be familiar with their task assignments and specific operational procedures.

The Comprehensive Emergency Management Plan is a relatively broad conceptual framework and describes the approach to a comprehensive emergency management system for Wayne County. This plan does not contain detailed or specific procedures but establishes relationships between local, state, federal and private emergency management organizations, identifies specific roles and responsibilities and provides a general listing of tasks that need to be accomplished in appropriate disaster-phase time frames that will successfully deal with emergency and disaster situations that may affect Wayne County. It is the responsibility of those departments, agencies and organizations with task assignments identified in this plan to develop the specific operational capabilities and Standard Operating Procedures or Guidelines to ensure the effective support for and execution of this plan.

The **Basic Plan** relates information applicable to the whole plan. The Basic Plan serves as the foundation for the Comprehensive Emergency Management Plan. It explains the organization of the plan, the concept of operation, how the plan is implemented, the relationships between various organizations and levels of government, establishes general duties and responsibilities of the departments, agencies and organizations that support the plan, answers the question "Who is in charge?" and provides information concerning plan development. An **Executive Summary** is provided before the Basic Plan and contains a summary of essential information for quick reference. The **Administrative Annex** supports the Basic Plan and contains the Financial Management Element which explains the financial aspects of disasters as well as the Incident Command Standard Operating Guideline which provides information concerning implementing and operating within ICS in Wayne County.

The Comprehensive Emergency Management Plan utilizes the **Emergency Support Function (ESF)** concept established in the National Response Framework and adopted by the Indiana Department of Homeland Security. This system recognizes that in any disaster, there are common functions that are needed to support the people, departments and governments affected by or responding to disaster events. Each ESF is assigned to a responsible department or agency, the **Primary Coordinating Agency**, with established authority in the general functional area and capable of administering the development and implementation of the required function. The Primary Coordinating Agency is assigned departments, agencies and organizations that serve as resources or **Support Agencies** for carrying out the tasks assigned to the ESF. The Introduction to the Emergency Support Functions Annex contains the General Task Element, which lists task assignments common to all the Emergency Support Functions, departments and agencies. Each ESF contains a listing of **tasks** that are arranged according to the phases of emergency management: mitigation, preparedness, response and recovery. Tasks to be performed are assigned to appropriate support agencies for completion. A matrix showing the assignment of Primary Coordinating Agencies and Support Agencies appears in the Basic Plan.

The plan arrangement groups ESFs that provide complementary services or perform similar functions into **Management Support Sections**. There are four of these sections: Operations Management Support Section, Emergency Services Management Support Section, Human Support Management Section and the Infrastructure Support Management Section. The same grouping of ESFs into Management Support Sections is utilized in the structure and function of the Emergency Operations Center.

The **Planning Support Annex** provides summaries of documents created to provide guidance tools for the departments and agencies with roles in the CEMP. Plans and checklists for the management of communications and warning, crisis communications, damage assessment operations, providing food and water resources, responding to animal health emergencies, conducting evacuations and managing

## INSTRUCTIONS FOR PLAN USE

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special needs populations are included. The Wayne County Hazard Analysis and Hazard Mitigation Plan are also summarized here.

The **Hazard Specific Annex** contains plans and checklists for specific hazards that may impact Wayne County and that do not appear in the other sections of the plan. The CEMP Field Operating Guide (FOG) contains hazard specific checklists, which are intended to be implemented by field responders and the Emergency Operations Center in support of the CEMP. The FOG provides detailed action steps for a variety of emergency situations. This section also references and summarizes other hazard specific plans that have been developed such as the Terrorism Management Plan, Hazardous Materials Response Plan, Severe Weather Response Plan, Mass Casualty Plan, etc. Full copies of these plans are maintained by the Emergency Management Agency in the Emergency Operations Center.

The **Reference Documents Annex** contains additional materials such as maps, example disaster declarations, procedures for requesting state assistance and situation report forms referenced in the plan. This annex includes definitions and acronyms commonly encountered in the language of emergency management.

The Comprehensive Emergency Management Plan should be read by all persons who have decision making or functional responsibilities for emergency response or recovery operations under this plan. This plan serves as a guide to the development of required Standard Operating Procedures or Guidelines and the decision-making and policy decisions that accompany any emergency.

### **In reviewing this plan, each end user should:**

- Read the Basic Plan.
- Read the Financial Management Element located in the Administrative Annex. Those responders and support staff that may respond on-scene should read the Incident Command System Standard Operating Guideline.
- Read the General Task Element and review the ESFs containing coordinating or task assignments for your department, agency or organization. Identify specific task assignments you may be responsible for. Check these tasks against your existing Standard Operating Procedures or Guidelines.
- Review the Planning Support Annex and the individual functional appendices, especially those assigned for implementation by your assigned ESF, support agency or department.
- Review the Hazard Specific Annex and the hazard response checklists in the CEMP Field Operating Guide as appropriate for the user.
- Definitions, acronyms, maps and other reference materials are contained in the Reference Documents Annex and may be reviewed as needed.
- Review other annexes or sections of interest to the reader.
- **Updated or incorrect information should be brought to the immediate attention of the Wayne County Emergency Management Agency Director.**

It remains the responsibility of the end users of this plan, especially those with task assignments under this plan, to develop appropriate Standard Operating Procedures or Guidelines for their specific areas of responsibilities or functions to ensure their capabilities to carry out the tasks assigned in this plan. All end users of this plan are to provide regular training for their personnel in the concepts, execution and specific task procedures developed to support this plan.

# EXECUTIVE SUMMARY

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**Mission:** To coordinate all emergency management activities to protect the people, property, economy and the environment of Wayne County, Indiana.

**Purpose:** The Comprehensive Emergency Management Plan describes in general terms how the county and its sub jurisdictions will handle significant emergency and disaster situations. This plan assigns roles and functional task responsibilities for planning and coordinating emergency response activities before, during and after any type of emergency or disaster for local government departments and private support organizations. The plan is intended as a comprehensive framework for countywide mitigation, preparedness, response and recovery activities and is consistent with state and federal plans. This plan is the Emergency Operations Plan as mandated by Indiana Code Title 10 and County Emergency Management Ordinance. The plan provides recommended guidelines that can be modified, as needed, according to the emergency situation.

**Overall Emergency Management Goal:** Coordinate emergency response efforts to all hazards that may impact Wayne County to save lives, reduce injuries, protect property and the environment and speed recovery.

**Plan Goals:** The primary goal of this plan is to:

1. Assess situation/needs.
2. Mobilize people and equipment for identified tasks.
3. Assemble useable and appropriate resources.
4. Coordinate incident activities through mitigation, preparedness, response and recovery tasks.
5. Implement and manage appropriate incident operations.

**Response Priorities:**

1. Save Lives / reduce injuries.
2. Protect Property.
3. Protect the environment.
4. Stabilize/Support the economy.
5. Restore the community to normal.

**General Emergency Response Strategy:**

1. A graduated response strategy utilizing local, regional, state and federal resources appropriate to the scope and severity of the incident will be used. Local resources will initiate response; regional resources will be utilized to support local resources when needed. State resources will not be mobilized until local/regional resources have been exhausted.
2. Four Incident Action Levels describe the extent of response. Each action level is a guide for determining the scope of the emergency and for activating appropriate resources to respond to the event.
3. Primary Coordinating Agencies identified in the plan are key points of contact for planning and incident response coordination and resource management. Support agencies provide resources (people, material, equipment) and planned response procedures as well as operational capabilities.

## EXECUTIVE SUMMARY

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### **Specific Emergency Strategies:**

#### **Before an Emergency:**

1. The Emergency Management Advisory Council and a Local Emergency Planning Committee have been established in Wayne County consisting of representatives of key emergency response agencies, local government, industry, community groups and news media to establish and monitor programs to reduce the potential for hazard events through planning, review and training and to assist the Emergency Management Agency in developing and maintaining appropriate emergency operations plans for the community.
2. A countywide school safety commission has been established consisting of representatives of local school systems, emergency response agencies, social service agencies and the justice system to guide the development of consistent emergency plans and procedures related to safety and emergency response in area schools.
3. The Indiana Department of Homeland Security has established 10 Planning Districts throughout Indiana. The District 6 District Planning Council and associated structures (District Planning Oversight Committee and District Response Task Force) have been meeting on regular basis for several years and is composed of representatives from each of the 13 counties within the district. It has been a vital and driving force for securing funding and equipment as well as additional planning, training and exercise opportunities
4. A committee consisting of representatives of hospitals located in East Central Indiana has been established to coordinate emergency plans and mutual support among hospitals in a healthcare related emergency or disaster.
5. Primary Coordinating Agencies have undertaken detailed planning and supporting resource identification specific to their assigned Emergency Support Function in order to establish functional operational capabilities. Response agencies have established and continue to develop detailed Standard Operating Procedures consistent with implementing and carrying out their assigned elements of the plan.
6. Training of Coordinators, supporting personnel and emergency responders has been implemented and is an on-going requirement of this plan.
7. Exercises designed to test the functionality of the plan have been conducted and will continue in an on-going effort to refine the plan and build familiarity with its concepts and provisions.

#### **During an Emergency:**

The plan requires:

1. Use of the Incident Command System (ICS) developed according to the National Incident Management System (NIMS) to manage on-site incident response activities and to effectively employ and coordinate emergency resources at the site of an emergency. ICS is a standardized emergency management system for responding to and organizing any emergency.
2. Use of the Emergency Operations Center (EOC) to centralize the request and coordination of additional resources, when needed. Primary Coordinating Agency representatives will, when activated, coordinate their assigned Emergency Support Functions from the EOC. Support agencies will coordinate their emergency assignments and resource requests through the appropriate Emergency Support Function Coordinator.
3. Locally available resources supported or reinforced by mutual aid and District 6 resources will be utilized before requesting state assistance.
4. A local disaster emergency may be declared by the chief elected official of the county in order to request assistance from the State.

5. If the scale of the damage and needs warrants, and the county meets established thresholds of public and private damages, the Governor may request federal disaster assistance from the President.

**After an Emergency:**

1. The plan assists responsible officials in guiding recovery efforts to restore the community.
2. Detailed After Action Reports from each activated Emergency Support Function are to be directed to the Emergency Management Agency Director.
3. The Emergency Management Agency prepares and distributes updates to the plan.











# Section 1 INTRODUCTION

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## 1.1 Mission

This mission of the Wayne County Comprehensive Emergency Management Plan (CEMP) is to coordinate emergency management and public safety activities to protect the people, property, economy and the environment of the Wayne County, Indiana.

## 1.2 Purpose

The purpose of the CEMP is to be the comprehensive framework for countywide mitigation, preparedness, response and recovery activities appropriate for the hazards faced by the citizens of Wayne County.

The CEMP considers the direct coordination and support from county agencies, departments and other organizations activated during emergency or disasters. This plan is the disaster emergency plan as mandated by Indiana Code 10-14-3-17 (h).

The CEMP predetermines, to the extent possible, actions to be taken by the governmental agencies, departments and assisting organizations of Wayne County to prevent avoidable emergencies and disasters and to respond quickly and adequately to any significant emergency or disaster event that does occur in order to save lives, protect property, the economy and the environment of our Wayne County Community.

This Comprehensive Emergency Management Plan replaces the Wayne County Comprehensive Emergency Management Plan dated June 2011.

## 1.3 Scope

The CEMP addresses all hazards that may occur in Wayne County as described in the Hazard Identification for Wayne County, Indiana (Wayne County Emergency Management Agency). All-hazards planning ensures coordination is accomplished for identified emergency situations and assigns common tasks and those responsible for each task.

The CEMP clearly explains Wayne County's ability to prepare for, respond to, and recover from disasters/emergencies and also provides for:

- A comprehensive general framework for the effective use of government, private sector and volunteer resources.
- An outline for local government responsibilities in relation to federal and state disaster assistance programs and applicable disaster events.

The Wayne County Comprehensive Emergency Management Plan is designed to interface and be consistent with the Indiana Comprehensive Emergency Management Plan as well as the National Response Framework. This will facilitate the coordination of information should state and/or federal assistance be requested.

## Section 1

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### 1.4 Situation and Assumptions

#### 1.4.1 Situation

Many hazards threaten Wayne County that may cause emergencies and disasters in all or part of the jurisdiction. Specific characteristics, such as population distribution, land development, weather patterns and topography all promote unique challenges for managing emergencies and disasters.

Wayne County has the following unique attributes:

- Wayne County is located in east-central Indiana on the Indiana-Ohio state line. Randolph County bounds it to the north, Henry County to the west, Fayette and Union Counties to the south and Darke and Preble Counties in Ohio border it to the east. Wayne County encompasses 403.57 square miles.
- According to the 2012 US Census, Wayne County has a population of 68,346 people. The average population density is 171 persons per square mile. The largest population concentration is Richmond, our largest city, located in the east central part of the county with a population of 36,670. Wayne County has 14 incorporated towns. There are approximately 31,192 housing units and 61,053 structures.
- Wayne County has, like most Indiana counties, a population that have special needs in an emergency or disaster which require special attention and alternate considerations in such key actions as alert and warning, evacuation, transportation, sheltering and medical care.
- Interstate 70 traverses Wayne County east and west and carries the largest volume of traffic. State Road 38 and US 40 also run east and west through the county while State Roads 1, 227, US 27 and US 35 pass through the county north and south. State Road 121 extends from Richmond's north side east to the Indiana-Ohio state line. The Indiana Department of Transportation (INDOT) Cambridge City Sub District is responsible for the maintenance of approximately 412 lane miles of state, federal and interstate roadways in Wayne County.
- Wayne County maintains approximately 722 miles (1444) lane miles) of county roadways throughout the county. Maintenance of county roadways is the responsibility of the Wayne County Highway Department. The City of Richmond Street Department maintains an extensive network of streets within the city.
- The Norfolk and Southern Railroad operates tracks that pass through Wayne County from southeast of Richmond to northwest of Hagerstown. CSX Transportation operates on tracks from Richmond through Boston. Both carry freight service only.
- The Richmond Municipal Airport is located north of Boston on SR 227 and has asphalt runways of 5,200 ft., 500 ft., and 3560 ft. business and private aircraft operate from this airport. There is no commercial service based at or operating from Richmond. Hagerstown maintains an airport with the longest grass runway in the US and bases small private aircraft.
- The highest point in Indiana is located in the extreme northwest corner of Wayne County. The elevation is 1,257 feet above sea level.
- Richmond Power and Light maintains systems to generate and deliver electric energy to the Richmond area. Whitewater Valley REMC and Duke Energy also maintain transmission and distribution systems throughout the county. Indiana Municipal Power Agency (IMPA) maintains a turbine peak generation plant on Gates Road. Vectren Energy Delivery and Ohio Valley Gas Company operates natural gas distribution networks throughout the county.
- Wayne County has 1,820 miles of non-navigable waterways including 125 miles of rivers, 1,695 miles of small streams and drainage ditches and over 300 ponds, lakes and reservoirs. Most of the county is located in the Whitewater watershed with a small part in the extreme southeastern part of the county located in the Great Miami Watershed. Middle Fork Reservoir on Richmond's north side is the largest impoundment of water in the county.

- The economic base of Wayne County is rooted in light manufacturing, agriculture, retail and service industries. The majority of land use in Wayne County is devoted to agricultural use, focusing on the cultivation of various staple crops and livestock production.

### 1.4.2 Key Planning Assumptions

In order for successful preparedness and response operations to take place, the following key assumptions are listed as a means to gauge participation and support provided by stakeholders at all levels of government:

- The county and its political subdivisions have capabilities including manpower, skills, equipment and supplies that can be mobilized to maximize the preservation of life, property and the environment in the event of a significant emergency or disaster.
- Local and county government agencies will fully commit their available resources, including mutual aid support. Wayne County will exhaust all local resources and capabilities, including available mutual aid and District 6 resources before requesting assistance from the Indiana Department of Homeland Security (IDHS). State agencies may provide unilateral assistance under their statutory authority and responsibility.
- Wayne County is one of 13 counties that comprise Indiana Homeland Security District 6. Indiana has established a total of ten districts and has assigned a District coordinator to each. The District 6 Coordinator may be called upon for consultation and assistance, as well as act as a direct link between Wayne County and the State's Emergency Operations Center (SEOC).
- Wayne County may seek additional resources through mutual aid agreements, pre-establishing such agreements with those entities having the capability and resources to assist in mission essential tasks as needed. The county may also utilize the statewide mutual aid agreement as outlined in Indiana Code 10-14-3-10.6.
- Subject to appropriate declarations made by Wayne County and the State of Indiana, the federal government may provide funds and assistance to the county when impacted by a significant emergency or disaster. Federal assistance will be requested when disaster relief requirements exceed the capabilities of Wayne County and the state of Indiana.
- Wayne County Emergency Management Agency will administer the emergency management program for the county and will coordinate operations during an emergency situation. The Wayne County Emergency Operations Center will act as the central point of communication and coordination for local public safety personnel. The County Emergency Operations Center is located in the County Administration Building at 401 East Main Street, Richmond. Alternate EOC's may be established in fire stations located throughout the county when necessary. Jurisdictional EOC's may be activated by local jurisdictions in EMA Operational Areas, (School Districts), at the discretion of local officials.
- Emergency and disaster response may require cooperation and coordination among diverse governmental, nongovernmental and private sector organizations in order to save lives, protect property and the environment of Wayne County. Coordination and collaboration with all applicable local, district, state and federal agencies and private sector organizations that render assistance will be given to ensure an expedited response and recovery process.
- The location and extent of some emergencies can be predetermined; however, other emergency events may occur with little or no warning.
- Organizations tasked in this CEMP are aware of their emergency management responsibilities and prepared to fulfill those requirements in an emergency.
- The basis for delegation of emergency authority to ensure that emergency related legal authority can be exercised is designated in Indiana Code 10-14-3 the Emergency Management and Disaster Law, as amended. Local authority for emergency related functions is designated in the Wayne County Emergency Management Advisory Council and Emergency Management Agency Ordinance.

## Section 1

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- Training, exercise and evaluation of essential county agencies and departments will be an ongoing priority to ensure the effective use of resources and personnel activated during response operations.

### 1.4.3 Core Capabilities

Presidential Policy Directive 8: National Preparedness (PPD-8) describes the Nation's approach to preparing for the threats and hazards that pose the greatest risk to the security of the United States. PPD-8 directs the goals of National preparedness at the local level through the core capabilities. The core capabilities are distinct critical elements necessary to achieve preparedness. These capabilities are highly interdependent and require that the agencies and departments responsible for each capability function work together to improve training and exercise programs and ensure that financial and logistical systems are in place. Wayne County utilizes the core capabilities to guide its emergency planning and preparedness activities. The figure below illustrates the core capabilities as they relate to the five National mission areas: Prevention, Protection, Mitigation, Response and Recovery.

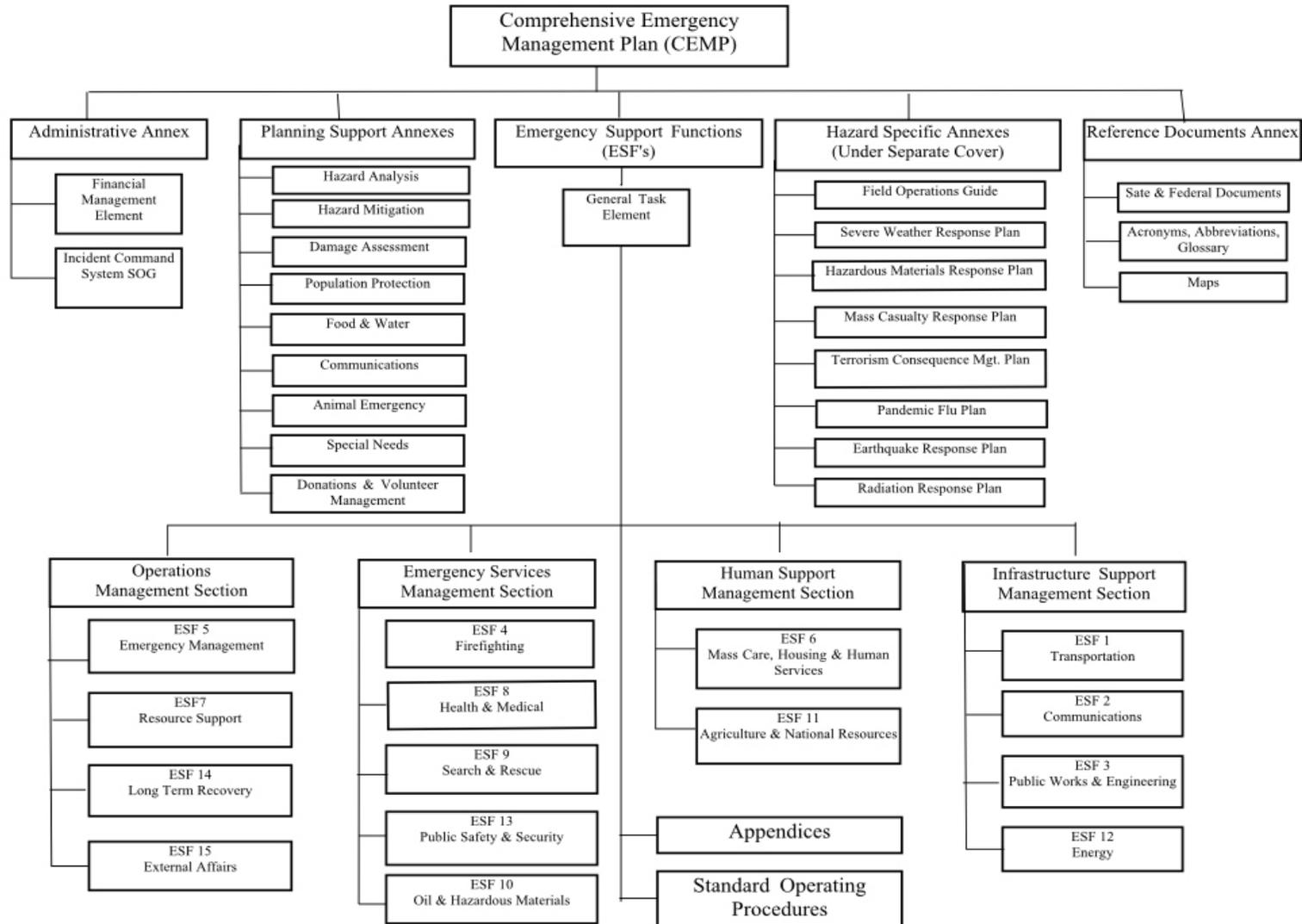
Prevention	Protection	Mitigation	Response	Recovery
Planning				
Public Information and Warning				
Operational Coordination				
Forensics and Attribution Intelligence and Information Sharing Interdiction and Disruption Screening, Search, and Detection	Access Control and Identity Verification Cyber security Intelligence and Information Sharing Interdiction and Disruption Physical Protective Measures Risk Management for Protection Programs and Activities Screening, Search, and Detection Supply Chain Integrity and Security	Community Resilience Long-term Vulnerability Reduction Risk and Disaster Resilience Assessment Threats and Hazard Identification	Critical Transportation Environmental Response/Health and Safety Fatality Management Services Infrastructure Systems Mass Care Services Mass Search and Rescue Operations On-scene Security and Protection Operational Communications Public and Private Services and Resources Public Health and Medical Services Situational Assessment	Economic Recovery Health and Social Services Housing Infrastructure Systems Natural and Cultural Resources

### **1.5 Organization**

The Wayne County CEMP is composed of the Basic Plan and supplemental information is integrated through five types of support annexes: administrative annexes, emergency support function annexes, hazard specific planning annexes, planning support annexes, and reference annexes.

Appendices are additional documents that are developed to support a given annex. Standard operating procedures (SOPs) and guides (SOGs), as well as other essential information are incorporated into the CEMP through their corresponding annex and/or appendix (Figure 1).

Figure 1. Elements of the Comprehensive Emergency Management Plan



## Section 1

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### 1.5.1 Administrative Annex

This annex includes general information for use by all leadership personnel and organizations using the CEMP. This annex includes the Financial Management Element, which explains the financial aspects of disasters, and the Incident Command System (ICS) Standard Operating Guideline, which addresses the implementation of use of ICS by Wayne County emergency response and supporting agencies.

### 1.5.2 Emergency Support Function (ESF Annexes)

This section defines the emergency support function structure, including primary and support agencies, and includes tasks in a checklist format covering the four phases of emergency management. These ESFs directly correspond to those found in the National Response Framework and the Indiana State Comprehensive Emergency Management Plan. Documents or plans developed by agencies or departments that directly correspond to specific ESFs will constitute as an appendix to those ESFs.

The 15 ESFs addressed in the plan are organized according to general functions and includes the Operations Management Section, Emergency Services Section, Human Support Management Section, and the Infrastructure Support Management Section.

The Operations Management Section contains the following Emergency Support Functions: Emergency Management (ESF 5), Resource Support (ESF 7), Long Term Recovery (ESF 14), and External Affairs (ESF 15).

The Emergency Services Management Section contains the following Emergency Support Functions: Firefighting and EMS (ESF 4), Public Health and Medical (ESF8), Urban Search and Rescue (ESF9), Public Safety and Security (ESF 13) and Oil & Hazardous Materials (ESF 10).

*NOTE: The Hazardous Materials Response Plan developed by the Wayne County LEPC is incorporated by reference into ESF 10.*

The Human Support Management Section includes the following Emergency Support Functions: Mass Care, Housing & Human Services (ESF 6), Agriculture and National Resources (ESF 11).

The Infrastructure Support Management Section includes the following Emergency Support Functions: Transportation (ESF 1), Communications (ESF 2), Public Works and Engineering (ESF 3), and Energy (ESF 12).

### 1.5.3 Planning Support Annexes

This section provides summaries of documents created as reference or guidance tools for the various for those agencies and departments with roles in the CEMP. These documents examine, in depth, activities that go beyond all-hazard planning by providing a closer examination of tasks, resources and capabilities that support overall preparedness and response.

### 1.5.4 Hazard-Specific Planning Annexes

This section describes the County's preparedness and response activities as they related to specific hazards. These planning elements are integrated into the CEMP to enhance the county's overall emergency planning capabilities.

### 1.5.5 Reference Annexes

This section provides additional materials and information such as definitions, acronyms and diagrams that provide a better understanding of the overall CEMP and its various sections.

### **1.6 Limitations**

The county will endeavor to make every reasonable effort to respond in the event of an emergency or disaster. However, county resources and systems may be overwhelmed. The responsibilities and tenets outlined in this plan will be fulfilled only if the situation, information exchanges, extent of actual agency capabilities, and resources are available at the time. There is no guarantee implied by this Plan that a perfect response to emergency or disaster incidents will be practical or possible.



## Section 2 AUTHORITIES

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Federal, state and local statutes and their implementing regulations establish legal authority for the development and maintenance of emergency and disaster plans. Listed below are the laws and directives that are the basis for the legal authority for the Comprehensive Emergency Management Plan.

### 2.1 Federal

- Robert T Stafford Disaster Relief and Emergency Assistance Act, 42 United States Code (USC) 5121 et seq
- Homeland Security Act of 2002
- Public Health Security and Bioterrorism Preparedness and Response Act
- Homeland Security Presidential Directive 5
- Homeland Security Presidential Directive 7
- Homeland Security Presidential Directive 8
- Homeland Security Presidential Directive 9
- United States Department of Homeland Security, National Incident Management System (NIMS)
- National Response Framework (NRF)
- Superfund Amendment Re-Authorization Act (SARA Title III)

### 2.2 State

- Indiana Code 10-14-3, Emergency Management and Disaster Law
- Indiana Code 10-14-5, Emergency Management Assistance Compact

### 2.3 Local

- Wayne County Emergency Management Ordinance 2005-007
- Wayne County Transportation Emergency Ordinance 2003-03



## Section 3

# CONCEPT OF OPERATIONS

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### 3.1 General

All emergency events – regardless of magnitude – originate at the local level. With that in mind, Wayne County will make every effort to ensure the most effective and efficient use and application of resources, materials and personnel. Should an event exceed the capabilities of the county, Wayne County shall attempt to procure the necessary capabilities from its mutual aid partners, other District 6 counties or from the Indiana Department of Homeland Security. Integration of the State CEMP and that of Wayne County will prompt the appropriate coordination of state and local resources and the coordinated support from the various ESFs.

Local, State and Federal Roles: It is the responsibility of local government to reasonably protect life, property and the environment from the effects of hazardous events. The senior elected official of each town, city and county government has the primary responsibility for emergency management activities that eliminate or reduce hazardous events and for the preparation for, response to and recovery from significant emergency and disaster events that can and do occur. When the emergency exceeds the local governments' capabilities to respond, including mutual aid support, assistance will be requested from the state government. Requests for state assistance will be directed to and coordinated by the Indiana Department of Homeland Security. When the requirements for disaster relief and assistance exceed the states' capability, federal assistance will be requested by the state.

Relationship between Normal and Emergency Functions: This plan recognizes and is based upon the concept that emergency functions for departments, agencies, groups and organizations involved with or supporting emergency management activities generally parallel their normal day-to-day functions. Further, procedures and practices used in day-to-day operations serve as the foundation for the procedures and practices recommended for emergency situations, though in an expanded form. To the extent possible, the same personnel, equipment and material resources as well as procedures that are applied to day-to-day operational activities will be employed in similar roles, tasks and responsibilities when applied to significant emergency or disaster situations. It is generally true, however, that a disaster is a situation in which the usual way of doing things no longer suffices. It is desirable, and always attempted, to maintain organizational continuity and to assign familiar tasks to personnel normally accustomed to performing those tasks. In large scale disasters, however, it may become necessary to draw on people's basic capacities and use them in areas of greatest need, regardless of their previous experience or normal functions. Day-to-day functions that do not contribute directly to resolving the disaster situation may be suspended, upon Executive Order for the duration of the emergency and those people, equipment and material resources redirected to support disaster operations.

Consistent with Wayne County's commitment to comprehensive emergency management, this plan is concerned with and it is intended to be applied to all types of significant emergency and disaster situations that may impact Wayne County. It also accounts for recommended activities before, during and after hazard events occur. It heavily emphasizes the capability of Wayne County Government to respond to and accomplish short-term recovery from large-scale disasters.

While extensive effort and years of experience of responders have been brought into this plan in order to make it workable, authoritative and appropriate to emergency and disaster emergency management, it should be recognized that this plan functions to provide guidance and should not be rigidly applied to every emergency or disaster event. Every situation will present different issues, complexities and requirements. The specific tasks, assignments and provisions contained in this plan may have to be modified to deal effectively with the actual situation at hand.

## Section 3

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### 3.2 Incident Management and the National Incident Management System

The Wayne County Board of Commissioners formally adopted NIMS as the standard for emergency incident management in the county with their Resolution executed June 15, 2005.

The National Incident Management System (NIMS) provides a unified approach to incident command, standard command and management structures and an emphasis on preparedness, mutual aid and resource management. NIMS is not an operational incident management or resource allocation plan, but a template to guide all levels of government, including private sector and nongovernmental organizations, to work together to prepare for, prevent, respond to and recover from emergency incidents. NIMS implementation includes process, operational and technical standards integrated into emergency response plans, procedures and policies.

NIMS establishes the Incident Command System (ICS) as the organizational structure to be implemented to effectively and efficiently command and manage domestic incidents, regardless of cause, size or complexity. The ICS structure is a standardized, on-scene, all-hazard incident management concept that provides an integrated organizational structure that is able to adapt to the complexities and needs of single or multiple incidents regardless of jurisdictional boundaries.

### 3.3 Multi-Agency Coordination

The evolution of the size and complexity of hazards and threats has demonstrated the need for effective planning and coordinated emergency response. Most major emergencies and disasters will have no geographical, economic or social boundaries. Likewise, significant events will also involve multiple jurisdictions, agencies and organizations.

In order to effectively manage and focus efforts of a multi-agency coordination system, Wayne County has adapted its planning and response capability based upon the constructs listed below.

#### 3.3.1 Local Emergency Policy Group

Emergencies and disasters can produce issues that require prompt decisions to serve both short and long term emergency management needs. At times, these decisions require senior local officials in consultation with the Wayne County EMA Director to work through governmental issues, local law and jurisdictional impacts. The Wayne County Emergency Management Advisory Council (EMAC) would be the primary body, in critical disaster situations where these situations are addressed. It should be noted, not all emergency situations would require the convening of the EMAC. Situations that have devastating life safety, financial or other physical impacts will be evaluated by the EMA Director who will call the EMAC together.

The EMAC provides general oversight and direction to the Wayne County EMA. It is composed of representatives from Wayne County response agencies as well as an executive committee that is composed of elected officials such as the Wayne County Commissioners, the Wayne County Sheriff, the Wayne County Council, and jurisdiction town board representatives and mayor. The EMAC meets quarterly.

Space and support for formal meetings of the EMAC is designated in the County Emergency Operations Center (CEOC). The EMAC may convene informally for consultation with the EMA Director when appropriate.

#### 3.3.2 Emergency Support Functions

The ESF structure used by Wayne County reflects the structure defined by the National Response Framework (NRF) and the Indiana State Comprehensive Emergency Management Plan. Each ESF provides support, resources, program implementation and services to meet their specific challenges and

## CONCEPT OF OPERATIONS

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responsibilities within the mitigation, preparedness, response, and recovery phases of emergency management.

All local agencies, by signing and agreeing the tenets outlined in this CEMP, have agreed to provide their full support to emergency operations as required or needed.

The Wayne County ESF structure is provided in Table 1 and includes an overview of their general functions. However, additional ESFs or tasks may be assigned to address specific emergency management needs within Wayne County.

Each ESF is responsible for developing written standard operating procedures (SOPs) to support their roles and responsibilities as defined by the local CEMP. Each ESF must also ensure that they maintain an appropriate level of training, participation in exercises and establish periodic testing and evaluation of their SOPs, guides and internal plans.

**Section 3**

**Table 3-1  
Emergency Support Functions (ESFs)**

<b>ESF #1 TRANSPORTATION</b>					
<b>Primary Agency</b>	<b>Support Agencies</b>	<b>Non-Governmental</b>	<b>General Functions</b>	<b>Policies and Procedures</b>	<b>Required Resources</b>
<b>Wayne County Highway Department</b>	Municipal Street Departments Wayne County School Corporations Roseview Transit	Community Action of East Central IN Private Motor Carriers	Local public road support, Transportation safety, Restoration/ recovery of transportation infrastructure, movement restrictions, damage and impact assessment, evacuation transportation	Agency policies and procedures Wayne County Evacuation Plan	Wayne County Resource Manual
<b>ESF #2 COMMUNICATIONS</b>					
<b>Primary Agency</b>	<b>Support Agencies</b>	<b>Non-Governmental</b>	<b>General Functions</b>	<b>Policies and Procedures</b>	<b>Required Resources</b>
<b>Wayne County Emergency Communications Division (911 Dispatch Center)</b>	Wayne County IT Department Wayne County Sheriff's Department Wayne County Fire Departments Wayne County RACES and ARES	Parallax United Way 2-1-1 Frontier Communications Comcast, Inc. SkyWarn /Amateur Radio Operators	Coordination with telecommunications and information technology industries, Restoration and repair of communications infrastructure, Protect, restore and sustain national information technology resources	Agency policies and procedures Wayne County Emergency Communications and Warning Plan Wayne County SkyWarn Procedures	Wayne County Resource Manual
<b>ESF #3 PUBLIC WORKS &amp; ENGINEERING</b>					
<b>Primary Agency</b>	<b>Support Agencies</b>	<b>Non-Governmental</b>	<b>General Functions</b>	<b>Policies and Procedures</b>	<b>Required Resources</b>
<b>Wayne County Engineer</b>	Richmond Engineering Department Richmond Department of Public Works Municipal Sanitation Districts Municipal Utility Departments	Indiana American Water Company Local Private Contractors and Engineering Firms Delucio and Sons	Infrastructure protection and emergency repair, Infrastructure restoration, engineering services and	Agency policies and procedures Wayne County CEMP Damage Assessment Annex	Wayne County Resource Manual

	Richmond Redevelopment Commission Jurisdiction planning and zoning departments		construction management, Critical infrastructure liaison		
ESF #4 FIREFIGHTING and EMERGENCY MEDICAL SERVICES					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
<b>Richmond Fire Department</b>	Wayne County Firefighters Association, Abington Fire Department Boston Fire Department Cambridge City Fire Department Centerville Fire Department Dublin Fire Department Economy Fire Department Fountain City Fire Department Greens Fork Fire Department Hagerstown Fire Department Milton Fire Department Webster Fire Department Williamsburg Fire Department Richmond Fire Department West Union Fire Department Hollansburg, Ohio Fire Department Liberty Township Volunteer Fire Department Lynn Fire Department Wayne County CERT Culberson Ambulance Hagerstown Dublin EMS Richmond Fire Department-EMS	Rural Metro Ambulance Reid Hospital and Healthcare Services Richmond State Hospital	Firefighting activities support and Task Force support, Resource support to rural and urban firefighting operations, EMS	Agency policies and procedures Mutual Aid Agreements between Wayne County Fire Departments Mutual Aid Agreements between Wayne County Commissioners and Private Ambulance Providers	Wayne County Resource Manual
ESF #5 EMERGENCY MANAGEMENT					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
<b>Wayne County EMA</b>	Wayne County Commissioners Wayne County GIS Coordinator Wayne County Assessor	Wayne County Chapter of the Red Cross	Coordination of incident management and response efforts, Issuance of mission	Agency policies and procedures Wayne County CEMP Hazard Specific	Wayne County Resource Manual

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	Wayne County CERT Wayne County EMAC Wayne County Council Wayne County MAC Wayne County Planning and Zoning Department Wayne County Engineer Wayne County Buildings and Grounds Department		assignments, Resource and human capital, damage assessment	Annexes Wayne County EOC Operations Manual Wayne County Field Operations Guide Wayne County Hazardous Materials Plan	
ESF #6 MASS CARE					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
<b>Wayne/Union County Chapter of the American Red Cross</b>	Wayne County EMA	Salvation Army Area 9 Agency Wayne County United Way Wayne County School Corporations Community Centers Faith Based Organizations Healthy Animals Earlham College Indiana University East Ivy Tech State College Animal Care Alliance Animal Welfare Shelter	Mass care/shelter, Financial emergency assistance, Disaster housing, Human services support, Feeding	Agency policies and procedures Wayne County Animal Health Emergency Response Plan Wayne County Shelter Management Plan	Wayne County Resource Manual
ESF #7 RESOURCE SUPPORT					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
<b>Wayne County Human Resources Department</b>	Wayne County EMA Wayne County Auditor Wayne County Information Technology Department Wayne County CERT Wayne County MAC Wayne County Commissioners Wayne County Council	Wayne County Chamber of Commerce	Resource support (facility space, office equipment and supplies, contracting services, etc.), Financial management of long term and recovery needs	Agency policies and procedures Wayne County CEMP Donations and Volunteer Management Annex Wayne County CEMP Food and Water Annex Wayne County Resource Plan	Wayne County Resource Manual

ESF #8 PUBLIC HEALTH					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
Wayne County Health Department	Richmond State Hospital Wayne County Coroner IU East School of Nursing IVY Tech School of Nursing State of Indiana (SNS Resources)	Centerstone Mental Health Meridian Services Funeral Directors Pharmacies Independent Living Center Minority Health Coalition Reid Hospital and Healthcare Services	Public health, Medical support, Mental health services, Mass fatality services	Agency policies and procedures Wayne County Mass Prophylaxis Plan Wayne County Pandemic Influenza Plan Wayne County Mass Casualty Plan Wayne County Mass Fatality Guidelines	Wayne County Resource Manual
ESF #9 SEARCH & RESCUE					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
Wayne County Firefighter's Association	Wayne county Sheriff's Dept Wayne County EMA Abington Fire Department Boston Fire Department Cambridge City Fire Department Centerville Fire Department Dublin Fire Department Economy Fire Department Fountain City Fire Department Greens Fork Fire Department Hagerstown Fire Department Milton Fire Department Webster Fire Department Williamsburg Fire Department Richmond Fire Department West Union Fire Department Hollansburg, Ohio Fire Department Liberty Township Volunteer Fire Department Richmond Fire Department Lynn Fire Department		Life-saving assistance, Urban and ground search and rescue operations, Confined space rescue	Agency policies and procedures	Wayne County Resource Manual Canine Search Capability Mounted Patrol Capability

### Section 3

	Wayne County CERT				
ESF #10 HAZARDOUS MATERIALS					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
<b>Wayne County Local Emergency Planning Committee</b>	Richmond HazMat Team Wayne County EMA Abington Fire Department Boston Fire Department Cambridge City Fire Department Centerville Fire Department Dublin Fire Department Economy Fire Department Fountain City Fire Department Greens Fork Fire Department Hagerstown Fire Department Milton Fire Department Webster Fire Department Williamsburg Fire Department Richmond Fire Department West Union Fire Department Hollansburg, Ohio Fire Department Liberty Township Volunteer Fire Department Richmond Fire Department Lynn Fire Department	Reid Hospital & Healthcare Services Private Response/Cleanup Contractors Indiana American Water DOT Foods ERS	Oil and hazardous materials (chemical, biological, radiological, etc.) response, Spill restoration, short-and long-term environmental cleanup	Agency policies and procedures Wayne County Hazardous Materials Response Plan	Wayne County Resource Manual Mobile Decontamination Capability
ESF #11 AGRICULTURE					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
<b>Wayne County Purdue Extension Office</b>	Wayne County Farm Bureau Co-Operatives Wayne County Fair Commission Richmond Animal Control Wayne County Animal Control Wayne County Health Department	Animal Production Companies HELP Animal Shelter Richmond Animal Welfare Shelter Other Local Farmers' Associations Hills Pet Nutrition Purina Noah's Wish	Domestic agriculture support: Animal and plant disease/pest response, Food safety and security, Livestock and animal emergency care	Agency policies and procedures Wayne County Animal Health Emergency Response Plan	Wayne County Resource Manual

ESF #12 ENERGY					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
<b>Richmond Power and Light</b>	Wayne County EMA Indiana Municipal Power Association Municipal Utility Departments	White Water Valley REMC Other Rural Electric Cooperatives Duke Energy Blue Flame Propane Company Ohio Valley Gas Panhandle Vectren Energy Delivery Energy Plus	Energy infrastructure assessment, repair, and restoration, Energy industry utilities coordination, Emergency utilities restructuring and transfer, Fuel and services	Agency policies and procedures	Wayne County Resource Manual
ESF #13 PUBLIC SAFETY					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
<b>Wayne County Sheriff's Department</b>	Richmond Police Department Cambridge City Police Department Centerville Police Department Dublin Police Department Fountain City Police Department Greens Fork Police Department Hagerstown Police Department Milton Police Department Wayne County EMA Indiana State Police	IU East Police Department Reid Hospital Security Richmond State Hospital Security Earlham College Security Simon's Mall Security	Law enforcement and military assistance, Security planning and technical resource assistance, Public safety/security support/escort support, Support to access, traffic, crowd control and evacuation	Agency policies and procedures	Wayne County Resource Manual
ESF #14 LONG-TERM RECOVERY					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
<b>Wayne County Planning and Zoning Department</b>	Wayne County EMA Wayne County Commissioners Wayne County Auditor Richmond Department of Metropolitan Development Richmond Housing Authority Wayne County & Municipal	Economic development Corporation Wayne county Chamber of Commerce	Economic community impact assessment, Long-term community recovery assistance to State/local government and the private sector, Recovery in long-term	Agency policies and procedures Wayne County Continuity of Operations Plan Wayne County Hazardous Materials	Wayne County Resource Manual

### Section 3

	Planning Commissions Wayne County Human Resources Department Wayne County Building and Grounds Department		disaster	response Plan Wayne County Comprehensive Plan	
<b>ESF #15 EXTERNAL AFFAIRS</b>					
Primary Agency	Support Agencies	Non-Governmental	General Functions	Policies and Procedures	Required Resources
<b>Wayne County EMA and Wayne County Health Department</b>	Wayne County Commissioners Richmond Mayor's Office Jurisdictional representatives Richmond Police Department Wayne County Sheriff's Department	Wayne County Community Television	Emergency public information, Media and community relations, Public warnings and pre-incident information	Agency policies and procedures Wayne County Crisis Communications Plan	Wayne County Resource Manual

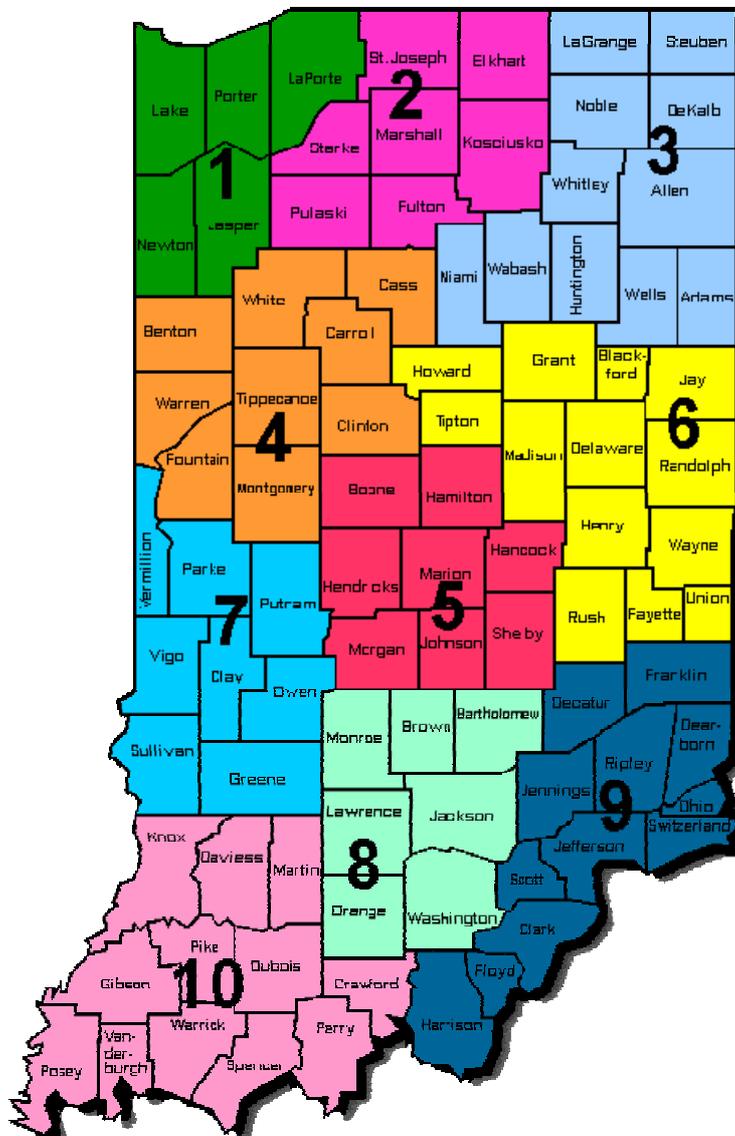
### 3.3.3 Homeland Security District Collaboration

The Indiana Department of Homeland Security has divided the state into ten Homeland Security Districts. Each district is composed of multiple counties and in turn, multiple organizations, emergency disciplines and agencies.

Together, the counties within a single district provide a tremendous opportunity for local jurisdictions such as Wayne County to focus on common preparedness goals and objectives to meet local, state and national public safety needs.

In turn, Wayne County and many other jurisdictions benefit from sharing resources, eliminating redundancy in critical response functions and coordinating supplemental planning, training and exercise activities.

Wayne County is a part of the District 6 in east central Indiana, along with Grant, Fayette, Henry, Howard, Delaware, Blackford, Madison, Randolph, Rush, Tipton, Union and Jay Counties.



## Section 3

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For each of the ten districts, IDHS has appointed a District Coordinator to serve as a liaison between local jurisdictions and the state. District Coordinators should be considered a valuable resource for individual counties and Districts, both for routine and emergency situations, as they can provide insight, consultation and support when critical decisions must be made. A District Coordinator may also act as a direct link to the State EOC to relay incident specific information, as well as communicate critical resource needs.

Wayne County works very closely with our District Coordinator, who has played a very active role in building and supporting our overall emergency management program. In addition to the District Coordinator, a more formalized structure has been established for each of the ten Homeland Security Districts. Each district uses the components listed below.

### **3.3.3.1 District Planning Councils**

To assist local emergency responders and government officials as well as improve overall coordination, the State of Indiana has developed the District Planning Council Program. The DPC Program was developed to assist each of Indiana's ten Homeland Security Districts in planning, organizing and managing critical emergency response activities on a regional basis.

The District 6 DPC has been meeting on regular basis for several years and is composed of representatives from each of the counties within the district. It has been a vital and driving force for securing funding and equipment as well as additional planning, training and exercise opportunities.

### **3.3.3.2 District Response Taskforce**

A DRTF is a response asset designed to provide specialized response personnel and equipment to every Indiana county, enabling them to protect the public, the environment, and property during natural, technological and homeland security related incidents. The composition of a DRTF will vary between Districts, depending upon the availability and capability of resources.

The District 6 DRTF has been established and each of the members within the group has been working to develop and implement the necessary procedures and protocols for training, activation and deployment. While equipment and funding may be limitations, capabilities for emergency medical services, hazardous materials, search and rescue and incident management are fully active and may be called upon to support emergency operations.

### **3.3.3.3 District Planning Oversight Committee**

A DPOC is established for each District to provide executive level oversight and support for the activities of the DPC. The DPOC will serve as the primary oversight entity for the formal appointment of the DPC members. DPOC membership is composed of the President of the County Commissioners for each county in the District, the mayor or Town Board President of the most populated city or town for each county in the District, or other elected officials as deemed necessary by the DPOC, provided no one county has a majority on the committee.

The District 6 DPOC has been established and is actively involved in the overall organization and development of policy for the District 6 DPC and DRTF.

## **3.3.4 Wayne County Emergency Operations Center**

### **3.3.4.1 General**

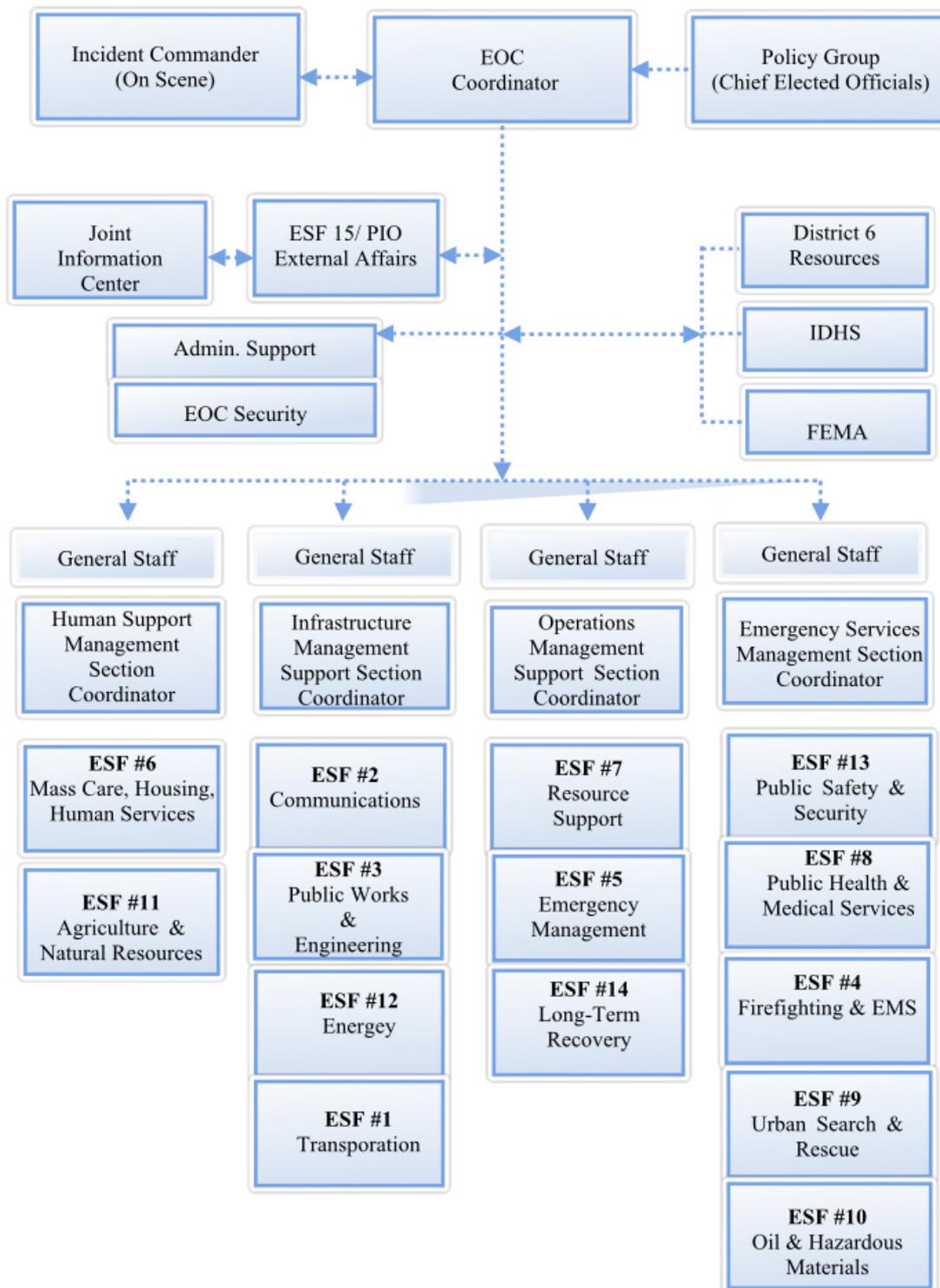
The Wayne County EOC is the physical location where multi-agency coordination occurs and is managed by Wayne County EMA. The purpose of the County EOC is to provide a central coordination hub for the support of local emergency response activities. The County EOC can expand or contract as necessary to appropriately address the different levels of incidents requiring county assistance.

Level #	Name of Level	Description	Example
IV	Daily Ops/Limited Emergency Conditions	A situation has occurred or may occur to warrant further actions.	Tornado Watch
III	Active Emergency Conditions	A situation has occurred requiring limited activation of the emergency operations center (County EOC).	Flooding
II	Significant Emergency Conditions	A situation has occurred requiring full activation of the County EOC.	Large Tornado
I	Full Emergency Conditions	A situation has occurred requiring full activation of the County EOC and policy level personnel including the County Commissioners and Mayor.	Large Earthquake

**3.3.4.2 Structure and Organization**

The Wayne County EOC is co-located with the Emergency Management Agency office in the County Administration Building. Daily and routine functions will be coordinated by the EMA Director and his/her staff. In the event of a fully activated EOC, it shall be staffed and organized using the county-designated ESFs. All personnel reporting to and working within the county EOC will be organized and managed using the Incident Command Structure. The following organizational chart (Figure 3) illustrates the structure employed at the Wayne County EOC, showing the relationship to the on-scene Incident Commander and where the Executive Policy Group as well as district, state and federal support is integrated.

Figure 3-1  
EOC Organization



### 3.3.4.3 Data Collection and Dissemination

Wayne County Emergency Management Agency has adopted a crisis information management system known as WebEOC. The primary purpose of this internet-based application is to provide Wayne County public safety personnel with a common platform to share, analyze and manage emergency and disaster information throughout the County.

WebEOC serves as a collaborative tool and provides for a common operating picture and integration with the State EOC and their use of the same system for situational awareness, resource management and mission tracking. The system is also used as a vital daily operations tool, providing a resource to organize, manage, and share information between key stakeholders and public safety partners.

### 3.3.4.4 Resource Management

In an emergency or disaster situation, requests for resources will originate from the Incident or Unified Command structure established to stabilize the event. These requests will be forwarded to the Wayne County EOC to be analyzed and processed to determine how and if the requests can be met. If, however, Wayne County resource capabilities are inadequate or have been exhausted, the County EOC will seek support from mutual aid partners, District 6 and/or the State EOC.

Wayne County has a complete resource list of current assets within the jurisdiction. The list will be updated on a regular basis by the local EMA director and his staff and will follow NIMS resource typing and jurisdictional protocols.

### 3.3.4.5 Incident Management Team

District 6 has established an All Hazards Incident Management Team (AHIMT) composed of various county EMA staff and public safety personnel who, in the event of a major emergency disaster within the district, can provide incident management support and expertise. This team will be activated through the normal disaster declaration process and will be focused on life safety, information collection and dissemination and incident planning and prioritization.

### 3.3.5 Volunteer Coordination

The management of voluntary organizations and volunteers is critical for an efficient and effective response to a disaster. Wayne County EMA in collaboration with The Richmond Retired Senior Volunteer Program (RSVP), Wayne County Triad, the Wayne/Union County Chapter of the American Red Cross and other key groups have developed a rostering and reporting system for established volunteers, integrating this information into WebEOC. For unsolicited volunteers, Wayne County EMA, RSVP and Triad have developed the Volunteer Reception Center protocol for identifying and providing temporary photo identification to personnel as well as managing and tracking personnel during response operations. Criteria for accepting volunteers will be made based upon the type and magnitude of the event as well as the necessary skills and personnel resources needed to stabilize or recover from an event.

### 3.3.6 Private Sector Coordination

According to the National Infrastructure Advisory Council (NIAC), nearly 90 percent of the entire national critical infrastructure is owned or managed by private companies. Integration, collaboration and support from private business and industry before, during and after an emergency situation are critical for successful response operations.

Wayne County has established a number of emergency agreements with local companies and business for heavy equipment, generators, food, bottled water and other key commodities and resources. While the county cannot predict whether or not an emergency event will preclude these agreements from being activated, a key planning assumption for Wayne County will be that the resources identified will be made available within the terms agreed.

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### 3.3.7 Other State and Federal Coordination

Wayne County will make every effort to accommodate and extend collaboration to both state and federal assets and personnel that are formally requested or deemed necessary for successful response operations. However, the County understands that an emergency situation may call for and demand extensive external resources and personnel to move toward recovery.

Pre-determined staging areas and mobilization sites have been established throughout Wayne County and with District 6.

### 3.4 Public Information

During an incident or planned event, providing coordinated and timely public information is critical in helping an impacted community. Effective and accurate communication to the public about an incident can save lives and property, and can help to ensure credibility and overall public trust. In Wayne County, critical information necessary for public dissemination will be made available through various media outlets, including local radio, newspapers and web-based systems.

In addition to the crisis communication aspect listed above, the Wayne County EMA has identified an individual to be responsible for managing and coordinating ESF 15 – External Affairs. This individual will be charged with coordinating PIO activities before, during and after emergency and disaster events. Critical to this function is the establishment of a Joint Information Center (JIC), where key county agencies and departments can provide PIO representatives to staff and effectively process, analyze and provide information to the media and public that will aid in ensuring the overall safety of Wayne County residents.

### 3.5 Implementation and Execution

Community public safety agencies routinely respond to emergency incidents. Response agencies have established policies and procedures for implementing and establishing NIMS compliant Incident Command. The Incident Commander's assessment of the scene, determination of response objectives and resource needs and subsequent communications of that information to the county's emergency management system are critical to effective implementation of this CEMP.

Common Operating Picture (COP) – It is a requirement of all persons and agencies with responsibilities assigned in this plan to contribute to, develop and maintain a Common Operating Picture of an emergency incident or disaster in order to facilitate effective, consistent and timely decision-making and resource utilization. While Incident Commanders, EMA Director and the activated EOC are focal points for generating and communicating the COP, all activated elements of the emergency response organization contribute information that develops and refines the COP.

This CEMP has four Incident Action Levels to guide the response effort, depending on the severity and complexity of the disaster emergency. These levels are illustrated in Figure 4. Incident Action Levels provides a short-hand method for mobilizing emergency response forces. A responder to an emergency scene can estimate the level and notify the emergency management system. (Notification may be directed through the 911 Dispatch Center).

**Table 3-2  
Incident Action Levels**

(Lowest) ← Complexity → (Highest)

	<u>Level IV</u>	<u>Level III</u>	<u>Level II</u>	<u>Level I</u>
	NIMS Incident Type 5	NIMS Incident Type 4	NIMS Incident Type 3 - 2	NIMS Incident Type 2 - 1
Scope of Emergency	Specific Location	Specific Location	Local Area Affected	Wide Area - Disaster
Resources Needed	Local	Local	Local & mutual aid or limited District	Local, Mutual Aid, District, State &/or Federal
Possible Emergency Event	Ex: Typical daily operations, Monitor developing hazard, Tornado Watch	Ex: Serious fire or accident, multi-agency response needed	Ex: Tornado, loss of telephone communications, multi-agency response, hazardous chemical release	Ex: Wide spread flooding, damaging earthquake, prolonged utility outage
HAZARDOUS MATERIALS	Incidental spills or leaks that pose minimal hazard to persons in the immediate area and can be safely managed by first-due responders	Spills, leaks, or fires or <b>small amounts of fuel, oil or other materials</b> that can be managed using equipment available to first responder operations level, such as SCBA and/or SFPC.	Incident involving greater hazard that threatens the public or environment beyond the area of the release and may require limited public protective actions. Mid-range hazard and quantity.	Incident involving a severe hazard, poses an extreme threat to life and property well beyond the point of release. High hazard and large quantity (bulk container). Will require public protective actions on a large scale and expanded expertise.
Jurisdictions / Agencies	One / Up to 3	One / Up to 5	One or Two / 5 to 10	Two or more / More 10
Evacuation	No	No	Possible, Limited Area	Possible, Large Area
Multiple Sites	No	No	Possible	Yes
Casualties	< 10	< 20	< 100	> 100
Mass Care	No	No	Possible	Expected
Incident Command Est.	Optional	Required	Required – Consider Unified CMD	Required – Consider Unified CMD / Area CMD
Local EOC Activated	Monitoring	Optional	Yes	Yes
Local Warnings	No	Possible	Yes	Yes
Mass Warnings	No	No	Possible	Yes
Media Interest	None to Low	Local	Regional	National

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### Critical Incident Reporting Requirements –

The following lists various types of incidents that are to be reported to the director of Wayne County EMA, along with current incident status and immediate unmet resource needs. Once notified, the director will implement appropriate agency response and report the incident information to the State EOC by telephone, WebEOC entry or email [WatchDesk@dhs.in.gov](mailto:WatchDesk@dhs.in.gov).

- Incidents involving Legislative, Executive and Judicial officials resulting in serious injury or death.
- Acts of violence at any state or county facility involving the general public or employee. This does not include accidents or minor injuries.
- Actual or suspected acts of terrorism to include bombs or bomb threats.
- Use or suspected use of Weapons of Mass Destruction.
- Incidents involving "white powder".
- Breach of security at any state or county facility.
- Elevator and amusement ride accidents.
- Transportation accidents involving the National Transportation Safety Board (NTSB).
- Severe weather involving tornado activity (confirmed touchdown with damage), ice and snow storms, blizzards, etc., or an event requiring the use of shelters or other state assistance.
- Earthquakes resulting in damage to property inside the State of Indiana.
- Hazardous Material incidents resulting in evacuation, injury or death.
- Any major utility disruption.
- A severe flood or the breaking of a dam or levee.
- "Active shooter" or sniper incidents.
- Any catastrophic building failure involving a state or county facility.

The Wayne County Board of Commissioners have delegated to the Director of the Wayne County Emergency Management Agency responsibility for implementation of this plan. The Director is also the Community Emergency Coordinator for the Local Emergency Planning Committee. The director will implement this CEMP as the situation warrants. Support for the plan implementation will be provided by all departments, agencies and organizations with responsibilities assigned in this plan. The Wayne County CEMP will automatically be activated upon any declaration of local emergency enacted by the Wayne County Chief Executive.

**Overall Plan Priorities:** The following operational priorities are listed in order of importance. Whenever demands for emergency assistance requests for resources (personnel or equipment) conflict, the operational demand that is highest on the list shall prevail.

**a) Save Lives**

1. Save human lives.
2. Triage and Treat the injured.
3. Warn the public to avoid further casualties.
4. Shelter persons-in-place from the effects of the emergency.
5. Evacuate people from the effects of the emergency.
6. Shelter and care for those evacuated.

**b) Protect Property**

1. Save property from harm/destruction.
2. Take action to prevent further harm/loss.
3. Save animals – livestock and domestic pets.
4. Provide security for property – especially in evacuated areas.

- c) Protect the Environment**
  - 1. Confine hazardous chemical releases to the smallest possible area.
  - 2. Prevent runoff from entering streams, ponds, lakes, rivers or sewers.
  - 3. Contain the chemical release.
  
- d) Restore the Community**
  - 1. Restore essential services/utilities
  - 2. Restore community services and housing
  - 3. Restore community infrastructure, such as roads
  - 4. Help restore the economic basis of the community
  
- e) Stabilize the Economy**
  - 1. Take action to prevent price gouging in essential goods, services and rent.
  - 2. Take action to keep people working

### 3.6 Requesting Assistance – The Declaration Process

Disaster Declaration Process - General Sequence of Events

1. Disaster event occurs
2. Local government responds
3. Local Emergency Operations Center activates
4. Local CEMP is implemented
5. State Emergency Operations Center activates
6. Local Disaster Emergency is declared by the County Chief Executive
7. State Emergency Operating Plan is implemented
8. State government responds as necessary
9. If necessary, the Governor declares a state of emergency and invokes the state's emergency plan to augment the response to individual and public needs as required, including the use of the National Guard's military resources.
10. Local Preliminary Damage Assessment (PDA) conducted, forwarded to State and analyzed.
11. State requests Joint Preliminary Damage Assessment (JPDA) by Federal, State and Local officials.

Based upon the results of the Joint PDA, Governor requests Federal Assistance.



In the event an emergency situation exists in the unincorporated portions of the county that may affect lives, property or the environment, the county will take necessary measures to bring the situation under control utilizing all available county government resources.

If the situation in either incorporated or unincorporated portions of the county are beyond the capabilities and resources of the county to control, the Commissioners may declare a local disaster emergency to exist.

The county local declaration of disaster emergency will be filed with the County Clerk's office as soon as possible.

The county emergency declaration will be forwarded to the Indiana Department of Homeland Security within 72 hours of being filed with the County Clerk.

**Disaster Declaration** - Types of Assistance Available Under a Presidential Disaster Declaration:

Direct Federal Support for emergency protective measures and debris removal. Emergency protective measures include immediate and short-term essential activities, such as search and rescue, medical needs and evacuations.

Public Assistance means state government and local governments and certain non-profit organizations in declared counties are eligible to apply for federal assistance to pay 75 percent of the approved cost of debris removal, emergency protective measures related to the disaster and repairing or replacing damaged public facilities, such as roads, buildings and utilities.

Individual assistance can include grants for temporary housing and home repairs, low-cost loans provided by the Small Business Administration (SBA) disaster loan program to cover uninsured property losses, and other programs to help individuals and business owners recover from the effects of the disaster.

Hazard Mitigation Grant Program - All counties in the State of Indiana are eligible to apply for assistance under the Hazard Mitigation Grant Program. The Hazard Mitigation Grant Program provides grants to States and local governments to implement long-term hazard mitigation measures after a major disaster declaration. The purpose of the HMGP is to reduce the loss of life and property due to natural disasters and to enable mitigation measures to be implemented during the immediate recovery from a disaster. HMGP funding is only available to state and local government entities within a Presidentially declared disaster area.

Indiana State Disaster Relief Fund IC 10-14-4 - The state disaster relief fund may provide financial assistance to eligible entities for the costs of repairing, restoring or replacing public facilities and individual residential real and personal property damaged or destroyed by disaster and assist eligible entities in paying the disaster response cost incurred.

Military Support – Military civil emergency support must be requested and coordinated through the State EOC. The Indiana National Guard provides a variety of support and capabilities to civil authorities including transportation, airlift, search and rescue, triage and medical care, support for law enforcement, engineering, damage assessment, communications, etc. The 53<sup>rd</sup> Civil Support Team (CST) provides highly specialized response for the identification and responder/public protection in events suspected events involving chemical, biological, radiological, nuclear and explosive materials.

Emergency Watershed Protection Program (EWP) – is administered by the Natural Resource Conservation Service (NRCS), it assists local government sponsors in implementing recovery measures (repair and restoration) to relieve imminent flood/debris hazards to life and property in a watershed.

### 3.7 Emergency Management Phase – General Activities

Emergency management in Wayne County is realized through four distinct phases: Mitigation, Preparedness, Response and Recovery. These phases were established to effectively address key functions before, during and after a disaster.

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### 3.7.1 Mitigation

Mitigation can be defined as a jurisdiction's efforts to lessen the impact of a natural or human-caused disaster in order to prevent or protect against the long-term risk to human life or property.

Wayne County mitigation efforts started with the development of a County Hazard Analysis, identifying potential hazards that may threaten residents of the county as well as physical, financial and social impacts that could be attributed to the identified hazards.

In conjunction to the Hazard Analysis, Wayne County has developed a Hazard Mitigation Plan. This document prioritizes the potential hazards, provides historical and reference information and outlines efforts or strategies for the reduction of these hazards.

Mitigation tasks have been identified in the Wayne County CEMP for each ESF. However, these tasks are general in nature, focusing on common needs, resources and activities. Common mitigation tasks shared by all Wayne County ESF partners included but are not limited to:

- Establish procedures used to educate and involve the public in mitigation programs
- Identify potential protection, prevention, and mitigation strategies for high-risk targets
- Establish procedures used to develop sector-specific protection plans
- Establish policy and directives to protect life and property within Wayne County

### 3.7.2 Preparedness

Preparedness can be defined as the range of deliberate critical tasks and activities taken by a jurisdiction that are necessary to build, sustain and improve operational capabilities to respond to and recover from emergencies and disasters.

Wayne County's preparedness activities encompass a comprehensive program focusing on planning, training and exercise, as well as resource identification and acquisition. Preparedness activities require an ongoing, coordinated effort from public and private entities as well as individual citizens.

Common preparedness activities shared by all county agencies include, but are not limited to:

- Delegate authorities and responsibilities for emergency actions
- Assign, designate, and/or procure personnel, facilities, equipment, and other resources to support emergency actions
- Training of personnel, including a program which tests and exercises essential equipment and emergency plans and procedures
- Sustaining the operability of facilities and equipment
- Implementation of plans or other preparations to facilitate response and recovery operations

- Establish a resource management system including inventory, deployment and recovery capabilities

### 3.7.3 Response

Response can be defined as those immediate actions to save lives, protect property and the environment and meet basic human needs. Response also includes the execution of emergency plans and actions to support short term recovery.

Common response tasks shared by all county, jurisdictional agencies include, but are not limited to:

- Employ resources in order to save lives, protect property and the environment, and preserve the social, economic, and political structures
- Establish and maintain situational awareness and a common operating picture for an incident
- Effectively coordinate response actions and demobilize personnel and resources

### 3.7.4 Recovery

Recovery can be defined as those actions or programs implemented by a jurisdiction to restore a community's infrastructure, as well as the social and economic aspects of an effected area to a pre-disaster state.

In the Wayne County CEMP, recovery efforts begin as response resources are activated. These recovery efforts are dependent upon the complexity of an incident and its impact on an area. For this reason, recovery takes place in two distinct levels:

- Short-Term Recovery is defined as the immediate actions that overlap with response. These actions may include meeting essential human needs, restoring utility services and reestablishing transportation routes.
- Long-Term Recovery is defined as elements commonly found, but not exclusively, outside the resources of the County. This level may involve some of the same short-term recovery actions that have developed in to a long-term need. Depending on the severity of the incident, long-term recovery may include the complete redevelopment of damaged areas. Long-Term Recovery is addressed and supported in Emergency Support Function (ESF) -14.

## 3.8 Local Organization and Assignment of Responsibilities

### 3.8.1 Organization

#### 1. County-wide Agreements:

The Wayne County Emergency Management Advisory Council and Emergency Management Agency Ordinance, as amended, provides for the county-wide jurisdiction of the county emergency management agency and establishes the organization, duties, powers and special powers of the county emergency management agency and those who contribute to its functional operation.

#### 2. Advisory Council:

An Emergency Management Advisory Council made up of representatives selected by the Board of County Commissioners is responsible for appointing the county Emergency Management Director. The Board is composed and functions according to I.C. 10-14-3-17. Members of the Advisory Council also serve as the Local Emergency Planning Committee established under the Emergency Planning Community Right-to-Know Act.

#### 3. Wayne County Emergency Management Director:

The Wayne County Emergency Management Director, in coordination with the Advisory Council, has established a program for emergency management in Wayne County which is in accordance with I.C. 10-14-3 and regulations developed under it.

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The Wayne County LEPC has established a program for hazardous material information management, emergency planning, training response personnel and exercising the hazardous materials response plan.

The Wayne County Emergency Management Director, in coordination with chief elected officials in affected jurisdictions, is responsible for implementing this Comprehensive Emergency Management Plan.

The Wayne County Emergency Management Director, in cooperation with the Wayne County Commissioners, and assigned staff coordinates emergency response from the emergency operations center and supports authorities directing the emergency response at the scene.

### 3.8.2 Assignment of Responsibilities

This plan assigns functional responsibilities accepted by designated departments, agencies and other organizations. Emergency Support Functions are established to carry out the provisions and task assignments of this plan. Each ESF addresses mitigation, preparedness, response and recovery activities and tasks for specific emergency management functions. One department or agency is designated to be responsible for coordinating the tasks and resources within each ESF while other agencies are assigned support roles.

Each Primary Coordinating Agency is responsible for assigning sufficient personnel and work time to ensure effective administration and implementation of their assigned ESF. Primary and Alternate (at minimum) ESF Coordinator's, who would report to and operate from the EOC, when activated, are to be designated and provide 24 hour contact information to the Emergency Management Agency Director. Agency Coordinator's shall have full authority to commit agency and ESF resources (personnel and material).

Primary ESF Coordinators are responsible for developing their resource support agencies and for developing Standard Operating Procedures or Guidelines addressing the detailed operation of their ESF.

Each department head of a primary or support agency with emergency responsibilities identified in this plan is responsible for developing appropriate Standard Operating Procedures or Guidelines addressing specific emergency operating procedures of their individual departments. Each department is responsible for the conduct and performance of its training, exercise and evaluation programs concerning their internal SOPs/SOGs.

The Deputy Director of Wayne County EMA has been assigned to function as the Emergency Operations Center Coordinator. The EOC Coordinator is responsible for the operation of the county EOC in all phases of emergency management. The EOC Coordinator will implement activation of the EOC as indicated by this plan or as directed by the Emergency Management Director, Chief Elected Official or on scene Incident Commander. The EOC Coordinator will function as the liaison between the Policy Group and the activated Agency Coordinators and state and federal representatives in the EOC to provide effective coordination and implementation of emergency response and recovery activities.

Section Chiefs may be assigned to assist the EOC Coordinator in the activated EOC with functional management of Agency Coordinators and activation and implementation of Emergency Support Functions assigned to their specific section. Section Chiefs will have management responsibilities in the following sections:

- a. Operations Management Section
- b. Emergency Services Management Section
- c. Human Support Management Section
- d. Infrastructure Support Management Section

Emergency Support Function - Primary Coordinating Agency - Each ESF has a department or organization designated as the Primary Coordinating Agency. The Primary Coordinating Agency oversees and coordinates the assigned ESF. Selection and assignment of the Primary Coordinating

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Agency is based upon its authority, resources and capabilities in a particular functional area and its administrative and personnel abilities to perform the work required.

General Duties and Responsibilities of Agency Coordinators - Primary and alternate Agency Coordinators assigned by the Primary Coordinating Agency shall have the following responsibilities:

- a. Review the assigned ESF and determine plan requirements.
- b. Review Support Agency assignments and tasks.
- c. Identify additional and/or alternate support agencies
- d. Meet with Support Agencies to review task assignments and existing Standard Operating Procedures/Guidelines.
- e. Develop Standard Operating Guidelines for operation of the ESF. Forward a copy to Emergency Management Agency.
- f. Identify subject matter experts for consultation on technical aspects of the assigned ESF.
- g. Support training efforts of Support Agencies.
- h. Participate in Emergency Management training programs relevant to assigned ESF.
- i. Participate in Emergency Management exercises.
- j. When activated for actual response, report to the EOC and implement ESF response operations according to ESF task checklist and SOGs.
- k. Ensure each agency involved in incident management activities is providing appropriate situational awareness and resource status information.
- l. Establish priorities between incidents in concert with the field commands involved and the determinations of the Policy Group.
- m. Acquire and allocate resources required by incident management personnel in concert with the established priorities.
- n. Anticipate and identify future resource requirements.
- o. Coordinate and resolve policy issues arising from the incident(s).
- p. Provide strategic coordination as required.
- q. During activation, provide daily Situation Reports to the EOC Coordinator.
- r. Document all actions taken during activation.
- s. Participate in after action debriefings and critiques. Complete After Action Report for the ESF. Forward necessary changes to ESF to the Emergency Management Agency Director for review and updating of plans.
- t. Ensure improvements in plans, procedures, communications, staffing, and other capabilities are acted on.
- u. Ensure necessary improvements are coordinated with appropriate support agencies following the incident(s).

Emergency Support Function - Support Agency - Other agencies, departments, organizations and groups have been designated as Support Agencies for one or more ESFs based on their resources and capabilities to support the assigned functional area. Primary Coordinating Agencies may re-assign Support Agency tasks as needed and may recruit additional support agencies for newly identified tasks.

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General Duties and Responsibilities of Support Agencies - Support Agencies will coordinate their efforts under their designated ESF of this plan with the designated Agency Coordinator representing the Primary Coordinating Agency. Department heads of support agencies with tasks identified in this plan shall develop appropriate Standard Operating Procedures/Guidelines for their organization to ensure the effective implementation of this plan. Support Agencies will provide training appropriate to their assigned responsibilities for all staff. Support Agencies are encouraged participate in exercises. Support agencies will participate in after action debriefings and critiques and forward recommended changes in their portion of this plan to the ESF Agency Coordinator.

Volunteer and Private Organizations - A number of volunteer and nongovernmental organizations are available to respond to emergencies and disasters. These groups include the American Red Cross, The Salvation Army, Radio Amateur Civil Emergency Services (RACES) Retired Senior Volunteer Program, Triad, Volunteer Fire Departments and others that serve Wayne County. These groups have support agency assignments detailed in this plan, and have duties and responsibilities consistent with all other Support Agencies. Other groups and organizations may become involved in emergency management and receive task assignments through development of the various ESFs. Groups that wish to volunteer for specific emergency or disaster response are encouraged to contact the American Red Cross, Wayne-Union County Chapter.

### 3.8.3 General Duties and Responsibilities

This section identifies the primary roles of the established Emergency Support Functions and describes the general responsibilities of the Primary Coordinating Agencies:

#### Emergency Support Function 1 – Transportation

Primary Coordinating Agency - Wayne County Highway Department

- Provide transportation resources to assist in critical functions before, during and after emergency and disaster situations.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of transportation assets and personnel during response and/or recovery operations.
- Coordinate the recovery, restoration and safety of transportation infrastructure impacted by potential hazards or disaster events.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas.
- Manage the financial aspects and considerations regarding the request for and receipt of transportation personnel, equipment and supplies.
- Work with other local or municipal transportation, public works or street departments to assess overall damage to the transportation infrastructure in impacted areas to determine the impact of the incident and resource gaps that may exist.
- Coordinate and implement emergency-related response and recovery functions, as required, under statutory authority.
- Interface with local, district, state, federal and private sector transportation resources.
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists, or other documentation necessary to carry out mission essential tasks.
- Submit reports and other transportation information via WebEOC to Wayne County EMA
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

#### Emergency Support Function 2 – Communications

Primary Coordinating Agency - Wayne County Emergency Communications Division (911 Center)

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- Provide for the coordination of communication resources to assist in critical functions before, during and after emergency and disaster situations.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of communications assets and personnel during response and/or recovery operations.
- Coordinate the recovery, restoration and safety of the county communications infrastructure impacted by potential hazards or disaster events.
- Provide training on communications to essential personnel who may be called upon to work in potentially impacted areas.
- Work with other local or municipal departments to assess overall damage to the communication infrastructure in impacted areas to determine the impact of the incident and resource gaps that may exist.
- Coordinate and implement emergency-related response and recovery functions, as required, under statutory authority.
- Coordinate installation, operation and restoration of additional communications services, as needed.
- Assess communications capabilities between responding local, State, and Federal agencies.
- Interface with local, district, state, federal and private sector communications resources.
- Maintain and operate the emergency warning system.
- Submit reports and other communications information via WebEOC to Wayne County EMA
- Manage the financial aspects and considerations regarding the request for and receipt of communications personnel, equipment and supplies.
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 3 – Public Works and Engineering**

Primary Coordinating Agency - Wayne County Engineer

- Provide for the coordination of personnel and equipment resources to assist in critical public works and tasks functions before, during and after emergency and disaster situations.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of public works assets and personnel during response and/or recovery operations.
- Coordinate the maintenance, recovery, and restoration water and sewer (sanitary and storm) infrastructure and secure buildings impacted by potential hazards or disaster events.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas.
- Work with other local or municipal departments to assess damage to water/sewer infrastructure and buildings/structures in impacted areas to determine the extent of the incident and resource gaps that may exist.
- Coordinate and implement emergency-related response and recovery functions, as required, under statutory authority.
- Interface with local, district, state, federal and private sector public works resources.
- Manage the financial aspects and considerations regarding the request for and receipt of public works personnel, equipment and supplies.
- Submit reports and other public works information via WebEOC to Wayne County EMA

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- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 4 – Firefighting and EMS**

Primary Coordinating Agency -- Richmond Fire Department

- Provide life saving and mission essential services related directly to fire suppression and EMS. Provide the coordination of personnel and equipment resources to assist in critical functions and tasks before, during and after emergency events and disaster situations.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of firefighting and EMS assets and personnel during response and/or recovery operations.
- Provide appropriate training and operational period scheduling to and for essential personnel who may be called upon to work in county EOC.
- Work with other local or municipal departments to provide hazard assessments in impacted areas and analyze this information to determine the impact of the incident and resource gaps that may exist. Assist with the collect
- Receive reports from other ESFs that update response efforts and assist these ESFs if issues are unresolved and/or information is needed for support during county response operations.
- Manage the financial aspects and considerations regarding the request for and receipt of firefighting and EMS personnel, equipment and supplies.
- Interface with local, district, state, federal and private sector firefighting and pre-hospital resources.
- Submit reports and other ESF information via WebEOC to Wayne County EMA
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 5 – Emergency Management**

Primary Coordinating Agency - Wayne County Emergency Management Agency

- Provide the coordination of personnel and equipment resources to assist in critical functions and tasks before, during and after emergency events and disaster situations.
- Coordinate the operation of the Wayne County EOC, supporting overall coordination of emergency response and assisting assets and personnel during response and/or recovery operations.
- Ensure the capability of the county EOC for extended emergency operations to support local Unified Command efforts.
- Provide appropriate training and scheduling for essential personnel who may be called upon to work in the county EOC.
- Work with other local or municipal departments to provide hazard assessments in impacted areas and analyze this information to determine the impact of the incident and resource gaps that may exist.
- Receive reports from other active ESFs that update response efforts and assist these ESFs if issues are unresolved and/or information is needed for support during county response operations.
- Submit information via WebEOC to the Indiana Department of Homeland Security or the Federal Emergency Management Agency, if an emergency or disaster has the potential to or has actually impacted the county.

- Interface with state, federal and private sector emergency management resources
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.
- Conduct planning sessions with Primary Coordinating and Support Agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 6 –Mass Care, Housing and Human Services**

Primary Coordinating Agency - Wayne/Union County Chapter of the American Red Cross

- Provide the coordination of personnel and equipment resources to assist in mass care, sheltering operations, or other key activities deemed necessary to meet the challenges of a given emergency or disaster.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of mass care assets and personnel during response and/or recovery operations.
- Provide appropriate training and scheduling for essential personnel who may be called upon to work in county EOC.
- Work with other local or municipal departments to assess evacuee and victim needs in impacted areas of the county and determine potential resource gaps that may exist in conducting mass care operations.
- Manage the financial aspects and considerations regarding the request for and receipt of mass care services, personnel, equipment and supplies.
- Submit reports and other mass care information via WebEOC to Wayne County EMA
- Coordinate disaster welfare inquiry processes.
- Interface with local, district, state, federal, nongovernmental and private sector mass care resources.
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 7 – Resource Support**

Primary Coordinating Agency - Wayne County Human Resources

- Process resource requests from county agencies and secure materials, equipment, personnel and other key items needed before, during and after an emergency and disaster.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of resource support assets and personnel during response and/or recovery operations.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas or in the county EOC.
- Manage the financial aspects and considerations in the procurement, storage and distribution of materials, equipment and supplies.
- Work with other local or municipal departments to assess the overall damage to critical resources, materials and other back-up supplies and equipment to determine potential resource gaps that may exist in conducting resource support operations.
- Submit reports and other resource support information via WebEOC to Wayne County EMA.
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.

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- Interface with local, state, federal and private sector resource support resources
- Establish and maintain warehousing and distribution functions, as appropriate.
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 8 – Public Health and Medical**

Primary Coordinating Agency - Wayne County Health Department

- Provide medical and health service resources to assist in critical functions and tasks before, during and after an emergency events and disaster situations.
- Coordinate the recovery and restoration of medical and health systems within the county impacted by significant events.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of health/medical assets and personnel during response and/or recovery operations.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas or in the county EOC.
- Manage the financial aspects and considerations in the procurement, storage and distribution of health /medical services, materials, equipment and supplies.
- Work with other local or municipal departments to assess the overall impact to medical resources, materials and other back-up supplies and equipment to determine potential resource gaps that may exist in providing health and medical services.
- Submit reports and other health and medical information via WebEOC.
- Interface with local, district, state, federal and private sector health and medical resources.
- Facilitate communications between the emergency medical system, hospitals and other segments of the medical community during a disaster.
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 9 – Search and Rescue**

Primary Coordinating Agency – Wayne County Firefighter’s Association

- Provide search and rescue resources to assist in critical functions and tasks before, during and after an emergency events and disaster situations.
- Coordinate the search, recovery and disposition of victims and victim remains.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of search and rescue and assets and personnel during response and/or recovery operations.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas or in the county EOC.
- Manage the financial aspects and considerations regarding the request for and receipt of search and rescue personnel, equipment and supplies.
- Work with other local or municipal departments to assess search and rescue missions that may be required in areas of the county that have been impacted by significant events and determine any capability gaps that may exist.
- Interface with local, district, state, federal nongovernmental and private sector SAR resources

- Submit reports and other search and rescue information via WebEOC.
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 10 – Oil & Hazardous Materials**

Primary Coordinating Agency – Wayne County LEPC

- Provide hazardous material expertise and information to assist in preparedness, response and recovery operations.
- Coordinate the operations associated with hazardous material incidents to include identification of materials, analysis of risk, and the means to reduce or eliminate risk.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of hazardous materials assets and personnel during response and/or recovery operations.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas or in the county EOC.
- Manage the financial aspects of hazardous materials response.
- Work with other local or municipal hazardous materials response entities to assess the overall impact of an incident and potential resource gaps that may exist.
- Interface with local, district, state, federal and private sector Hazardous Materials resources.
- Submit reports and other hazardous materials response information via WebEOC.
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 11 – Agriculture & Natural Resources**

Primary Coordinating Agency - Wayne County Extension Office

- Provide expertise and information on agriculture and natural resources to assist in preparedness, response and recovery operations.
- Coordinate the recovery, restoration and safety of agriculture and natural resources impacted by hazards or disaster situations.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of agriculture and natural resources assets and personnel during response and/or recovery operations.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas or in the county EOC.
- Manage the financial aspects of agriculture and natural resources response.
- Work with other local or municipal agriculture and natural resource entities to assess the overall impact of an incident and potential resource gaps that may exist.
- Develop and maintain an Animal Health Emergency Response Plan.
- Interface with local, district, state, federal, nongovernmental and private sector agriculture resources.
- Coordinate and disseminate emergency public information on animal health.
- Submit reports and other agriculture and natural resources response information via WebEOC.

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- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 12 – Energy**

Primary Coordinating Agency - Richmond Power & Light

- Monitor telecommunications, electricity, natural gas and to other energy utilities to assist in critical functions and tasks before, during and after emergency and disasters.
- Coordinate the recovery, restoration and safety of the energy infrastructure impacted by hazards or disaster situations.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of energy assets and personnel during response and/or recovery operations.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas or in the county EOC.
- Work with other local or municipal utilities to assess the overall impact of an incident to the energy infrastructure in affected areas and analyze to determine potential resource gaps that may exist.
- Manage the financial aspects of energy ESF response in cooperation with impacted and involved energy utility operators.
- Interface with utility operators, state, federal and private sector energy resources.
- Submit reports and other energy response information via WebEOC.
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 13 – Public Safety & Security**

Primary Coordinating Agency - Wayne County Sheriff's Department

- Provide expertise and information on public safety and law enforcement resources to assist in preparedness, response and recovery operations.
- Coordinate the recovery, restoration and safety of public safety resources impacted by hazards or disaster situations.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of law enforcement and security assets and personnel during response and/or recovery operations.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas or in the county EOC.
- Manage the financial aspects of ESF #13
- Work with other local or municipal public safety and law enforcement entities to assess the overall impact of an incident and potential resource gaps that may exist.
- Interface with local, district, state, and federal law enforcement agencies.
- Submit reports and other law enforcement and security response information via WebEOC.
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.

- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 14 – Long Term Recovery**

Primary Coordinating Agency - Wayne County Planning & Zoning Department

- Provide expertise and information on long-term recovery and mitigation resources before, during and after emergency or disaster situations.
- Coordinate the recovery, restoration and safety of public and private facilities, infrastructure and key resources impacted by emergencies or disasters.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of recovery assets and personnel during response and recovery operations.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas or in the county EOC.
- Develop, implement and monitor an effective recovery strategy. Consider implementation of appropriate mitigation opportunities in the overall strategy.
- Manage the financial aspects of ESF #14.
- Work with other local or municipal government and public service organizations to assess the overall impact of an incident and potential resource gaps that may exist.
- Interface with local, state, federal, nongovernmental and private sector recovery resources.
- Coordinate and disseminate public information concerning recovery operations.
- Submit reports and other recovery information to Wayne County EMA via WebEOC.
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.
- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

### **Emergency Support Function 15 – External Affairs**

Primary Coordinating Agency - Wayne County Health Department/ Wayne County EMA

- Provide expertise and information on public information and media relations to assist in preparedness, response and recovery operations.
- Coordinate the delivery of emergency information to the public and the media for those areas within the county impacted by hazards or disaster situations.
- Participate, as needed, in the Wayne County EOC, supporting overall coordination of recovery assets and personnel during response and recovery operations.
- Provide training to essential personnel who may be called upon to work in potentially impacted areas or in the county EOC.
- Manage the financial aspects of ESF #15
- Work with other local or municipal public information or external affairs officers to assess the overall impact of an incident and potential resource gaps that may exist.
- Establish and implement plans and procedures for operating a Joint Information Center.
- Interface with local, district, state, federal and private sector PIO/External Affairs resources
- Guide the development and implementation of ESF policies, protocols, SOPs, checklists or other documentation necessary to carry out mission essential tasks.

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- Conduct planning sessions with support agencies and develop training in preparedness, response and recovery activities for all appropriate personnel.

ESF Primary Coordinating Agency Crosswalk - This matrix (Table 2) shows agencies identified as the Primary Coordinating Agency for each Emergency Support Function at the County, State and Federal levels of government. During a major emergency, these agencies would be the primary contacts for the coordination of planning and response activities and resources as provided in the State CEMP and the National Response Framework.

Table 3-3 summarizes local assignments of Primary Coordinating and Support Agencies.

**Table 3-3  
ESF Primary Coordinating Agencies at Various Levels of Government**

Number	Function Name	Wayne County	State	Federal
1	Transportation	Wayne County Highway Department	INDOT	USDOT
2	Communications	911 Center	IDHS	USDHS National Comm. System
3	Public Works & Engineering	Wayne County Engineer	Department of Administration	DOD USACE
4	Firefighting	Richmond Fire Department	Department of Fire & Building Services	USDA
5	Emergency Management	EMA	IDHS	FEMA
6	Mass Care, Housing & Human Svc.	Wayne/Union Chapter of The American Red Cross	IDHS	FEMA
7	Resource Support	Wayne County Human Resources	IDHS	USGSA
8	Public Health & Medical	County Health Department	State Department of Health	USHHS
9	Urban Search & Rescue	Wayne County Firefighter's Association	IDHS	FEMA
10	Oil & Hazardous Materials	Wayne County LEPC	IDEM	USEPA
11	Agriculture & National Resources	Wayne County Extension Office	Board of Animal Health	USDA
12	Energy	Richmond Power & Light	Utility Regulatory Commission	USDOE
13	Public Safety & Security	Sheriff's Department	Indiana State Police	USDOJ
14	Long Term Recovery	Wayne County Planning & Zoning	IDHS	FEMA
15	External Affairs	Health Department/EMA	Indiana State Police	USDHS

**Table 3-4  
Primary and Support Agencies Summary**

P= Primary Coordinating Agency S= Supporting Agency	ESF 1 Transportation	ESF 2 Communications	ESF 3 Public Works	ESF 4 Firefighting	ESF 5 Emergency Management	ESF 6 Mass Care	ESF 7 Resource Support	ESF 8 Public Health & Medical	ESF 9 Urban Search & Rescue	ESF 10 Oil & Hazardous	ESF 11 Agriculture & National	ESF 12 Energy	ESF 13 Public Safety & Security	ESF 14 Long Term Recovery	ESF 15 External Affairs
County Highway	P				S		S	S						S	S
911 Center		P			S										
County Engineer		S	P		S		S	S		S				S	S
Richmond Fire Department		S		P	S			S		S			S	S	S
Wayne County EMA	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S
Wayne Union Red Cross		S			S	P	S	S		S	S			S	S
Wayne County EMA	S	S	S		S		P			S				S	S
Wayne Co. Health	S	S			S	S	S	P		S				S	S
Wayne Co. Firefighter's Assoc.					S			S	P	S				S	
Wayne Co. LEPC					S			S		P				S	
Wayne. Co. Extension		S			S			S		S	P			S	
Richmond Power & Light		S			S			S		S		P		S	
Wayne Co. Sheriff Department	S	S			S	S	S	S		S			P	S	S
Wayne Co. Planning & Zoning		S			S		S	S						P	S
Wayne Health/ EMA		S			S			S		S					P
Wayne Co. Extension			S		S		S	S	S	S				S	
Wayne Co. Sheriff		S			S										
Wayne Co. Assessor		S			S			S						S	
American Red Cross	S				S	S	S				S			S	
Salvation Army						S					S			S	
Jurisdictional Fire Department		S		S					S	S			S		
Jurisdictional Law Enforcement		S								S					S
Community Utilities	S		S				S					S		S	

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P= Primary Coordinating Agency S= Supporting Agency	ESF 1 Transportation	ESF 2 Communications	ESF 3 Public Works	ESF 4 Firefighting	ESF 5 Emergency Management	ESF 6 Mass Care	ESF 7 Resource Support	ESF 8 Public Health & Medical	ESF 9 Urban Search & Rescue	ESF 10 Oil & Hazardous	ESF 11 Agriculture & National	ESF 12 Energy	ESF 13 Public Safety & Security	ESF 14 Long Term Recovery	ESF 15 External Affairs
Community Pub. Works.	<b>S</b>		<b>S</b>				<b>S</b>					<b>S</b>			
Private Utility Co.		<b>S</b>	<b>S</b>		<b>S</b>						<b>S</b>	<b>S</b>		<b>S</b>	
Jurisdictional EMS	<b>S</b>			<b>S</b>		<b>S</b>		<b>S</b>					<b>S</b>		
Local Radio Stations		<b>S</b>											<b>S</b>	<b>S</b>	
RACES		<b>S</b>													
Local Pharmacies						<b>S</b>		<b>S</b>		<b>S</b>				<b>S</b>	
Local Health Facilities								<b>S</b>						<b>S</b>	
Hospitals								<b>S</b>							
Wayne Co. Government	<b>S</b>	<b>S</b>	<b>S</b>		<b>S</b>	<b>S</b>	<b>S</b>	<b>S</b>		<b>S</b>			<b>S</b>	<b>S</b>	<b>S</b>
Military Support	<b>S</b>	<b>S</b>	<b>S</b>		<b>S</b>		<b>S</b>		<b>S</b>				<b>S</b>		
Community Schools	<b>S</b>					<b>S</b>	<b>S</b>	<b>S</b>			<b>S</b>			<b>S</b>	
Community Centers						<b>S</b>		<b>S</b>			<b>S</b>			<b>S</b>	
Community Churches						<b>S</b>				<b>S</b>	<b>S</b>			<b>S</b>	
Animal Control Officers											<b>S</b>				
Veterinarians											<b>S</b>			<b>S</b>	
Animal Shelters											<b>S</b>				
Building Inspectors			<b>S</b>											<b>S</b>	
Jurisdictional Town/City					<b>S</b>		<b>S</b>							<b>S</b>	
INDOT			<b>S</b>		<b>S</b>		<b>S</b>			<b>S</b>					
Chamber of Commerce			<b>S</b>		<b>S</b>		<b>S</b>					<b>S</b>		<b>S</b>	
Wayne Co. Coroner								<b>S</b>							

### 3.9 Direction and Control

- A. The Wayne County Commissioners, in cooperation with chief elected officials and agency executives of the affected sub-jurisdictions of the county, will provide overall direction and control of emergency actions. Specific direction may be exercised through statutory authorities, directives, policy decisions or delegations of authority.
- B. When activated, the county EOC staff (EMA Director, EOC Coordinator and ESF Primary Agency Coordinators) will provide direct coordination and control of their respective ESF assets in accordance with the provisions of this plan, their respective SOPs and the policy decisions and direction of the chief elected officials.
- C. During an emergency, the county commissioners may delegate special authority to the EMA director or other official. Special emergency authority will terminate at the end of the emergency response or short term recovery phase, as specified in the delegation of authority.
- D. State and/or federal officials arriving at the site of an emergency or at the County EOC will not assume direction and control activities unless requested to do so by the local chief executives or the agency executive(s) of the on-scene response, except under the provisions of martial law.
- E. Local Chief Elected Officials and Agency Executives (i.e., City, town and township officials) - will direct and control emergency operations within their respective jurisdictions and coordinate their activities with the county commissioners and staff operating the county EOC, especially concerning community disaster impact, requests for assistance, additional resources, damage assessment and health and medical issues.
- F. The Incident Command System (ICS) – The NIMS Incident Command System will be utilized in all emergency incidents in Wayne County involving two or more agencies and/or jurisdictions. Incident Command will be established by the first responding emergency agency to arrive on scene of an emergency incident. Tactical direction, coordination and control of on-scene response forces will be provided by the Incident Commander from the established Incident Command Post.
  - 1. On-scene command and incident management responsibilities shall be vested in the Incident Commander. The Incident Commander will coordinate all on-scene response actions, public information releases and requests for emergency support. The Incident Commander shall exercise all necessary authority provided to them under statute or as provided by agency policies or delegation of authority from the parent agency executive or chief executive of the jurisdiction to direct and control all activities related to the emergency scene. If the Incident Commander's authorities are insufficient for the management needs of the incident, the Incident Commander may (1) establish a Unified Command with appropriate agencies that have the necessary authority or, (2) seek a delegation of authority from the agency executive or chief executive of the jurisdiction.
  - 2. Command Authority - Single Command – A single agency is responsible for assignment of the Incident Commander. The first arriving uniformed emergency responder (fire, police, EMS), regardless of agency affiliation will establish command and exercise Incident Commander authority and responsibilities pending the arrival of a senior officer or supervisor from the jurisdictional agency with command authority for the incident, as described below. The Incident Commander will represent the primary emergency agency with jurisdiction over the geographical location of the incident. Each agency with command authority designated in this plan is responsible for establishing appropriate Standard Operating Procedures for designation of the Incident Commander and the process of establishing command.
  - 3. Jurisdictional Fire Department - That department which provides primary fire suppression services to the location of the incident. The fire department will have command authority for the following types of incidents:

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- Urban and wild land fires
  - Urban (structural) Search and Rescue
  - Hazardous Materials (except bombs or Class A explosive (DOT 1.1, 1.2))
  - Extrication and Rescue operations
  - Mass Casualty Incidents
4. Jurisdictional Law Enforcement Agency - That department which provides full time (24 hours) law enforcement services to the location of the incident. The Wayne County Sheriff's Department shall be the jurisdictional law enforcement agency for unincorporated areas within Wayne County. The Indiana State Police may exercise command authority for incidents that occur on state or federal highways, on state owned property or in any incident involving aircraft. Law Enforcement will have command authority for the following types of incidents:
- Civil disturbances
  - Mass gathering events
  - Bomb Threats and bomb detonations
  - Hazardous Materials (bomb or Class A explosive (DOT 1.1, 1.2))
  - Crime scenes
  - Transportation accidents, including aircraft
  - Evacuations
  - Wildland Search and Rescue
  - Terrorism Crisis Management
5. Wayne County Health Department – will have command authority for public health emergencies. In a bio-terrorism event, the health department and law enforcement will share command authority through Unified Command.
- Disease outbreak, Pandemic
  - Food or water contamination
6. Public Works – That department which provides public engineering and or public utility services including water, electric, sanitary and/or street or road maintenance to the location of the incident.
- Utility service outages and restoration
7. Wayne County Coroner – The coroner shall have county-wide jurisdictional command authority for:
- Mass fatality incidents

Unified Command (UC) - This ICS application will be used when more than one agency has incident jurisdiction (i.e., command authority) or when incidents cross political jurisdictions. Agencies with command authority for the incident each contribute to the Unified Command, typically with senior members from the agencies participating in the Unified Command to establish a common set of objectives and strategies for the incident and a single Incident Action Plan (IAP). The members participating in the UC collectively select a Spokesperson to speak for and represent the group. This preserves the unity of on-scene command while allowing all affected jurisdictions and involved agencies to participate in the on-scene decision making process.

Area Command (AC)- An Area Command is established based on incident complexity and span of control considerations. Area Commands are established to oversee the management of multiple incidents within close proximity and with similar resource requirements that are each being handled by a separate ICS organization. Area Commands are also used to oversee the management of a very large incident that

involves multiple ICS organizations, or (1) are not site-specific, or (2) are geographically dispersed, or (3) evolve over longer periods of time, or (4) are not immediately identifiable – (such as a bio-terrorism event, or a disease outbreak). Area Commands are particularly useful in public health emergencies. Area Command is also used when there are number of incidents in the same area and of the same type, such as tornado damage to several dispersed properties or, multiple fires. These represent incidents that may compete for the same resources. When Area Command is established, the Area Commander has supervisory command over each of the Incident Commanders under his/her control. When multiple incidents occur that do not have similar resource demands, (a major fire and a hostage situation) they will be coordinated through the County EOC. An Area Command may be co-located with the County EOC.

Mobile Command Center (MCC) – The Wayne County Sheriff’s Department maintains a mobile command center that provides extensive communications and incident coordination capabilities. The WCSD MCC may be utilized to establish or support an on-scene Incident Command Post, Unified Command or Area Command. It may also be used to support remote EOC or emergency communications operations. The MCC may be requested by the incident commander of any established incident or assigned by the Wayne County EMA Director, especially for incidents of long duration. Additional mobile command/communications assets may be requested from District 6 and IDHS.

### 3.10 Continuity Planning

Continuity Planning assures the preservation of our form of government under the Constitution and provides for the performance of essential functions under all emergency conditions and hazards. Specifically, Wayne County has developed a Continuity of Government Plan for the multiple units of government found within the county. Each essential emergency response and support agencies has been tasked to develop and adopt a Continuity of Operations Plan for their organizations.

Listed below is a description of each of these critical planning concepts as they relate to Wayne County.

#### 3.10.1 Continuity of Government (COG)

The COG plan outlines essential personnel, by position and function, and identifies the necessary actions to reconstitute government services. Within Wayne County, a clear line of succession has been established for county government leaders. This section identifies the line of succession to principal positions required to implement this CEMP. Successors shall have the same authority, duties and responsibilities and shall perform the same functions as the position (person) they replace until such time they are relieved of duty, unless otherwise stipulated in specific statutes or departmental procedures.

Wayne County Board of Commissioners - The line of succession of the Wayne County Board of Commissioners is from the President through the members of the Board in order of their seniority on the Board. If the board president fails or is unable to perform the required duties, the next most senior commissioner shall assume this role. If the commissioners are unable to perform this function, the Wayne County Sheriff shall assume this role. If the Sheriff is unable to perform this function, successively empowered county officers shall assume this role in accordance with I.C. 36-2-2-8 (a). The line of succession is as follows:

1. Designated President of the Board of County Commissioners
2. President Pro-Tem of the Board of County Commissioners
3. Remaining Commissioner of Board of County Commissioners
4. Wayne County Sheriff
5. Wayne County Auditor
6. Wayne County Clerk
7. Wayne County Recorder

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Wayne County EMA Director - The line of succession to the Wayne County Emergency Management Agency Director is as follows:

- Wayne County Director of Emergency Management
- Deputy Director, Wayne County Emergency Management
- Deputy Director, Wayne County Emergency Communications
- Administrative Assistant, Wayne County Emergency Management
- An available Director of Emergency Management from a District 6 County

Primary Coordinating Agencies - Each ESF Primary Coordinating Agency shall identify at least two (2) alternate Agency Coordinators and establish an appropriate line of succession. Each assigned Agency Coordinator shall be responsible for notifying his/her replacement or alternate in the line of succession.

Sustained EOC Operation - EOC staffing on a 24 hour-a-day basis will be accomplished in two shifts consisting of 12 hours each. Each off-going shift will be responsible for the preparation and presentation of briefing materials to update and orient the on-coming shift to current emergency operations and planned activities.

County Department Heads - The line of succession to each county department head is in accordance with the operating procedures established by the department. Each department head shall be responsible for notifying his/her replacement in the line of succession.

### 3.10.2 Continuity of Operations (COOP)

In keeping with the continuity planning concept, Wayne County agencies have been asked to develop Continuity of Operation Plans (COOP) to identify essential personnel, establish emergency call-down procedures and pre-identify locations where local or county agencies and departments can come together to continue critical government services following an emergency or disaster event.

Several key Wayne County agencies have developed these plans. The local EMA office in collaboration with IDHS will provide technical support and assistance to other county agencies to develop and test COOP plans.

COOP for City, Town and Township - Each city, town and township elected officials, agency executives and their departments are responsible for establishing:

- Pre-designated lines of succession for key elected and appointed officials.
- Pre-delegating authorities for the successors to key personnel.
- Making provisions for the preservation of vital records and other documents required for the effective operation of local government.
- Procedures for the relocation of essential departments, personnel, equipment and supplies.
- Procedures for the deployment of essential personnel, equipment and supplies including recall of off-duty or reserve personnel.

### 3.10.3 Preservation of Records

Preservation of vital and important records and measures to ensure continued county and local government operation and reconstitution is necessary during and after disasters and national security emergencies.

It is the responsibility of the elected officials and department heads to ensure that all legal documents of both a public and private nature recorded and maintained by the designated official be protected and

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preserved in accordance with applicable state and local laws. Each department shall develop specific procedures for the protection of vital and essential records.



# Section 4

## ADMINISTRATION AND LOGISTICS

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### 4.1 Administration

Administration of emergency management activities in Wayne County is conducted on a daily, non-emergency basis (mitigation and preparedness phases) by the Wayne County Emergency Management Director.

During the emergency response and recovery phases, the emergency management program is administered and coordinated by the Wayne County Emergency Management Director, chief elected officials in the County EOC and by agency executives and incident commanders of involved agencies at the scene. Administrative duties for emergency management during response and recovery phases will be the shared responsibility of all agencies and persons involved. Administrative responsibilities will be carried out in accordance with the written procedures set forth in this plan and in organizational SOPs.

During emergency and disaster events, when the CEMP and Emergency Support Functions are activated, assigned departments, Agency Coordinators and affected sub jurisdictions will submit daily situation reports to the Emergency Management Agency Director. Daily situation reports may be submitted using WebEOC.

At the conclusion of an emergency or disaster response when the CEMP and Emergency Support Functions have been activated, assigned departments and Agency Coordinators will submit an After Action Reports (AARs) to the emergency Management Agency Director.

Administration of state and federal disaster assistance will be consistent with requirements set forth in the State of Indiana Administrative Plans for Public Assistance Program, the Individual and Family Grant Program and the Hazard Mitigation program.

### 4.2 Financial Management Administration

#### 4.2.1 Introduction

This element provides financial management guidance to key agencies and departments within Wayne County to ensure the appropriate state and local policies are administered effectively during the response and recovery phases of an emergency or disaster. Additional information is located in the Financial Element of the Administration Annex of this plan.

#### 4.2.2 Responsibilities

Wayne County will make every effort to prepare for, respond to and recover from any and all emergencies that impact the jurisdiction. However, large-scale emergencies and disasters may place financial obstacles on local public safety agencies and departments. As such, Wayne County may make a Local Declaration of Disaster Emergency in accordance with the local Emergency Management Ordinance. Making such a declaration initiates the appropriate legal channels for state and federal assets to be directed into Wayne County and begin the process of stabilization and eventual recovery.

If a declaration is made, the Director of Wayne County EMA working closely with the Wayne County Assessor and IDHS will ensure the following key tasks are complete:

- Process disaster information relating to the loss of residential structures within the county
- Process disaster information that relating to the loss of private businesses and industry

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- Process disaster information relating to the loss of key pieces of critical infrastructure and essential services

It is also critical that all public safety agencies and departments in Wayne County involved in emergency operations keep track of the hours worked by their staff, hours of equipment use, expenditures and purchases made during the response and any and all damages or injuries that took place.

### 4.2.3 Financial Management Operations

Each agency is responsible for providing its own financial services and support to its response operations in the field, as well as the recording and retention of all financial documentation.

The following key tasks for financial operations should be considered as a means to effectively support and manage funding for emergency activities:

- Mitigation: Each local agency is required to use finances from their own budgets to mitigate potential emergency situations affecting their agency's ability to respond to and recover from emergency situations.
- Preparedness: Each agency should prepare for future emergency budgets by studying past emergency responses and identifying needs not met by their current budget cycle. Contingencies, such as mutual aid and agency partnerships, should be established as a means to address unmet needs.
- Response: Local agencies may be required to spend more than their allocated budget to effectively respond to the emergency. As local agencies begin their initial response operations, it may be necessary to prepare and submit a report on the estimated funding needs for the duration of the emergency response. The purpose of the estimate is to help establish the need for possible support from the state.
- Recovery: Wayne County EMA and ESF #14 will work with local public safety agencies, county residents and private companies and other community organizations to solicit funds through standard funding sources, donations and through emergency disaster relief funds. Taken together, these potential monetary resources will promote both short and long-term recovery needs within Wayne County.

### 4.2.4 Financial Records and Supporting Documentation

All public safety agencies and departments in Wayne County involved in emergency operations must keep track of the hours worked by their staff, equipment hours, expenditures and purchases made during the response and any and all damages or injuries that took place. As financial information is collected, it should be processed using accepted county and state financial reporting protocols. In addition, all county agencies must make these records available for review and potential audit.

### 4.2.5 Guidance for Financial Operations

Wayne County EMA will provide guidance and reference materials to county response agencies that will allow for support of financial operations for as it relates to emergency and disaster activities. This guidance will be in the form of procedures, manuals or financial annexes to the CEMP that show the appropriate methods for agencies and departments to collect, maintain and submit information on their financial management activities.

## 4.3 Logistics

### 1. Resource Support

Requests for personnel, equipment, supplies or specialized support from public or private agencies or organizations located outside Wayne County, and not part of existing mutual aid agreements of individual agencies, will be directed to the County EOC staff or to the Wayne County Emergency Management Director, who will evaluate and process the request. In cases where the support is questioned, the matter may be referred to the County Commissioners for approval or denial.

Local requests for material support will be coordinated with the chief elected official of the affected sub-jurisdiction. If county assistance is requested, the request is to be presented to the Wayne County Emergency Management Director or County EOC staff. If the requested expenditure requires approval by the county Chief Executive official, or is questionable, the request will be presented to the County Commissioners who will approve or deny the request. If the expenditure is deemed essential to the emergency response, the County Chief Executive may include the request in the county declaration of disaster emergency and request the material support from the state.

Requests for a significant amount or number of resources will be directed first to District 6, either as mutual aid requests to the individual counties or as a request for needed response elements of the District Response Task Force. If additional resources are still required, they may be requested from the Indiana Department of Homeland Security, who will assist in allocating available state and local resources from other jurisdictions. Requests for District mutual aid, DRTF or state assistance require the declaration of a local disaster emergency by the County Commissioners.

### 2. Multi-Purpose Staging and Points of Distribution

The Richmond Municipal Airport and the Wayne County Fair Grounds have been designated as the county's primary multi-purpose staging areas to receive and assemble assisting emergency response assets from district, state, federal and nongovernmental and private sector resources. Other facilities such as warehousing and distribution facilities may be used when required and with approval of the facility.

The Kuhlman Center at the Wayne County Fairgrounds is a primary point of distribution for emergency commodities for the general public. Community centers and other available locations may be used depending on the location and impact of the emergency event.

### 3. Communications

Primary communications systems and procedures in use for daily operations will be used to support emergency and disaster response and recovery. Telephone, internet, WebEOC, cellular telephone VHF radio, UHF radio and 800 MHz Hoosier Safe-T communications systems are in regular use by Wayne County for daily operations. Emergency communications may require supplemental systems and personnel that can be provided by Radio Amateur Communications Emergency Service (RACES), District 6, cellular telephone providers, Indiana Integrated Public Safety Commission (IPSC), IDHS, and FEMA. The WCSD Mobile Command Center provides extensive multi-band radio (VHF, UHF, 800 MHz, Amateur FM and HF) cellular and internet communications for on-scene communications support. The Wayne County EOC maintains radio and internet communications capabilities for coordination with District 6 and state as well local response assets.

Wayne County has completed data entry into the Communications Asset Survey and Mapping tool (CASM). The CASM tool supports communications interoperability analysis and visualization through an inventory of existing radio communications equipment, equipment distribution and capabilities. The product of this inventory and analysis is the Tactical Interoperable Communications Plan (TICP), which supports tactical communications planning at the local, county, district and state level. Current versions of the TICP are maintained by the Wayne County EOC and the Wayne County Emergency Communications Division.

Emergency Communications with the Wayne County Emergency Communications Division (911 Center) – The following provides general communications contacts for the Wayne County 911 Center:

- Telephone: (765) 973-9355 or (765) 962-9523
- Email: [dispatch@co.wayne.in.us](mailto:dispatch@co.wayne.in.us)
- Fax: (765) 973-9468
- 800 MHz Hoosier Safe-T System: County Dispatch, City Dispatch Fire Dispatch or K-MA-1 talk groups

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- VHF Radio: WCSD Plan B, RPD, RFD, County Fire, Point-to-Point
- Tactical Communications: WCECD will assign tactical radio channels and/or incident operations talk groups as needed or requested.

Emergency Communications with the Wayne County EOC – The following provides principal communications contacts for the Wayne County EOC

- Telephone: (765) 973-9399 Email: [ema@co.wayne.in.us](mailto:ema@co.wayne.in.us)
- Fax: (765) 973-9360
- EOC Coordinator: (765) 973-9363
- EOC Communications: (765) 973-9367
- EOC Administrative Support: (765) 973-9362

The following are available once the EOC is activated:

- ✓ Emergency Services Support Management Section: (765) 973-9497
- ✓ Operations Support Management Section: (765) 973-9430
- ✓ Human Support Management Section: (765) 973-9486
- ✓ Infrastructure Support Management Section: (765) 973-9467
- ✓ Damage Assessment Coordinator: (765) 973-9401
- ✓ Public Information Officer: (765) 973-9418
- WebEOC: Wayne County EMA
- 800 MHz Hoosier Safe-T System: Monitors County Dispatch, 89-Talk talk groups, additional regional and statewide talk groups available as required.
- VHF Radio: Monitor EMA statewide radio net, WCSD Plan B, RFD, County Fire, County Highway
- UHF Radio: Monitor local schools and utilities
- Amateur Radio: Two Meter FM 147.180+ PL 123,
  - ✓ HF 80 meters 3920 KHz LSB up or down QRM
  - ✓ HF 40 meters 7298 KHz LSB up or down QRM
- Citizens Band Radio: Monitor Channel 19
- Tactical Communications: The county EOC Communications Section may establish additional tactical channels, nets or operating talk groups as needed.

### 4.4 Agreements

1. Wayne County has established the following written mutual aid agreements with other Wayne County jurisdictions, departments and organizations:
  - City of Richmond
  - Town of Cambridge City
  - Town of Dublin
  - Town of Greens Fork
  - Wayne County Health Department
  - Wayne County Highway Department

- Wayne County Sheriff's Dept
  - Abington Fire Department
  - Boston Fire Department
  - Cambridge City Fire Department
  - Centerville Fire Department
  - Dublin Fire Department
  - Economy Fire Department
  - Fountain City Fire Department
  - Greens Fork Fire Department
  - Hagerstown Fire Department
  - Richmond Fire Department
  - Webster Fire Department
  - Williamsburg Fire Department
  - Richmond Police Department
  - Cambridge City Police Dept
  - Dublin Police Department
  - Greens Fork Police Department
  - Hagerstown Police Department
  - Milton Police Department
  - Reid Hospital
  - Richmond State Hospital
  - Rural/Metro Ambulance
  - Culberson Ambulance
  - I.U. East
  - Ivy Tech Community College
  - Earlham College
  - Richmond Community Schools
  - Western Wayne Schools
  - Nettle Creek Schools
  - Seton Catholic Schools
  - Richmond Power & Light
  - Indiana Aging & Disability Resource Center
  - Integrated Public Safety Commission
2. Wayne County maintains memorandums of understanding or working agreements with the following:
- Richmond Airport
  - Dick Lavy Trucking
  - Environmental Remediation Service

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- I.U. East School of Nursing
  - Wayne Co. Community television (WCTV)
  - Tower Surgery Center
  - Kuhlman Center
  - Darke County EMA
  - Preble County EMA
3. Wayne County participates in the District 6 mutual aid agreement which was signed by and includes the following counties:
- Blackford County
  - Delaware County
  - Fayette County
  - Grant County
  - Henry County
  - Howard County
  - Jay County
  - Madison County
  - Randolph County
  - Rush County
  - Tipton County
  - Union County

Note: Signed copies of all agreements are maintained on file in the Emergency Operations Center.

Wayne County participates in the statewide mutual aid program as established under IC 10-14-3-9.

## Section 5

# PLAN MAINTENANCE

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### 5.1 General

The maintenance of the CEMP requires revisions and updates which reflect the evolving needs of emergency management within Wayne County, the State of Indiana and the United States. Additional information is also incorporated from After Action Reports (AARs) and Improvement Plans developed as a result of public safety exercises or real-world emergency events.

This continual maintenance and review of the Wayne County CEMP will be accomplished by the quarterly meetings of the local EMA, EMAC, and representatives of the county emergency support functions (ESFs) identified in the local CEMP.

### 5.2 Responsibilities

Wayne County EMA has prepared the CEMP and is responsible for the maintenance of the document in accordance with Indiana Code Title 10-14-3. Primary and support agencies of each ESF are responsible for ensuring the tasks outlined in the Emergency Support Function Annex of the CEMP are accurate and reflect their overall ability to manage, support and deploy resources to perform life saving activities. Further updates, revisions or maintenance to these tasks will be communicated to the Wayne County EMA for integration into the CEMP.

### 5.3 Frequency

The Wayne County EMA, in coordination with other local agencies and stakeholders, will review the CEMP annually and provide revisions and updates, as needed. An entire update of the CEMP will occur every 18 to 24 months, unless otherwise instructed by the IDHS or the Wayne County EMAC.

### 5.4 Testing, Evaluation and Assessment, and Correction Actions

The Homeland Security Exercise and Evaluation Program (HSEEP) is the national standard utilized for exercise design and implementation. HSEEP incorporates the Target Capabilities List (TCL) as a standardized methodology to evaluate and document exercises and develop improvement plans.

#### 5.4.1 Testing

Individual Wayne County public safety agencies will be responsible for their own training programs. However, for training and coursework related to emergency management and homeland security issues, Wayne County EMA will coordinate IDHS to ensure local agencies and departments receive the necessary information and materials designed to increase the level of county preparedness, as well as to test and validate the local CEMP.

#### 5.4.2 Evaluation and Assessment

Validation of the CEMP is accomplished through evaluations and assessments of the tasks performed during an exercise and after each emergency or disaster where state resources are activated. The objective of this process is to identify performance strengths and deficiencies in order to develop the necessary corrective actions.

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### 5.4.3 Corrective Action

Corrective actions are recommended improvements discovered after an exercise, and/or an emergency or disaster. These recommendations are compiled in an After Action Report (AAR) and developed into a corresponding improvement plan with the necessary corrective actions. The CEMP will be updated and revised to reflect the results of the AAR and improvement plan.