

Illinois Emergency Operations Plan

Annex 7 – Mass Care

Appendix 7 – Support to Evacuees

Illinois Emergency Management Agency

August 2021





Illinois Emergency Operations Plan (IEOP) – Annex 7 – Mass Care, Appendix 7 – Support to Evacuees
Dated August 2021

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Dated August 2021

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Appendix 7-X7 - Support to Evacuees

Primary

Organization: American Red Cross (Red Cross)

Support Agencies:

Illinois Board of Higher Education (IBHE)
Illinois Community College Board (ICCB)
Illinois Deaf and Hard of Hearing Commission (IDHHC)
Illinois Department on Aging (IDoA)
Illinois Department of Agriculture (IDOA)
Illinois Department of Central Management Services (CMS)
Illinois Department of Human Services (IDHS)
Illinois Department of Natural Resources (IDNR)
Illinois Department of Innovation and Technology (DoIT)
Illinois Department of Public Health (IDPH)
Illinois Department of Transportation (IDOT)
Illinois Emergency Management Agency (IEMA)
Illinois National Guard (ILNG)
Illinois State Board of Education (ISBE)
Illinois State Police (ISP)

Support

Organizations: Illinois Voluntary Organizations Active in Disasters (IVOAD)
The Salvation Army (TSA)

I. Introduction

A. Purpose

1. Provide strategic guidance, coordination and processes to support those evacuating from a disaster.

B. Scope

1. This appendix builds upon concepts and guidance provided in Annex 7, Mass Care.
2. This appendix supports evacuees needing to evacuate from one part of the state to another and residents of other states evacuating into Illinois.
3. This appendix addresses both evacuation sites and reception centers.
 - a) Evacuation sites are locations within or immediately adjacent to the disaster zones where the affected populations gather for



evacuation information and assistance.

- b) Reception centers are locations to which evacuees travel to receive recovery service information and locations of short-term housing solutions.
4. This appendix addresses the coordination of priorities and resources between governmental agencies and non-governmental organizations (NGO).
 5. End state for evacuation support will be met when local jurisdictions no longer require state support and there are no imminent life safety concerns.
 6. This appendix does not address the following:
 - a) Repatriation or the evacuation of non-combatant foreign evacuees from other countries; see Appendix 7, X5, Repatriation and Non-Combatant Foreign Evacuees.
 - b) Mass care functions after evacuees have been relocated to short- or long-term housing solutions; see Appendix 17-X4, Disaster Housing and Appendix 7-X8, Alternate Housing Support.
 - c) Feeding and hydration support; see Appendix 7-X2, Feeding and Hydration Support
 - d) Shelter support; see Appendix 17-X1, Shelter Support
 - e) Reunification support; see Appendix 7-X4, Reunification Support
 - f) Site security; see Annex 16, Law Enforcement Coordination and Management.
 - g) Evacuation route facilitation and maintenance; see Annex 4, Transportation.
 - h) Processing and vaccination of animals; see Appendix 7-X6 Household Pets and Service Animals.
 - i) Decontamination procedures of evacuees and their belongings at reception sites (work with MABAS and State Fire Marshal).
 - j) Procurement of resources, see IEOP Annex 9 Resource Management and Logistics.



Illinois Emergency Operations Plan (IEOP) – Annex 7 – Mass Care, Appendix 7 – Support to Evacuees

Dated August 2021

7. This annex does not directly address the care for people with Access and Functional Needs (AFN), but incorporates the principles outlined in Annex 31, Access and Functional Needs to ensure Functional Needs Support Services (FNSS) are provided to those who need them.

C. Policy

1. All policies identified in Annex 7, Mass Care remain in effect.
2. To extent possible, the state will provide fuel, food and water support to evacuees based on life safety or life essential needs.
3. Local jurisdictions have primary responsibility for all evacuation support operations, including the establishment and management of evacuation sites and reception centers.
4. State support to evacuees will be prioritized to state designated evacuation routes and supported facilities.
5. The state will care for evacuees with Access and Functional Needs (AFN) through the provision of Functional Needs Support Services (FNSS) for those who need them.

D. Situation Overview

1. A disaster has occurred requiring mass evacuations into, within, or out of Illinois.
2. One or more of the triggers outlined under II. , A., 1. are present.

E. Assumptions

1. Local jurisdictions are overwhelmed and require state support with evacuations.
2. Immediate (0-24hr) evacuees will be comprised mostly of self-evacuating residents.
3. Intermediate (24hr+) evacuees will be transported through public or other specialized transport.
4. Evacuees will leave disaster zone(s) quickly and without all necessary resources.
5. Some evacuees will require physical transportation assistance.



Illinois Emergency Operations Plan (IEOP) – Annex 7 – Mass Care, Appendix 7 – Support to Evacuees

Dated August 2021

6. Fuel shortages along evacuation routes will require state support.
7. Family members will evacuate separately and require reunification.
8. Host communities will not be prepared to receive evacuees.
9. Evacuation routes will be impacted by factors including but not limited to:
 - a) Damage;
 - b) Capacity restrictions;
 - c) Weather;
 - d) Road construction, and
 - e) Agricultural equipment.
10. Evacuees will be accompanied by household pets, service animals, livestock and exotic pets.
11. Local mutual aid assistance will be required.
12. The Emergency Management Assistance Compact (EMAC) may be required.
13. Voluntary and community-based organizations will respond in accordance with established charters or agreements and coordinate with local jurisdictions.
14. Resources will be limited by location, training and operational readiness.
15. Responders will require just-in-time training (JITT).
16. Wide-spread cellular telecommunication outages and overwhelmed system capabilities will necessitate state and private sector intervention.
17. Healthcare services and FNSS will be required.
18. Lack of integrated and interoperable systems designed for evacuee tracking will contribute to the complexity of accountability.
19. Access and functional needs challenges among evacuees will necessitate specialized assistance.
20. Some evacuees will not seek assistance.



II. Concept of Operations

A. General

1. Triggers for activation:
 - a) The number of evacuees exceeds the capacity of the local jurisdiction(s) to provide care and resources, or
 - b) Poor evacuation route conditions and lack of personal evacuee resources, such as gas, food and water, along the route.
2. Local jurisdictions have the primary responsibility to ensure that adequate resources are available to meet the needs of the affected population.
3. Public notification will occur prior to beginning and ending of evacuation operations through AHJ and the IEMA Public Information Officer (PIO), in accordance with Annex 5, External Affairs.
 - a) Public messaging will be done through multiple methods to reach the whole community, including but not limited to:
 - i) Radio;
 - ii) Satellite;
 - iii) Illinois Century Network (ICN);
 - iv) Digital messaging and social media;
 - v) Reverse 911;
 - vi) Common carrier telephone/cellular;
 - vii) Highway electronic/standard billboards;
 - viii) Information boards at service operations sites, and
 - ix) Partner agency's capabilities and field personnel.
4. Local jurisdictions will operate evacuation sites and reception centers and request support from mutual aid partners, NGOs, and the state.
5. Requests for state support will be directed through the State Emergency Operations Center (SEOC).



Illinois Emergency Operations Plan (IEOP) – Annex 7 – Mass Care, Appendix 7 – Support to Evacuees

Dated August 2021

6. State support to evacuation operations is based on resource availability, capability, capacity and prioritization of efforts.
 7. The SEOC will coordinate state resources used in support of evacuation operations with responding agencies to avoid duplication of efforts and enable information sharing.
 8. The SEOC will collect and combine data from responding agencies to determine incident scope and anticipate the needs of the evacuees.
 9. The SEOC will assign agencies having the responsibility of accountability and safety of:
 - a) Unaccompanied minors;
 - b) Vulnerable populations with Access and Functional Needs (AFN), and
 - c) Individuals required to report their location to a state agency, such as parolees and registered sex offenders.
 10. Transportation methods will utilize governmental and private sector resources and will be coordinate through the SEOC.
- B. Operational Priorities
1. Safety of responders and evacuees.
 2. Provide basic life sustainment and support to evacuees.
 3. Support evacuees in leaving the disaster area.
 4. Maintain flow of traffic along evacuation corridors.
 5. Provide support to communities along evacuation routes.
- C. Organization
1. Direction and Control
 - a) The SEOC is the single point of coordination for state support to evacuation operations.
 - b) State agencies and external organizations retain operational control of their resources.



- c) The governor or designee has the authority to exercise overall coordination of resources belonging to the state.

2. Coordinating Elements

- a) AHJs and partner organizations will determine evacuation requirements and then coordinate with SEOC for state-provided support to limit duplication of efforts.
- b) The Business Emergency Operations Center (BEOC) will identify evacuation support resources available within the private sector.
- c) Line of Effort (LOE) – Mass Care will be activated at the direction of the SEOC Manager.
 - i) A subunit specifically for evacuation support may be created under, or instead of, the Mass Care LOE.
 - ii) Strategic and operational guidance on LOE operations can be found in IEOP Base Plan, Appendix 4, Line of Effort - Coordination and Management.
- d) The Red Cross will coordinate with coordinating and responding agencies to determine mass care requirements for evacuees.
- e) The SEOC may assign State Area Commands (SAC) and State Unified Area Commands (SUAC) to be set up to coordinate resources for evacuation operations within a specified geographical area.

3. Federal Coordination

- a) The SEOC is the single point of resource requests through FEMA.
- b) SEOC liaison officers (LNOs), state agencies, boards and commissions will coordinate with federal counterparts in accordance with their enabling authority.
- c) Where evacuations involve more than one state, FEMA and federal partners will support states in coordinating efforts through each states' SEOC.

D. System Capabilities and Structure

- 1. AHJs will coordinate with the SEOC and Red Cross to identify suitable locations for staging areas, evacuation sites and reception centers and



operate them in conjunction with facility owners.

2. The SEOC or SAC/SUAC will identify support sites essential to evacuation efforts and assign state agencies to ensure that identified facilities have adequate resources.
3. Mobile Support Teams may be used to augment evacuation efforts.

E. Resource and Logistical Support Requirements

1. Resources and logistics support necessary to implement and sustain operational capabilities will be provided through Annex 9, Resource Management and Logistics.
2. Distribution of emergency supplies along the roadways will be coordinated by Red Cross, IDOT, and supporting agencies in accordance with Mass Care 7-X3 Distribution of Emergency Supplies.

III. Roles and Responsibilities

A. American Red Cross (Red Cross)

1. Identify Red Cross resources to support evacuation efforts.
2. Obtain situational awareness from SEOC and relay to relevant Red Cross units.
3. Share Red Cross actions and information with the SEOC:
 - a) Status of shelters;
 - b) Status of evacuee support;
 - c) Special and specific needs of evacuees, and
 - d) Reunification programs.
4. Coordinate activities of support agencies through the SEOC and LOE.
5. Coordinate the provision of Functional Needs Support Services (FNSS) for evacuees with Access and Functional Needs (AFN) with IDHS and IDPH.

B. Illinois Board of Higher Education (IBHE)

1. Coordinate the use of colleges and universities as staging areas and reception centers when requested by SEOC.



Illinois Emergency Operations Plan (IEOP) – Annex 7 – Mass Care, Appendix 7 – Support to Evacuees

Dated August 2021

2. Coordinate assignment of external resources and personnel with specialized skills (e.g., food service staff, foreign language interpreters, mental health personnel, health care personnel and logistics staff) available to assist in evacuation efforts.
- C. Illinois Community College Board (ICCB)
1. Coordinate the use of community colleges as staging areas and reception centers when requested by the SEOC.
 2. Coordinate assignment of external resources and personnel with specialized skills (e.g., food service staff, foreign language interpreters, mental health personnel, health care personnel and logistics staff) available to assist in evacuation efforts.
- D. Illinois Deaf and Hard of Hearing Commission (IDHHC)
1. Coordinate the identification and deployment of deaf and hard of hearing interpreters and translators.
 2. Provide field operations guidelines for communication with deaf and hard of hearing individuals.
 3. Coordinate notification, activation and deployment of deaf and hard of hearing interpreters and translators with support agencies.
 4. Coordinate JITT with agencies providing interpreters and translators.
 5. Monitor and advise the SEOC on sustainment requirements for interpreter and translator services.
- E. Illinois Department on Aging (IDoA)
1. Notify the Area Agencies on Aging (AAAs) and determine the role of the aging programs in aiding older adults and family caregivers.
 2. Work with the AAAs in assessing the impact of the disaster on older persons and convey assessment findings to IEMA.
 3. Work with the AAAs to provide outreach services (face-to-face), follow-up and regular monitoring of service provider delivery of disaster related services.
 4. If needed and available, IDoA and AAAs will work with other disaster organizations such as the Red Cross to arrange for the use of senior centers as mass care shelters and food preparation sites.



Illinois Emergency Operations Plan (IEOP) – Annex 7 – Mass Care, Appendix 7 – Support to Evacuees

Dated August 2021

5. If needed and available, IDoA and AAAs will work with senior centers to provide transportation of older adults to mass care facilities.
 6. Work with the AAAs for situational awareness and outreach to local known senior centers, assisted living centers and long-term care facilities.
 7. Identify IDoA or other transportation services for physical evacuation.
 8. Coordinate use of Older Americans Act funding if a federal disaster or emergency is declared.
- F. Illinois Department of Agriculture (IDOA)
1. Coordinate the care of animals that may accompany evacuees.
- G. Illinois Department of Innovation and Technology (DoIT)
1. Assist with telecommunications and technology support services to state agencies engaged in evacuation operations.
- H. Illinois Department of Human Services (IDHS)
1. Coordinate staff and resources to provide IDHS services at reception centers and evacuation sites, based on availability and organizational capacity.
 2. Coordinate the provision of FNSS for evacuees with AFN with the Red Cross and IDPH.
- I. Illinois Department of Natural Resources (IDNR)
1. Provide boats and all-terrain vehicles when necessary in support of evacuation operations.
 2. Provide information on IDNR owned/operated facilities and any water-related evacuations, rescues, or transports.
 3. Provide data concerning flooding risks to the public and identify critical structural facilities such as roadways and levees that are threatened.
- J. Illinois Department of Public Health (IDPH)
1. Coordinate public health, healthcare and EMS services at all staging areas, evacuation sites and reception centers.
 2. Coordinate the provision of FNSS for evacuees with AFN with the Red



Illinois Emergency Operations Plan (IEOP) – Annex 7 – Mass Care, Appendix 7 – Support to Evacuees

Dated August 2021

Cross and IDHS.

3. Coordinate collection, receipt, compilation, development and dissemination of situational reports on threats to public health, public welfare and the environment.
4. Monitor and advise the SEOC on healthcare facility status.
5. Coordinate with the SEOC and MABAS for EMS services and resources.
6. Coordinate with local health departments to monitor public health needs.

K. Illinois Department of Transportation (IDOT)

1. Coordinate the suspension of road maintenance, tolls, weigh station and truck stop requirements for those evacuating out of an impacted area.
2. Provide road closure updates to the SEOC for public dissemination through the SEOC PIO.
3. Provide signage and send electronic alerts to deliver information updates to evacuees.

L. Illinois Emergency Management Agency (IEMA)

1. Share intelligence with all mass care support agencies.
2. Coordinate with CMS to procure resources needed for evacuee support.
3. The IEMA PIO will collect and disseminate information and public messaging from support agencies.
4. Relay public messaging through modes available to evacuees in transit.

M. Illinois National Guard (ILNG)

1. Provide support to ISP to assist with the flow of traffic along evacuation routes.
2. Provide support to ISP for security and protection along evacuation routes.
3. Provide support to ISP to assist with distribution of sustenance requirements for evacuees along evacuation routes.

N. The Salvation Army (TSA)



Illinois Emergency Operations Plan (IEOP) – Annex 7 – Mass Care, Appendix 7 – Support to Evacuees

Dated August 2021

1. Notify partner agencies.
 2. Share information between Salvation Army and the SEOC.
 3. Obtain situational awareness from the SEOC and relay to relevant Salvation Army units:
 - a) Locations of reception centers;
 - b) Evacuation routes, and
 - c) Safety concerns.
 4. Share the following Salvation Army actions and information:
 - a) Status of emotional & spiritual care support;
 - b) Status of evacuee support;
 - c) Special and specific needs of evacuees, and
 - d) Reunification programs.
 5. Notify SATERN (Salvation Army Team Emergency Radio Network)
 - a) Reunification efforts
 - b) Transmit evacuee manifests to ERC's and ERS's
 6. Coordinate activities of support agencies through the SEOC and LOE.
- O. Illinois State Board of Education (ISBE)
1. Coordinate the use of schools as reception centers and evacuation sites.
 2. Coordinate assignment of external resources and personnel with specialized skills (e.g., food service staff, foreign language interpreters, mental health personnel, health care personnel and logistics staff) available to assist in evacuation efforts.
- P. Illinois State Police (ISP)
1. Coordinate with ILNG and local law enforcement to maintain the flow of traffic along evacuation routes.
 2. Coordinate with ILNG and local law enforcement for security and protection along evacuation routes.



Illinois Emergency Operations Plan (IEOP) – Annex 7 – Mass Care, Appendix 7 – Support to Evacuees

Dated August 2021

3. Coordinate with ILNG and local law enforcement to assist with distribution of sustainment requirements for evacuees along evacuation routes.

Q. Illinois Central Management Services (CMS)

1. Assist IEMA in the procurement of resources to support evacuees.
2. Assist in identifying translators and interpreters.
3. Provide mobile vehicle maintenance support through traveling mechanics.
4. Coordinate the use of CMS-managed state facilities and property, including state fuel depots and garages.
5. Assist in recruiting state employees available for assignment to support evacuee movement.

R. Illinois Voluntary Organizations Active in Disasters (IL VOAD)

1. Provide information and strategic awareness between SEOC and VOAD liaisons.
2. Coordinate VOAD response activities.
3. Communicate personnel needs between SEOC and VOAD liaisons for support staffing for evacuation efforts.

S. Other Organizations: General Considerations

1. Identify resources, facilities and personnel available to assist in evacuation operations;
2. Coordinate notification, activation and deployment of resources, facilities and personnel available to assist in evacuation operations, and
3. Monitor and advise the SEOC on sustainment requirements for resources, facilities and personnel providing evacuation operations support.

IV. Authorities and References

A. Authorities

1. All authorities found in IEOP Annex 7, Mass Care



Illinois Emergency Operations Plan (IEOP) – Annex 7 – Mass Care, Appendix 7 – Support to Evacuees
Dated August 2021

B. References and Resources

1. All references found in IEOP Annex 7, Mass Care