

Illinois Emergency Operations Plan

Annex 17 - Long-Term Community Recovery

Illinois Emergency Management Agency

August 2021





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Annex 17 – Long-Term Community Recovery

- Primary Agency: Illinois Emergency Management Agency (IEMA)
- Support Agencies: Capital Development Board (CDB)
Illinois Commerce Commission (ICC)
Illinois Department of Agriculture (IDOA)
Illinois Department of Central Management Services (CMS)
Illinois Department of Children and Family Service (IDCFS)
Illinois Department of Commerce and Economic Opportunity (IDCEO)
Illinois Department of Corrections (IDOC)
Illinois Department of Employment Security (IDES)
Illinois Department of Human Rights (IDHR)
Illinois Department of Human Services (IDHS)
Illinois Department of Innovation and Technology (DoIT)
Illinois Department of Insurance (IDOI)
Illinois Department of Labor (IDOL)
Illinois Department of Natural Resources (IDNR)
Illinois Department of Public Health (IDPH)
Illinois Department of Transportation (IDOT)
Illinois Department on Aging (IDoA)
Illinois Environmental Protection Agency (IEPA)
Illinois Housing Development Authority (IHDA)
Illinois National Guard (ILNG)
Illinois State Police (ISP)
Illinois Deaf and Hard of Hearing Commission (IDHHC)
Illinois Community College Board (ICCB)
Illinois Department of Healthcare and Family Services (IDHFS)
Illinois Department of Veterans' Affairs (IDVA)
Illinois Guardianship and Advocacy Commission (IGAC)
- Support Organizations: American Red Cross (Red Cross)
- Other Agencies: General requirements for other state agencies, boards and commissions

I. Introduction

A. Purpose

1. To provide strategic and operational guidance and coordinate state and



federal support of long-term community recovery to include vulnerability reduction and mitigation.

B. Scope

1. This annex includes those capabilities necessary to assist communities affected by an incident to recover effectively, including, but not limited to:
 - a) Damage assessment;
 - b) Debris removal;
 - c) Rebuilding infrastructure systems;
 - d) Providing adequate interim and long-term housing for survivors;
 - e) Restoring health, social, and community services;
 - f) Promoting economic development; and
 - g) Restoring natural and cultural resources.
2. Recovery includes short-term, intermediate and long-term recovery.
 - a) Short-term recovery activities are those intended for the temporary restoration of critical and/or lifeline infrastructure including, emergency and temporary medical care, mass care/sheltering, debris removal for transportation routes, and implementation of force protection and security measures.
 - i) Short-term recovery activities are coordinated and managed solely through locally available resources.
 - ii) External resources from state, private, non-governmental, volunteer and faith-based organizations may-also be available.
 - b) Intermediate recovery activities are those intended to provide both temporary and permanent restoration of critical, life-line infrastructure. Intermediate recovery activities involve returning individual, families and essential government or commercial services to a functional state.
 - i) Intermediate recovery activities can be coordinated and managed solely through locally available resources.



- ii) External resources from state, private, non- governmental, volunteer and faith-based organizations may also be available.
 - c) Long-term recovery activities are those intended to address complete redevelopment and revitalization of the impacted area including, rebuilding or relocating damaged or destroyed social, economic, natural and built environment.
 - i) Long-term recovery activities are directed at a move to self-sufficiency, sustainability, and community resilience.
 - ii) Long-term recovery activities can be coordinated and managed solely through locally available resources.
 - iii) External resources from state, private, non- governmental, volunteer and faith-based organizations may also be available.
 - 3. Post Disaster Recovery Planning activities are intended to address development and implementation of plans, processes and strategies to assist local jurisdictions in post-disaster rebuilding and reconstruction. Planning activities include:
 - a) Enforcement of recovery ordinances;
 - b) Implementation and sustainment of public and private sector continuity plans;
 - c) Identification and prioritization of land and facility inventories;
 - d) Enhancements in critical and lifeline infrastructure, review and changes in zoning and building construction requirements, economic recovery, implementation of prevention, protection, mitigation and long-term vulnerability reduction programs, and
 - e) Organization of community planning committees, advisory groups or coordinating bodies.
 - 4. For the purposes of the state, Long-Term Vulnerability Reduction and Mitigation (LTVRM) is inclusive of all disaster assistance programs made available to or through state and federal agencies.
- C. Policy
 - 1. Local governments have the primary responsibility for disaster recovery



operations.

2. State agencies will fully participate in disaster recovery operations.
3. A gubernatorial proclamation is required for certain assistance programs and processes.
4. A presidential declaration is required for certain assistance programs and processes.
5. State disaster relief funding shall not be provided to private persons sustaining property damages or personal injury as a result of the disaster.
6. The Authority Having Jurisdiction (AHJ) over a resource will retain command and control of that resource throughout short-term, intermediate and long-term recovery.
7. The governor or designee will authorize and direct the use of state resources to provide support and assistance to long-term community recovery and mass care for internal and external organizations after consideration of priority and cost.
8. At the direction of the governor or designee, state agencies may be tasked with providing agency personnel in support of long-term community recovery and Population Related Disaster Services (PRDS) operations.
9. State employees and resources may be reassigned in accordance with the IEMA Act.
10. State agency personnel will be trained to the assigned mission and be made aware of potential risks involved.
11. Staff from responding agencies, organizations, mutual aid agreements and compacts are responsible for adhering to operational policies established herein.
12. All services will be provided without unlawful discrimination as defined by the Illinois Human Rights Act.
13. Impacted communities will require state assistance to develop and implement Post Disaster Recovery Plans (PDRP) to address restorative efforts directed at prevention, protection, mitigation and long-term vulnerability reduction.
14. Response and LTVRM operations will incorporate operational priorities



that include, but are not limited to:

- a) Life,
- b) Safety, and health;
- c) Property protection;
- d) Environmental protection;
- e) Restoration of essential utilities;
- f) Restoration of essential program functions, and
- g) Coordination as appropriate.

15. Recovery LNOs will report to the State Emergency Operations Center (SEOC) as directed by the SEOC Manager.

D. Situation Overview

1. A natural, human-caused or technological disaster has occurred resulting in the need for implementation of this annex.
2. A gubernatorial proclamation, presidential disaster declaration, Small Business Administration (SBA) or other federal declaration are in place.
3. The SEOC has transitioned state supported operations from the SEOC Manager to the State Coordinating Officer (SCO).

E. Assumptions

1. State assistance will be requested by impacted jurisdictions.
2. Federal assistance will required be to assist in recovery and PRDS.
3. Ad-hoc mutual aid agreements, memoranda of understanding, memoranda of agreement, intergovernmental agreements, compacts and service agreements will be required.

II. Concept of Operations

A. General

1. State supported operations are scalable and modular based on the scope and magnitude of event and capability and capacity of the AHJ.



2. The SEOC will coordinate integration of state agencies, private sector resources, non-governmental, voluntary and faith-based organizations required for LTVRM operations.
 3. LTVRM operations will be coordinated through the SEOC in accordance with the IEOP.
- B. Notification, Alert and Warning (NAW)
1. SEOC NAW of SEOC liaisons will be handled in accordance with IEOP Base Plan A-X, Notification, Alert and Warning.
 2. Primary and support agencies are responsible for internal and support partner notification.
 3. The SEOC will notify the Serve Illinois LNO and share information.
- C. Activation
1. The SEOC will provide state support through activation of identified LNOs in accordance with SEOC Manager and Coordination SOP.
 2. The SEOC Manager and SCO will determine staffing levels necessary.
- D. Communications
1. Communications throughout response and recovery will be conducted in accordance with SOPs and managed using established procedures, processes and policies outlined in IEOP Annex 3, Communications.
 2. Communications will be compliant with the National Incident Management System (NIMS), utilizing clear-text and frequencies coordinated with the SEOC.
- E. Resource Management and Logistics
1. Resource management and logistics will be carried out in accordance with IEOP Annex 9, Resource Management.
 2. Resource management includes mutual aid agreements, assistance agreements, the use of special federal and state teams, and resource mobilization protocols.
- F. Reporting Requirements
1. Upon activation of the SEOC, all SEOC LNOs for agencies having a role in



LTVRM operations will compile and disseminate situational reports.

2. SEOC information, intelligence and situation reporting will be conducted in accordance with the SEOC Situation and Rapid Needs Assessment SOG.

G. Implementation Requirements

1. Notification, activation, deployment, coordination, implementation and sustainment of state resources in support of LTVRM will be approved and coordinated through the SEOC.
2. Implementation of state supported LTVRM operations is predicated on SEOC approval of a request from a local government, private sector organization or state agency, and prior to implementation, coordination and sustainment requirements of LTVRM operations must be fully addressed.

H. State Recovery Priorities

1. When disaster strikes, local governments will always be the first to respond. When needs are beyond local government capabilities, state assistance for recovery support will be requested. The state's priorities for short-term and long-term recovery are as follows:

a) Short-term Recovery Priorities:

- i) Life safety;
- ii) Search and rescue;
- iii) Debris removal to effect higher priority missions (life safety, evacuation);
- iv) Main transportation and evacuation routes;
- v) Secondary transportation routes and staging areas;
- vi) Tertiary transportation routes and staging areas;
- vii) Implementation and maintenance of site security;
- viii) Temporary restoration of critical infrastructure (order of priority);
- ix) Power restoration;



- x) Potable water;
 - xi) Wastewater collection and treatment facilities and equipment;
 - xii) Telecommunications (telephone, fiber, voice, data);
 - xiii) Debris removal not required for immediate life, safety and evacuation missions;
 - xiv) Temporary health and welfare;
 - xv) Shelter, food and medical assistance;
 - xvi) Permanent debris removal and relocation;
 - xvii) Debris categorization;
 - xviii) Debris estimation;
 - xix) Site selection, approval and disposal;
 - xx) Preservation and securing of crime scene evidence and localized areas of interest, and
 - xxi) Delivery of Critical Incident Stress Debriefing (CISD) to responders and citizens.
- b) Long-term Recovery Priorities
- i) Permanent restoration of critical infrastructure;
 - ii) Providing temporary/interim and long-term housing;
 - iii) Repairing or replacing private property through established aide programs;
 - iv) Providing human services;
 - v) Repairing or replacing public property;
 - vi) Permanent debris removal/management;
 - vii) Economic recovery through established programs, and
 - viii) Hazard mitigation.



I. Organization

1. Direction & Control

- a) State agencies and external organizations retain operational control of their LTVRM resources.
- b) The SEOC is the single point of coordination for state support of LTVRM operations.
- c) For the purposes of unity of command, coordination and management of the SEOC, the SEOC Manager will transfer command to the SCO at the cessation of short-term recovery efforts.

2. Coordinating Elements

- a) SEOC NAW of SEOC LNOs will be handled in accordance with IEOP Annex 3, Communications, Appendix X-1, Notification, Alert and Warning.
- b) State Unified Area Command (SUAC) and State Area Command (SAC) elements may be deployed by the SEOC to coordinate information and resource requirements.
- c) One or more Lines of Effort (LOE) may be implemented by the SEOC for specific strategic action planning for LTVRM or LTVRM sub-functions.
 - i) LOE are responsible for short-term, intermediate and long-term operational planning and coordination and resource allocation.
 - ii) LOE operate as strategic planning and coordinating elements of the SEOC and do not play an operational role.
 - iii) Additional agency staff will be assigned to LOE based on the level of activation established by the SEOC.
 - iv) Strategic and operational guidance on LOE operations can be found in IEOP Base Plan A-4, Lines of Effort - Coordination and Management.

3. Federal Coordination

- a) SEOC LNOs, state agencies, boards and commissions will



coordinate with federal counterparts in accordance with their enabling authority.

III. Roles and Responsibilities

A. American Red Cross (Red Cross)

1. Assist in the closing of emergency shelters and transitioning into intermediate housing.
2. Establish and maintain public information, messaging and education for the impacted population in concert with the IEMA PIO.
3. Support ongoing feeding operations.
4. Assist in distribution of emergency supplies.
5. Support reunification efforts in coordination with community partners.
6. Provide mass care support for evacuees.

B. Capital Development Board (CDB)

1. Coordinate administrative processes for construction of temporary mass care facilities and temporary housing.
2. Assist in providing qualified staff or contractors to inspect the structural safety of mass care facilities.

C. Illinois Board of Higher Education (IBHE)

1. Coordinate ongoing use of colleges and universities for LTVRM.
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 with LTVRM.

D. Illinois Community College Board (ICCB)

1. Coordinate the use of community colleges as mass care facilities.
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 LTVRM.



- E. Illinois Commerce Commission (ICC)
 - 1. Coordinate with power, natural gas, and landline telecommunications utility companies to arrange for high priority restoration of services.
 - 2. Assist in coordinating the transportation of emergency supplies by rail.
- F. Illinois Deaf and Hard of Hearing Commission (IDHHC)
 - 1. Provide interpreters for the deaf and hard of hearing.
- G. Illinois Department of Agriculture (IDOA)
 - 1. Coordinate veterinary care, treatment, shelter and other essential services to household pets and service animals.
 - 2. Coordinate the use of state and county fairgrounds as LTVRM facilities.
- H. Illinois Department of Central Management Services (CMS)
 - 1. Assist the SCO and SEOC Finance LNO in the coordination and management of financial and administrative operations.
 - 2. Assist the SCO and SEOC Finance LNO in coordination of procurement of and contract for goods and services approved by the SEOC.
 - 3. Assist in identifying translators and interpreters.
 - 4. Provide mobile vehicle maintenance through traveling mechanics.
 - 5. Coordinate the use of CMS-managed state facilities and property, including state fuel depots and garages.
 - 6. Assist in recruiting state employees available for assignment at LTVRM facilities.
 - 7. Coordinate the purchase of state and federal surplus resources.
- I. Illinois Department of Children and Family Services (DCFS)
 - 1. Assist with placement of unaccompanied minors over whom DCFS has legal custody.
 - 2. Coordinate financial assistance provision for youth in state care.
 - 3. Provide for youth support services for youth in state care.



4. Support coordination of emergency day care services.
 5. Provide subject matter experts, and personnel with specialized training necessary for child protective services.
- J. Illinois Department of Commerce and Economic Opportunity (DCEO)
1. Provide information on available housing, lodging and commercial space.
- K. Illinois Department of Corrections (IDOC)
1. Provide offender labor to assist with LTVRM activities.
 2. Coordinate assignment of external resources and personnel with specialized skills (e.g., food service staff, mental health personnel, health care personnel and logistics staff).
- L. Illinois Department of Healthcare and Family Services (IDHFS)
1. Coordinate the provision of durable medical equipment from network providers.
 2. Provide lists of individuals in the Medicaid program who have been issued durable medical equipment.
- M. Illinois Department of Human Services (IDHS)
1. Coordinate placement and support for clients and customers in IDHS facilities.
 2. Support assignment of external resources and personnel with specialized skills (e.g., food service staff, mental health personnel, health care personnel, private care attendants and logistics staff).
 3. Assist in identifying translators, interpreters and staff experienced in communicating with those with functional needs and other diverse populations.
 4. Provide support and coordination for existing programs:
 - a) Women, Infants and Children (WIC) program
 - b) The Crisis Assistance Program
 - c) The Disaster Supplemental Food Assistance Program (DSNAP)



- d) Alcohol and Other Drug Abuse (AODA) services
- 5. Support coordination of emergency day care services.
- N. Illinois Department of Innovation and Technology (DoIT)
 - 1. Provide telecommunications support and technical assistance for LVVRM facilities operated by state agencies.
 - 2. Coordinate the use of state Information Technology Services (ITS) to assist in family reunification for state agencies.
- O. Illinois Department of Natural Resources (IDNR)
 - 1. Coordinate the use of state parks and IDNR facilities in support of LTVRM operations.
 - 2. Provide logistical support and boat/snowmobile transportation of LTVRM supplies, personnel and equipment.
 - 3. Provide IDNR staff and support to LTVRM facilities.
- P. Illinois Department of Public Health (IDPH)
 - 1. Provide technical assistance in assessing and evaluating threats to public health, public welfare and the environment during LTVRM.
 - 2. Coordination of the following:
 - a) Health care facilities;
 - b) Local health departments;
 - c) Emergency medical services;
 - d) Medical mobile support teams, and
 - e) Access and Functional Needs (AFN)
 - f) Other requested medical resources.
 - 3. Assist with the procurement of potable water, ice and portable toilets.
 - 4. Provide information to the public on health and safety issues.
 - 5. Coordinate public information and rumor control with internal and external partners.



6. Collaborate with health care providers to ensure medical services are available.
 7. Collaborate with local public health providers to ensure public health services are available.
 8. Provide technical assistance for shelter operations including food safety, safe drinking water, sanitary waste disposal, vector control and structural pest control management.
 9. Assist with determining appropriate alternate medical care facilities for those persons determined not to be medically appropriate for placement in congregate care facilities established for the general population.
 10. Coordinate activation of mutual aid agreements for disaster medical providers.
- Q. Illinois Department of Transportation (IDOT)
1. Provide transportation support for LTVRM activities.
 2. Provide intelligence regarding transportation issues.
 3. Assist in identifying and locating facilities near state-owned transportation systems.
 4. Provide storage of LTVRM supplies.
 5. Provide IDOT road information radio system and emergency highway signs to broadcast critical information.
- R. Illinois Department of Veterans' Affairs (IDVA)
1. Coordinate the use of Illinois Veterans' Homes and IDVA facilities in support of LTVRM operations.
 2. Assist in the coordination of assistance to veterans.
- S. Illinois Department on Aging (IDoA)
1. Support state and federal disaster assistance programs.
 2. Provide Functional Needs Support Services (FNSS) for elderly populations.
 3. Coordinate and manage contact with elderly populations and caregivers in the community.



4. Support identification and provision of specialized personnel at designated LTVRM facilities.
- T. Illinois Emergency Management Agency (IEMA)
1. Coordinate request for federal assistance.
 2. Implement and staff disaster assistance programs.
 3. Coordinate public information activities related to LTVRM.
 4. Provide staff for the Joint Field Office (JFO).
- U. Illinois Environmental Protection Agency (IEPA)
1. Provide technical assistance on operating and assessing public water supply and wastewater treatment infrastructure.
 2. Provide expertise on assessing and evaluating threats to public health, public welfare and the environment.
- V. Guardianship and Advocacy Commission (GAC)
1. Support and advocate for the rights of persons with specific developmental disabilities through:
 - a) Providing lists of clients living in impacted areas;
 - b) Providing legal counsel to victims;
 - c) Assuming legal guardianship where necessary and appropriate, and
 - d) Coordinating investigations of complaints alleging violations of victims' rights
- W. Illinois National Guard (ILNG)
1. Provide logistical support and air/ground transportation of LTRVM supplies, personnel and equipment for disaster assistance.
 2. Coordinate provision of resources for humanitarian aid and well-being services, life essential needs, and security and protection.
- X. Illinois State Board of Education (ISBE)
1. Coordinate the acquisition and transportation of United States



Department of Agriculture (USDA) commodity foods.

2. Coordinate assignment of external resources and personnel with specialized skills.

Y. Illinois State Police (ISP)

1. Provide security for LTVRM activities.
2. Coordinate the use of law enforcement mutual aid resources in support of LTVRM.
3. Coordinate with the Department of Juvenile Justice on assignment of personnel with specialized training in juvenile services, including services for unaccompanied minors.

Z. Illinois Secretary of State (SOS)

1. Coordinate use of State Capitol Complex facilities for LTVRM activities.
2. Provide assistance in the replacement of state identification, including drivers' licenses, state ID cards, vehicle titles and license plates.
3. Provide for the issuance of specialized identification for restricted access to LTVRM locations and activities.

AA. Other State Agencies

1. Provide personnel and critical resources to support LTVRM activities, as requested by the SEOC Manager.

IV. Authorities and References

A. Authorities

1. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (P.L.93-288), as amended
2. The Disaster Mitigation Act of 2000 (P.L. 106-390), as amended
3. The Post Katrina Emergency Management Reform Act of 2006 (P.L.109-295), as amended
4. Sandy Recovery Improvement Act of 2013 (P.L. 113.2), as amended
5. The Single Audit Act of 1984 (P.L. 98-502, as amended), as amended



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6. 13 CFR Part 123, Small Business Administration Disaster Loan Program
 7. CFR Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (for disasters on or after December 26, 2014)
 8. 44 CFR Part 13, Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments (for disasters on or before December 25, 2014)
 9. 44 CFR Part 206, Federal Disaster Assistance, as amended
 10. The Illinois Emergency Management Agency Act (20 ILCS 3305/), as amended
 11. The Disaster Relief Act (15 ILCS 30/1-3), as amended
- B. References
1. The Illinois Emergency Operations Plan (IEOP)
 2. Illinois Natural Hazard Mitigation Plan (INHMP)
 3. State of Illinois, Hazard Mitigation Grant Program Administrative Plan
 4. State of Illinois, Public Assistance Program Administrative Plan
 5. State of Illinois, Individuals and Households State Administrative Plan
 6. National Response Framework (NRF)
 7. National Disaster Recovery Framework (NDRF)