

Illinois Emergency Operations Plan

Annex 7 – Mass Care

Appendix 8 – Alternate Housing

Illinois Emergency Management Agency

August 2021





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Housing
Dated August 2021

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Appendix 7-X8 - Alternate Housing Support

- Primary Agency: Illinois Department of Human Services (IDHS)
- Support Agencies: Illinois Board of Higher Education (IBHE)
Illinois Community College Board (ICCB)
Illinois Deaf and Hard of Hearing Commission (IDHHC)
Illinois Department of Agriculture (IDOA)
Illinois Department of Commerce and Economic Opportunity (IDCEO)
Illinois Department of Central Management Services (CMS)
Illinois Department of Child and Family Services (IDCFS)
Illinois Department of Corrections (IDOC)
Illinois Department of Natural Resources (IDNR)
Illinois Department of Public Health (IDPH)
Illinois Emergency Management Agency (IEMA)
Illinois National Guard (ILNG)
Illinois State Board of Education (ISBE)
Illinois State Police (ISP)
- Support Organizations: American Red Cross (Red Cross)
Illinois Emergency Services Management Association (IESMA)

I. Introduction

A. Purpose

1. Provide operational guidance, coordinating processes and strategies for implementation of support to state-recognized alternate housing operations.

B. Scope

1. This appendix builds upon concepts and guidance provided in Annex 7, Mass Care.
2. For the purpose of this appendix, state-recognized alternate housing sites are defined as those being activated by an organization having the capability to operate shelters and operations are being tracked and/or supported by the SEOC.



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3. This appendix addresses support of alternate housing operations through the utilization of state capabilities and resources.
4. Individual agencies will coordinate through the SEOC for utilization of State controlled resources in support of alternate housing operations.
5. This appendix addresses alternate housing operations throughout response, short and intermediate recovery.
6. Triggers of activation of this appendix:
 - a) Alternate housing operations take place in more than one county concurrently.
 - b) Organizations operating alternate housing request resources from state agencies to support the alternate housing sites.
 - c) Non-governmental organizations do not have access to enough housing locations for the affected population and request state-owned sites.
 - d) Any of the primary or secondary agencies with responsibilities listed in this appendix request this appendix be activated.
7. This appendix does not address the following:
 - a) Long-term community recovery, see Annex 17, Long-Term Recovery;
 - b) Household pets and service animals; see Appendix 7-X6, Household Pets and Service Animals,
 - c) Populations acting independently to remain in their own homes or stay with friends, family or in commercial facilities, and
 - d) Procurement of all resources, see Annex 9, Resource Management and Logistics.
8. 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 IEOP Annex 7, Mass Care remain in effect.



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2. Only state-recognized alternate housing, as classified in this appendix, will be considered for state support.
 3. Procedures for utilization, control and use of state resources will incorporate and consider operational priorities that include but are not limited to:
 - a) Protection of life;
 - b) Public health and safety;
 - c) Property protection;
 - d) Environmental protection;
 - e) Restoration of essential utilities;
 - f) Restoration of essential program functions, and
 - g) Coordination as appropriate.
 4. At the direction of the governor or designee, state agencies without a direct response role may be tasked with providing agency personnel in alternate housing operations.
 5. State employees and resources may be reassigned in accordance with the IEMA Act.
 6. State agency personnel will be trained to the assigned mission and will be made aware of potential risks involved.
- D. Situation Overview
1. A disaster has occurred resulting in displaced populations requiring alternate housing.
 2. One or more triggers of activation from Scope have been met.
- E. Assumptions
1. The Authority Having Jurisdiction (AHJ), non-governmental organizations and community-based organizations will independently implement alternate housing operations.
 2. Alternate housing will be opened without the knowledge of the state and require support and coordination.



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3. AHJs and community-based organizations will request alternate housing support from the state.
4. Alternate housing requirements will exceed resources and capabilities of any one agency/organization.
5. Multi-agency coordination of alternate housing operations will be required.
6. Affected populations in alternate housing will:
 - a) Require transportation services;
 - b) Bring household pets and service animals to alternate housing sites, and
 - c) Have Access and Functional Needs (AFN)
7. Resources will be limited by location, training and operational readiness.
8. Local AHJs will provide guidance on alternate housing resources within their jurisdiction.
9. Alternate housing population numbers will vary over time.
10. Specialized staff will be required for alternate housing operations.
11. Just-in-time training (JITT) will be required.
12. In catastrophic disasters, support to high impacted areas will be extremely limited or delayed.

II. Concept of Operations

A. General

1. Local governments have primary responsibility for alternate housing operations.
2. Requests for state support will be directed through the State Emergency Operations Center (SEOC).
3. State alternate housing support is based on resource availability, capability, capacity and prioritization of effort.



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4. Alternate housing will be identified and consolidated to the extent possible as part of the ongoing process of mass care.
5. Alternate housing sites, once identified, will be evaluated for state support.
6. Alternate housing sites will be selected from pre-identified locations when possible.
7. Primary and support agency SEOC liaisons will identify and share situational considerations affecting alternate housing selection.
8. Alternate housing criteria will follow recognized and identified standards and practices in accordance with FEMA P785, National Mass Care Strategy, Center for Disease Control (CDC) and Illinois Department of Public Health (IDPH) guidance.
9. Verification that alternate housing support needs of affected communities have been met requires coordination with the whole community.
10. Public notification through the media, as well as notifications posted at alternate housing sites, will occur in advance of closing alternate housing operations.

B. Operational Priorities

1. The SEOC will establish priorities for shelter support with consideration to the following:
 - a) Imminent life safety issues;
 - b) Security and protection;
 - c) Provide and sustain life-essential services;
 - d) Functional and access needs support capability, and
 - e) Capability and capacity of alternate housing locations.

C. Organization

1. Direction and Control
 - a) The Illinois Department of Human Services (IDHS) is the lead agency for coordination of alternate housing support;



- b) The SEOC is the single point of coordination for state-supported resources for alternate housing operations;
- c) State agencies and external organizations retain operational control of their resources, and
- d) The governor or designee has the authority to exercise overall coordination of resources belonging to the state and use directive authority.

D. Coordinating Elements

- 1. IDHS will coordinate with responding agencies, organizations and state and local officials to determine alternate housing requirements in the impacted areas and will coordinate alternate housing operations.

E. Federal Coordination

- 1. SEOC LNOs, state agencies, boards and commissions will coordinate with federal counterparts in accordance with enabling authority.

F. System Capabilities and Structure

- 1. IDHS, in coordination with the SEOC Manager, may establish an Alternate Housing Line of Effort (LOE) in accordance with IEOP Base Plan A-4, Line of Effort - Coordination and Management.
- 2. Alternate housing facility requirements will be met through activation of state facilities, mutual aid agreements, service contracts and utilization of donated space and accommodations.
- 3. State owned sites such as community colleges, university campuses (including residence halls, arenas and stadiums), civic centers, county fairgrounds and state facilities may be used to provide mass care services. This may require that normal operations of these facilities be altered.

G. Resource and Logistical Support Requirements

- 1. Resources and logistics support necessary to implement and sustain alternate housing operations will be provided through processes established in IEOP Annex 9, Resource Management.
- 2. Responding organizations will provide initial capabilities and logistics support in accordance with the internal procedures and policies of the AHJ.



3. Additional resource and logistics support may be provided through implementation of the Emergency Management Assistance Compact (EMAC), the federal government and private sector.

III. Roles and Responsibilities

A. Illinois Department of Human Services (IDHS)

1. Coordinate alternate housing operations with primary and support agencies conducting state mass care.
2. Coordinate with SEOC liaison officers (LNOs) for state agency resourcing and support in accordance with support agency roles and responsibilities and based on scope and magnitude of event.
3. Coordinate and disseminate public information, crisis communications, educational messaging with SEOC public information officer (PIO) and JIC.
4. Coordinate reunification efforts with Red Cross and the National Center for Missing and Exploited Children and other national reunification service providers as outlined in IEOP Annex 7-X4, Reunification.
5. Coordinate case work operations with state disaster recovery coordinator during transition to long-term recovery.
6. Coordinate provision of Functional Needs Support Services (FNSS) for those with Access and Functional Needs (AFN) with IDPH and Red Cross.
7. Coordinate collection, receipt, compilation and development of situational reports on alternate housing operations.
8. Coordinate notification, activation and deployment of personnel and equipment in support of state-approved alternate housing operations.
9. Coordinate identification of IDHS program eligible human services clients.
10. Coordinate identification of appropriate programs to provide services.
11. Identify agency personnel and contract staff available for service support.
12. Coordinate notification, activation and use of personnel required for alternate housing operations.
13. Determine necessity of liaisons to alternate housing efforts locally and state-wide and coordinate notification, activation, deployment, coordination and sustainment as necessary.



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14. Coordinate with partner organizations and agencies to track decompression and diversion of shelters and provide updates to IEMA and IDPH and others as needed.
 15. Maintain situational awareness of alternate housing operations in coordination with IEMA.
 16. Coordinate overall media and public information mission regarding alternate housing in the state with IEMA and other state agencies.
 17. Coordinate overall engagement with state, county, and local elected officials regarding state-supported alternate housing efforts in the state.
 18. May coordinate with other state agencies as appropriate to address elected officials' concerns.
 19. Coordinate with U.S. Department of Housing and Urban Development (HUD) to support alternate housing operations and strategy, which may include the following:
 - a) Establish a regional set of capacity building members for gathering shelter information;
 - b) Design a process to identify shelter capacity and reporting for non-IDHS-funded shelters;
 - c) Provide technical assistance to IL regarding leveraging funding and resources;
 - d) Support the development of a rehousing strategy for those discharged from alternate housing who are homeless, and
 - e) Monitor and advise the SEOC on sustainment requirements for IDHS personnel support.
- B. Illinois Department of Public Health (IDPH)
1. Coordinate communications between the response effort and the public health and medical communities.
 2. Coordinate notification, activation and use of personnel required for alternate housing operations as directed by the SEOC manager.
 3. Provide technical assistance and guidance in assessing and evaluating threats to public health, public welfare and the environment in support of alternate housing operations.



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4. Maintain state public health order, as needed.
 5. Provide guidance to counties and local health departments on local health orders.
 6. Provide guidance and technical support to counties and local health departments on appropriate screening and intake measures pertaining to alternate housing arising from a public health crisis.
 7. Coordinate JITT with IDPH personnel supporting alternate housing operations.
 8. Support IDHS in media and public information activities pertaining to alternate housing, as requested.
 9. Support IDHS in coordination with state, county, and local elected officials regarding alternate housing efforts, as requested.
 10. Coordinate provision of FNSS for those with AFN with IDHS and Red Cross.
- C. Illinois Department of Commerce and Economic Opportunity (DCEO)
1. Coordinate collection, receipt, compilation, development and dissemination of census data for disaster areas.
 2. Coordinate collection, receipt, compilation, development and dissemination of situational reports on available housing, lodging and commercial space.
 3. Administer available grant-funded programs with Community Action Agencies to support alternate housing across the state.
- D. Illinois Emergency Management Agency (IEMA)
1. Coordinate with SEOC liaisons, internal and external organizations and whole community partners in support of alternate housing operations.
 2. Assist in the identification, acquisition, timely distribution and accounting of services, equipment and materiel in support of resource requests which support county and municipalities' alternate housing plans.
 3. Establish and direct LOE required for strategic planning and coordination of state-supported alternate housing operations.



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4. Establish incident management systems and assign coordinating elements for personnel and resources deployed by or on behalf of the state.
 5. Ensure continuity of operations for maintenance and sustainment of alternate housing operations.
 6. Coordinate and direct transitions between short, intermediate and long-term recovery; establish priorities for resources and services; and provide guidance on alternate housing operations.
 7. Coordinate with the SEOC private sector LNO to develop and disseminate updates, briefings and intelligence to the private sector.
 8. Coordinate with the SEOC voluntary agency LNO for the integration of volunteer and donations management support into alternate housing operations.
 9. Coordinate with IEMA Operations and Field Staff to provide alternate housing planning technical assistance to county and municipality EMA's in Illinois.
 10. Coordinate with FEMA regarding data reporting or requests for public assistance, as needed.
 11. Maintain and coordinate situational awareness of alternate housing activations at the local/county level in coordination with IEMA Operations and Field Staff and IDHS.
 12. Facilitate inter-agency communication at the state and local levels regarding alternate housing planning, implementation, reporting, and funding.
 13. Maintain the alternate housing webpage on IEMA's website and curate templates, tools, and resources.
 14. Support IDHS in media and public information activities pertaining to alternate housing, as requested.
 15. Support IDHS in coordination with state, county, and local elected officials regarding alternate housing efforts, as requested.
- E. Illinois National Guard (ILNG)
1. Coordinate requests for personnel and resources to provide medical personnel, security and protection at alternate housing sites.



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2. Coordinate requests for personnel and resources to provide technical support, medical personnel, force security and protection for state agency personnel and resources involved in alternate housing operations.
- F. Illinois Board of Higher Education (IBHE)
1. Identify colleges and universities available for use in coordination with the IDHS SEOC LNO.
 2. Identify personnel from colleges and universities available to assist in alternate housing operations.
 3. Coordinate notification, activation and use of colleges and universities and personnel required for alternate housing operations.
 4. Coordinate JITT with colleges and universities providing personnel support and shelter facilities.
 5. Monitor and advise the SEOC on sustainment requirements for colleges and universities providing alternate housing support.
- G. Illinois Community College Board (ICCB)
1. Identify community colleges available for use in coordination with the IDHS SEOC LNO.
 2. Identify personnel from community colleges available to assist in alternate housing operations.
 3. Coordinate notification, activation and use of community colleges and personnel required for alternate housing.
 4. Coordinate JITT with community colleges providing personnel support and shelter facilities.
 5. Monitor and advise the SEOC on sustainment requirements for community colleges providing alternate housing support.
- H. Illinois Deaf and Hard of Hearing Commission (IDHHC)
1. Coordinate the identification of deaf and hard of hearing interpreters and translators.
 2. Provide field operations guidelines for communication with deaf and hard of hearing individuals.



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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.
- I. Illinois Department of Agriculture (IDOA)
1. Coordinate and direct animal health and well-being programs, establish priorities for resources and services, and provide guidance on household pets and service animals as identified in IEOP Annex 7-X6 Household Pets and Service Animals.
 2. Assist in identifying and acquiring feed, veterinary services and relocation of service animals in support of shelter service providers.
 3. Identify IDOA personnel available to assist in alternate housing operations.
 4. Coordinate administrative processes and resources necessary for use of county and state fairgrounds in support of alternate housing operations.
- J. Illinois Department of Central Management Services (CMS)
1. Identify state-owned facilities available for use as alternate housing locations.
 2. Identify non-essential personnel from state agencies without assigned recovery missions available to assist in alternate housing operations.
 3. Identify CMS personnel available to assist in alternate housing operations.
 4. Coordinate notification, activation and deployment of state personnel required for alternate housing operations.
 5. Coordinate JITT for state agency personnel assigned to alternate housing operations.
 6. Monitor and advise the SEOC on sustainment requirements for state agency personnel assigned to alternate housing operations in coordination with CMS.



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7. Identify state surplus resources available for use in alternate housing operations.
- K. Illinois Department of Children and Family Services (DCFS)
1. Identify personnel available to assist in alternate housing operations.
 2. Coordinate notification, activation and use of personnel required for alternate housing operations.
 3. Identify DCFS personnel available to assist in alternate housing operations.
 4. Coordinate JITT with DCFS personnel required for alternate housing operations.
 5. Monitor and advise the SEOC on sustainment requirements for personnel required for alternate housing operations.
 6. Coordinate with SEOC Red Cross LNO to identify and support unaccompanied minors and youth in state care.
 7. Coordinate with SEOC ISP and Red Cross LNOs for the placement of children separated from parents or guardians.
 8. Coordinate the provision of youth services with SEOC Red Cross LNO.
- L. Illinois Department of Commerce and Economic Opportunity (DCEO)
1. Coordinate collection, receipt, compilation, development and dissemination of census data for disaster areas.
 2. Coordinate collection, receipt, compilation, development and dissemination of situational reports on available housing and commercial space.
- M. Illinois Department of Corrections (IDOC)
1. Identify correctional centers available in support of alternate housing operations in coordination with the IDHS SEOC LNO, including laundry services, staging, receipt and repackaging, and feeding support.
 2. Provide resources in support of alternate housing operations, including pillows, bed sheets, blankets and materials from correctional industries.



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3. Identify individual in custody crews available to support alternate housing operations.
 4. Identify IDOC personnel available to assist in alternate housing operations.
 5. Coordinate notification, activation and use of personnel required for alternate housing operations as directed by the SEOC Manager.
 6. Coordinate JITT for IDOC personnel and offenders supporting alternate housing operations.
 7. Monitor and advise the SEOC on sustainment requirements for IDOC personnel and offender support.
- N. Illinois Department of Innovation and Technology (DoIT)
1. Assist in providing telecommunications and technology support services to state agencies supporting alternate housing operations.
- O. Illinois Department of Natural Resources (IDNR)
1. Identify IDNR lands and property, including state parks, available for use in coordination with the Red Cross SEOC LNO.
 2. Identify IDNR personnel available to assist in alternate housing operations.
 3. Coordinate notification, activation and use of IDNR personnel required for alternate housing operations.
 4. Coordinate JITT with IDNR personnel supporting alternate housing operations.
 5. Identify the need for and provide logistical support to alternate housing operations, to include boat/snowmobile transportation of shelter supplies, personnel and equipment.
 6. Monitor and advise the SEOC on sustainment requirements for IDNR lands, property and personnel.
- P. Illinois State Board of Education (ISBE)
1. Identify schools available for use in coordination with the IDHS SEOC



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LNO.

2. Identify personnel from schools available to assist in alternate housing operations.
3. Coordinate notification, activation and use of schools and personnel required for alternate housing operations.
4. Coordinate JITT with schools providing personnel support and alternate housing facilities.
5. Monitor and advise the SEOC on sustainment requirements for schools providing alternate housing support.

Q. Illinois State Police (ISP)

1. Coordinate with law enforcement mutual aid organizations and with local law enforcement.
2. Coordinate requests for personnel and resources to provide security and protection at alternate housing facilities throughout operations.
3. Coordinate requests for personnel and resources to provide security and protection for state agency personnel and resources involved in alternate housing operations.
4. Coordinate personnel with specialized training in juvenile services, including services for unaccompanied minors.

R. Illinois Emergency Services Management Association (IESMA)

1. Coordinate SEOC requests for personnel and resources to augment alternate housing operations with IDHS SEOC LNO.
2. Coordinate the notification, activation, deployment, coordination and implementation of Emergency Management Assistance Teams (EMAT) and Incident Management Teams (IMT) as requested by the SEOC manager.
3. Establish and support Alternate Housing LOE in coordination with the SEOC Red Cross LNO.
 - a) Coordinate the collection, analysis and dissemination of Alternate Housing LOE disaster intelligence and provide situation reports to



the SEOC Manager.

- b) Coordinate resource management requests for Alternate Housing LOE Support with the SEOC to fulfill logistical requirements.
- c) Develop strategic action plans for support and sustainment of Alternate Housing LOE and alternate housing operations.

S. American Red Cross (Red Cross)

- 1. Coordinate with American Red Cross disaster response operations leadership to determine necessity for and coordinate alternate housing operations.
- 2. Coordinate Red Cross alternate housing operations with primary and support agencies conducting state mass care.
- 3. Coordinate with SEOC liaison officers (LNOs) for state agency resourcing and support in accordance with support agency roles and responsibilities and based on scope and magnitude of event.
- 4. Coordinate and disseminate public information, crisis communications, educational messaging with SEOC public information officer (PIO) and Red Cross PIO.
- 5. Coordinate Red Cross reunification efforts with the National Center for Missing and Exploited Children and other national reunification service providers as outlined in IEOP Annex 7-X4, Reunification.
- 6. Coordinate Red Cross case work operations with state disaster recovery coordinator during transition to long-term recovery.
- 7. Coordinate provisions for functional needs support services with primary and support agencies conducting state mass care.
- 8. Coordinate collection, receipt, compilation and development of situational reports on alternate housing operations.
- 9. Provide JITT or site-specific training to Red Cross personnel assigned responsibilities, missions and tasks.
- 10. Coordinate notification, activation and deployment of personnel and



equipment in support of alternate housing operations.

- T. Other Agencies: General Requirements
 - 1. Identify resources, facilities and personnel available to assist in alternate housing operations.
 - 2. Coordinate notification, activation and deployment of resources, facilities and personnel available to assist in alternate housing operations.
 - 3. Monitor and advise the SEOC on sustainment requirements for resources, facilities and personnel providing alternate housing operations support.
- IV. Authorities and References
 - A. Authorities
 - 1. All authorities found in IEOP Annex 7, Mass Care
 - B. References
 - 1. Comprehensive Preparedness Guide 101 (CPG-101): Developing and Maintaining Emergency Operations Plans.
 - 2. FEMA P785, National Mass Care Strategy
- V. Attachment 1: Locations and Wrap Around Services to Consider
- VI. Attachment 2: Setting up Alternate Housing
- VII. Attachment 3: Alternate Housing Planning Template