



**STATE OF ILLINOIS**

**DISASTER RECOVERY PLAN**

**June 2015**

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## **Foreword**

The Illinois Disaster Recovery Plan was developed in cooperation with the Office of Governor, executive departments and agencies, the Illinois Terrorism Task Force and the American Red Cross. The Illinois Disaster Recovery Plan describes priorities, processes, programs and responsibilities related to recovery operations following a major disaster in Illinois.

The Illinois Disaster Recovery Plan facilitates the delivery of state assistance to support citizens, local governments and the private sector as they conduct recovery functions of a major disaster. It is designed to supplement and support local recovery efforts and it describes how state agencies coordinate and facilitate the delivery of federal disaster assistance programs.

The Illinois Disaster Recovery Plan will continue to be reviewed and enhanced. Comments and suggestions are welcome and should be forwarded to my attention at the address below.

Jennifer Ricker, Interim Director  
Illinois Emergency Management Agency

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**ILLINOIS DISASTER RECOVERY PLAN**

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Acronyms

## RECORD OF CHANGES

When changes are made to this plan, the following procedures will be followed.

1. Changes will be completed by the Illinois Emergency Management Agency after a review has been completed with the appropriate primary and support agencies affected by the changes. Revised documents will be posted to the IEMA website.
2. An e-mail notice will be issued indicating a revised or new document has been posted to the IEMA website.
3. When a change is made, an entry will be made in the following log.

CHANGE NUMBER	DATE ENTERED	PAGES OR SECTIONS CHANGED	ENTERED BY
1	July 25, 2012	Table of Contents updated to reflect the addition of the Disaster Housing Annex; Section III, D. Authorities and References updated to include a reference to the National Disaster Recovery Framework; Table 1, Primary and Support Agencies for each Recovery Plan Annex updated to reflect Disaster Housing Annex primary and support agencies; Annex I, Disaster Housing, added to the Plan; Annex C, Individual Assistance, updated to reflect Disaster Housing functions; Annex B updated to remove the Appendices which contained templates for disaster letters; Acronyms updated.	DA&P/JSP
2	July 01, 2013	Review only, no update required	DR3/JSP
3	June, 2015	Update – Complete – Organizational	DR3/SPC

## **Disaster Recovery Plan**

### **I. Executive Summary**

The State of Illinois Disaster Recovery Plan was developed to guide the state's recovery operations following a major disaster. Short-term recovery activities outlined in the Illinois Disaster Recovery Plan are consistent and simultaneous with the response activities described in the Illinois Emergency Operations Plan (IEOP). In the Illinois Disaster Recovery Plan (IDRP), short-term and long-term priorities are established, processes are described and the methods to obtain resources are identified. Some recovery activities addressed in the short-term phase may continue on in the long-term phase, such as restoration of critical infrastructure and debris removal/management. Some activities are considered to be primarily long-term functions, such as repairing/replacing private property and providing human services such as crisis counseling and disaster unemployment assistance.

Many state agencies are involved in short-term and long-term restoration of the various segments of critical infrastructure. In accordance with the IEOP, it is the responsibility of these state agencies to develop and maintain procedures to support their recovery operations. Each agency maintains its own internal control structure and organization during disaster recovery operations while functioning within the overall concept of operations described in the Illinois Disaster Recovery Plan.

Hazard mitigation is considered a long-term recovery priority. Following a disaster during the long-term recovery process, there are many opportunities to implement hazard mitigation projects. In addition to the opportunity, funding is available and the affected community is interested in reducing the impact of future disasters. Potential mitigation opportunities are identified in the *State of Illinois Multi-Hazard Mitigation Plan*. These opportunities include removing homes from areas that flood repeatedly, constructing safe rooms and encouraging wind resistant construction.

The IDRP is exercised in accordance with Illinois' Comprehensive Exercise Program Manual. Evaluation of the Recovery Plan also occurs during and after actual recovery operations. Lessons learned during these exercises and actual recovery operations are used during the update of the Plan. In addition, updates of the Recovery Plan incorporate changes made necessary by new technology, new recovery operation methods and additional capabilities.

### **II. Introduction**

Local governments have the capability and responsibility to conduct and support recovery operations following a disaster or emergency. State assistance is available if the disaster or emergency exceeds the capabilities of the local government. Supplemental Federal assistance may be necessary.

This supplement to the Illinois Emergency Operations Plan (IEOP) outlines the responsibilities and actions of state agencies involved in short-term and long-term disaster recovery efforts when state assistance is required.

The State of Illinois will provide recovery support and equipment for those local governments that have been overwhelmed by a disaster. The Illinois Emergency Management Agency (IEMA) will be the primary state coordinating agency for disaster recovery efforts within the State of Illinois. Recovery efforts will be coordinated with participating local, state, and federal agencies and private organizations. The governor will determine the level and duration of state recovery efforts.

A. Purpose

1. The purpose of the IDRP is to provide a conceptual overview of state recovery operations. This Plan will serve to identify the responsibilities and resources of each state agency participating in disaster recovery.
2. The IDRP considers and identifies both short-term and long-term recovery tasks. State agency responsibilities relating to short-term recovery are also included in the Emergency Support Function (ESF) annexes of the IEOP, Concept of Operations. Long-term recovery operations are addressed within various state supplements referenced in this Recovery Plan.
3. The IDRP incorporates applicable provisions of the National Response Framework (NRF), National Disaster Recovery Framework (NDRF), and is consistent with the National Incident Management System (NIMS).

B. Scope

1. Disaster assistance programs made available after Gubernatorial Proclamations and Presidential Disaster Declarations are implemented in accordance with provisions of the Robert T. Stafford Disaster Relief Act and Emergency Assistance Act, P.L. 93-288 as amended, the Disaster Mitigation Act of 2000, the Post Katrina Emergency Management Reform Act of 2006, Federal Emergency Management Agency (FEMA) regulations, the National Response Framework, National Disaster Recovery Framework, and State Administrative Plans for the Individuals and Households Program (IHP), the Small Business Administration (SBA) Disaster Loan Program, the Public Assistance Program, and the Hazard Mitigation Grant Program.
2. Long-term recovery is handled through state and federal agencies in accordance with their statutory authorities or through special task forces established by state and federal officials.



3. The State Recovery Manager, by direction of the IEMA Director, will coordinate recovery activities from such facilities as may be appropriate.
4. As a result of a Presidential Declaration of emergency or major disaster, a Joint Field Office (JFO) with supporting federal personnel will also be activated. The State Recovery Manager may co-locate at the JFO.

#### C. Situation

1. The State of Illinois covers an area of 56,400 square miles. The State is approximately 385 miles long and 218 miles wide. Illinois ranks as the 25<sup>th</sup> largest state in reference to total land and water area in the nation. Illinois contains over 55,583 square miles of land with approximately 700 square miles of inland water. Illinois has 1,095 miles of navigable waterways that either border or pass through the state. Elevations in the State range from the lowest level at the Mississippi River at Cairo (279 feet above mean sea level) to the highest point Charles Mound (1,235 feet above mean sea level). The largest cities in Illinois are: Chicago, Aurora, Rockford, Joliet, Naperville, Springfield, and Peoria. The State of Illinois is bordered by the states of Indiana, Iowa, Kentucky, Missouri, Wisconsin, and Michigan (in Lake Michigan).
2. Based on 2010 U.S. Census Bureau data, the population of Illinois is estimated at 12,830,632 making Illinois the most populous state in the Nation. Cook is the largest county with a population of 5, 194,675. The other counties in the top five populations include: DuPage (916,924), Lake (703,362), Will (677,560) and Kane (515,269). Children age 19 and under account for 27.3% of the population (3,496,522). Elderly age 60 years and over is 17.7% of the population (2,274,642).
3. The State of Illinois has 2,185 interstate miles making Illinois the third ranking state in the U.S. There are an additional 15,989 miles of state highways and 7,796 bridges making the interstate route accessible across the entire state. Illinois is at the center of the nation's rail network. It has a rail network consisting of approximately 9,982 miles of railroad track. The state has approximately 107 public/private airports with over 4,800 registered aircraft. Chicago's O'Hare International Airport ranks among the top 10 in North America and in the top 25 of the world in terms of its annual air cargo, with a total of 1.5 million tons.

#### D. Participating Organizations

The listed state agencies are potential candidates for state recovery tasking. Recovery efforts are not necessarily limited to listed agencies. Any state agency may be tasked by the Governor to assist in recovery actions.

1. American Red Cross

2. Illinois Capital Development Board
3. Illinois Commerce Commission
4. Illinois Department of Agriculture
5. Illinois Department of Central Management Services
6. Illinois Department of Children & Family Services
7. Illinois Department of Commerce and Economic Opportunity
8. Illinois Department of Corrections
9. Illinois Department of Employment Security
10. Illinois Department of Human Rights
11. Illinois Department of Human Services
12. Illinois Department of Insurance
13. Illinois Department of Labor
14. Illinois Department of Military Affairs
15. Illinois Department of Natural Resources
16. Illinois Department of Public Health
17. Illinois Department of Transportation – Highways
18. Illinois Department on Aging
19. Illinois Emergency Management Agency
20. Illinois Environmental Protection Agency
21. Illinois Historic Preservation Agency
22. Illinois Housing Development Authority
23. Illinois State Police

E. 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)
3. The Post Katrina Emergency Management Reform Act of 2006 (P.L.109-295)
4. Sandy Recovery Improvement Act of 2013 (P.L. 113.2)
5. National Response Framework, as amended
6. National Disaster Recovery Framework, as amended
7. The Single Audit Act of 1984 (P.L. 98-502, as amended)
8. 13 CFR Part 123, Small Business Administration Disaster Loan Program
9. 2 CFR Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (for disasters on or after December 26, 2014)
10. 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)
11. 44 CFR Part 14, Administration of Grants: Audits of State and Local Governments (for disasters on or before December 25, 2014)
12. 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared on or after November 23, 1988
13. The Illinois Emergency Management Agency Act (20 ILCS 3305/)
14. The Disaster Relief Act (15 ILCS 30/1-3)

F. References

1. The Illinois Emergency Operations Plan (IEOP), as amended
2. Illinois Natural Hazard Mitigation Plan (INHMP), as amended
3. State of Illinois, Hazard Mitigation Grant Program Administrative Plan, as amended

4. State of Illinois, Public Assistance Program Administrative Plan, as amended
5. State of Illinois, Individuals and Households State Administrative Plan, as amended
6. SIRC DR3 Position (Liaison) Guides

### **III. Assumptions**

- A. Large scale disasters will occur in Illinois.
- B. Local governments have the primary responsibility for disaster recovery operations.
- C. State assistance may be required to help disaster areas recover and return to normal operations.
- D. State agencies will participate in disaster recovery operations to the fullest extent possible.
- E. Federal assistance may be required to effectively respond to and recover from a disaster.
- F. The President of the United States may declare a major disaster or emergency and federal assistance may become available to supplement state and local operations.

### **IV. Plan Development and Maintenance**

1. The IDRP serves as the planning centerpiece for recovery functions. The plan update process includes providing information to IEMA staff, SIRC agency liaisons, mutual aid partners and other state agencies that may have input regarding plan changes. Input is collected from identified entities to enhance the plan based on past disasters, exercises or changes in technology and/or resource requirements. Revisions are based on a thorough review by participating agencies of their assigned responsibilities. Changes are provided to IEMA planning staff for resolution and incorporation into the IDRP.
2. The IDRP is updated a minimum of every two years. Plan updates occur on odd number years.

### **V. Concept of Operations**

The Disaster Relief Act (15 ILCS 30/) provides for funding to be appropriated to a State Disaster Relief Fund. The fund may be used for the payment of emergency employees;

the Illinois National Guard when called to active duty; disaster-related expenses of state agencies; and the emergency purchase or renting of equipment and commodities. Funding shall not be provided to private persons sustaining property damages or personal injury as a result of the disaster.

Recovery resources will be directed through the State Incident Response Center (SIRC) in accordance with IEOP, Emergency Support Function (ESF) 7 Annex, Resource Support.

State agencies may provide additional disaster assistance, including personnel, equipment and materials necessary to clean up and dispose of disaster-related debris. The responsibilities for individual agencies to provide short-term recovery assistance are included in the IEOP.

Actions by IEMA recovery staff will be in accordance with Guides cited as reference documents in the attachments and annexes to this plan.

Table 1 identifies primary and support agencies for each Recovery Plan Annex.

## **VI. Attachments**

- A. Short-term Recovery Strategy
- B. Long-term Recovery Strategy

## **VII. Annexes**

- A. Damage Assessment
- B. Supplemental Federal Disaster Assistance
- C. Individual Assistance
- D. Public Assistance
- E. Mitigation Assistance
- F. Debris Removal
- G. Volunteer and Donations Management
- H. Critical Infrastructure Restoration
- I. Disaster Housing

Acronyms

**Table 1: Primary and Support Agencies for Each Recovery Plan Annex**

	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>	<b>G</b>	<b>H</b>	<b>I</b>
	Damage Assessment	Supplemental Fed. Disaster Assistance	Individual Assistance	Public Assistance	Mitigation Assistance	Debris Removal	Volunteers/ Donations	Critical Infrastructure Restoration	Disaster Housing
American Red Cross	S		S				S		
IL Capital Development. Board	S		S	S	S				S
IL Commerce Commission								P	
IL Department of Agriculture					S		S	P	
IL Department of Central Management Services							S		
IL Department of Children & Family Services									S
IL Department of Commerce & Economic Opportunity			S		S				
IL Department of Corrections						S	S		
IL Department of Employment Security			S						
IL Department of Human Rights									S
IL Department of Human Services	S		S				S		S
IL Department of Insurance			S						
IL Department of Labor				S		S			
IL Department of Military Affairs						S	S		
IL Department of Natural Resources					S	S		P	
IL Department of Public Health			S				S	P	S
IL Department of Transportation - Highways	S			S		S	S	P	
IL Department on Aging	S		S						S
IL Emergency Management Agency	P	P	P	P	P	P	P	S	P
IL Environmental Protection Agency	S			S	S	S		P	
IL Historic Preservation Agency			S	S	S				
IL Housing Development Authority			S						P
IL State Police							S		
Voluntary Organizations Active in Disaster							S		

**P = Primary**

**S = Support**

## Short-term Recovery Strategy

### I. Overview

Short-term recovery can best be defined as those actions, taken by responders, to address and provide for the essential and immediate needs of both the communities and citizens in Illinois in the aftermath of a disaster. For the purposes of this document, short-term recovery and response are synonymous. This is because many short-term recovery efforts begin during the immediate response phase.

Short-term recovery is initiated as soon as practical in order for communities to begin efforts necessary to recover and rebuild after an event. Short-term recovery begins with local emergency responders. Events may require activation of the Illinois Emergency Management Agency (IEMA) regional coordinator(s), other state officials/representatives, and/or forward liaison teams. These individuals/teams complete a Rapid Needs Assessment (RNA) in order to form a Common Operating Picture (COP). The RNA information and other pertinent information is reported back to the State Incident Response Center (SIRC). The rapid needs assessment may drive or partially drive the response to an event and short-term recovery. The rapid needs assessment can also be used to determine if and to where State Forward Operating Base (SFOB) and/or Area Command (AC)/Unified Area Command (UAC) operations should be activated and/or deployed. Once the SFOB and/or AC/UAC is deployed and staged, agency representatives act as liaisons to these areas of operation. Liaisons function by streaming data and requests to the appropriate levels and ensuring the coordinated and seamless transfer of such information.

In general, the priority for short-term recovery following major disasters in the state is to provide assistance to the affected local governments to restore vital services in the transition period between the actual event response and long term recovery. The specific short-term recovery priorities for the state of Illinois, which are listed in this document, are dependent on the scope and magnitude of the event.

Short-term recovery activities usually begin with the establishment of a SFOB and/or AC/UAC to direct and control the activities of the first response organizations; assignment of priorities for response; and, generation of requests for resources. Other activities include conducting rapid needs assessment, resolving life safety issues, search and rescue operations, restoring critical infrastructure, and ensuring health and welfare. Additional functions of the SFOB, AC/UAC and/or Forward Liaison Teams are outlined in the IEOP, Attachment 1 to the Basic Plan. Eventually, there is a transition to state long-term recovery staff, local area commanders, or federal representatives and a return of designated areas to the appropriate authorities/owners.

## II. Short-term Recovery Priorities

The state's priorities for short-term recovery are listed below in order of priority. These priorities are categorized and classified by the scope and magnitude of the event. Not all priorities listed may be addressed following an event but will be addressed as appropriate. The Unified Area Commander and designated Unified Area Command staff determine the categorization and classification of strategic and policy-level priorities throughout the life of an event that is considered response and short-term recovery. Additional detail for each priority can be found in III-Implementation of Priorities.

1. Life safety, search and rescue
2. Debris removal to effect higher priority missions (life, safety, evacuation)
  - a. Main transportation and evacuation routes
  - b. Secondary transportation routes and staging areas
  - c. Tertiary transportation routes and staging areas
3. Implementation and maintenance of site security
4. Temporary restoration of critical infrastructure (order of priority)
  - a. Power restoration
  - b. Potable water
  - c. Waste water collection and treatment facilities and equipment
  - d. Telecommunications (plain old telephone system, fiber, voice, data)
5. Debris removal not required for immediate life, safety, and evacuation missions
6. Temporary health and welfare
7. Shelter, food, and medical assistance
8. Permanent debris removal and relocation
  - a. Debris categorization
  - b. Debris estimation
  - c. Site selection, approval and disposal
9. Preservation and securing of crime scene evidence or localized areas of interest
10. Delivery of Critical Incident Stress Debriefing (CISD) to responders and citizens



### III. Implementation of Priorities

1. Life safety, search and rescue

Life safety issues are the highest priority of the State of Illinois, for both citizens and responders, following a disaster. Upon request and/or notification of an incident resulting in loss of life or injury to civilian and/or responder population, the state of Illinois will implement the Illinois Emergency Operations Plan (IEOP) as necessary. Activation of the IEOP, SIRC, and SFOB and/or AC/UAC are determined by the scope and magnitude of the event. Consideration is given to the inability of the affected local governments to respond to the disaster area, the lack of available resources at the local government level, and the degree of catastrophic loss involved. This may include response without the request of a local government.

Each individual agency involved in response and short term recovery is independently responsible for life safety. Asset deployment and mission tasking is implemented in accordance with the Incident Action Plan approved by the Unified Area Commander. All activities will be conducted in accordance with the IEOP, the National Incident Management System (NIMS) and applicable state and federal regulations/guidance.

*Timeframe for Life Safety, Search and Rescue Response: Immediate upon arrival of assets - Event + 12 Hours*

2. Debris removal to effect higher priority missions (life, safety, evacuation)

- a. Main transportation and evacuation routes
- b. Secondary transportation routes and staging areas
- c. Tertiary transportation routes and staging areas

Debris removal is directly correlated to life safety and critical infrastructure. The removal of debris is crucial to maintain safe victim rescue and work conditions required by responders and citizens. Debris removal is necessary to maintain and repair critical infrastructure and plays an important role in how effective responders are in delivering unique capabilities for the restoration of essential services.

*Timeframe for debris removal to effect higher priority missions: immediate upon arrival and as needed throughout the response and recovery.*

3. Implementation and maintenance of site security

Site security at an incident, reception or staging site promotes command order, site security, and personnel accountability. Sites should never be unmanned over the course of a response; personnel should maintain standard operating procedures (SOPs) and consistently enforce requirements for security validation codes. SOPs

should include a secondary access plan for use in the event that security at primary access points becomes compromised.

*Timeframe for implementation and maintenance of site security: immediate upon arrival and, as needed throughout the response and recovery.*

4. Temporary restoration of critical infrastructure (order of priority)
  - a. Power restoration
  - b. Potable water
  - c. Waste water collection and treatment facilities and equipment
  - d. Telecommunications (plain old telephone system, fiber voice, data)

Critical infrastructure during short-term recovery predominately refers to the restoration of utilities including power, potable water and wastewater treatment infrastructure, and telecommunications networks. The Illinois Commerce Commission (ICC), Illinois Department of Transportation (IDOT), Illinois Department of Public Health (IDPH), Illinois Environmental Protection Agency (IEPA), Illinois Department of Natural Resources (IDNR), and Illinois Department of Agriculture (IDA) all have regulatory authority or responsibility for critical infrastructure.

*Timeframe for Temporary Restoration of Critical Infrastructure Response: Event + 72 Hours*

5. Debris removal not required for immediate life, safety, and evacuation missions

The type of debris deposited (limbs, metal, construction materials, etc.) determines the need for and type of debris management principles utilized. Not all debris fits into one disposal category such as land filling, burning, recycling, or chipping. Debris must be classified into categories and amounts estimated in order for proper segregation, storage, and disposal to occur.

Response personnel trained in damage assessment and debris removal understand debris management principles and estimation equations, which account for the adequate and appropriate amount of storage needed. As necessary, the SIRC and UAC can request and obtain non-state expertise to accomplish debris management objectives. Responders from IEPA, IDOT, IDNR, and IEMA participate in the classification and disposal of debris. Additional state agency representatives from agencies not listed above may be activated for damage assessment and debris management missions.

6. Temporary health and welfare

Depending on the scope and magnitude of the event, short-term recovery can encompass health and welfare issues. Initial damage assessment teams provide valuable insight into health and welfare issues. Initial damage assessment teams

expedite the process of establishing temporary shelter and medical facility needs and the amount of resources and/or mutual aid agreements that may be required for specific health and welfare missions. Reception sites such as school gymnasiums, tents, and churches may be designated areas for those without shelter or having lost contact with family members. The American Red Cross (ARC) is the primary organization responsible for establishing secondary/temporary shelter as well as providing food and applicable/approved medications.

*Time frame for temporary health and welfare: Event + 8 Hours*

7. Shelter, food and medical assistance

Mass care services during the short-term recovery phase may be provided to victims and family members at established shelter sites. Services may include sheltering, feeding operations, emergency first aid, bulk distribution of emergency items, and collecting and providing information on victims to family members.

*Time frame for shelter, food and medical assistance: Event + 8 Hours*

8. Permanent debris removal and relocation

- a. Debris categorization
- b. Debris estimation
- c. Site selection, approval and disposal

These activities begin immediately following an event and may continue into the long-term recovery phase. Public assistance funding may be available to cover some of the costs of debris management. IEMA conducts briefings for state and local governments following a Public Assistance declaration. IEMA monitors Public Assistance projects and makes payments to applicants who are repairing or replacing public property.

The Illinois Departments of Transportation, Natural Resources, Corrections and Military Affairs provide specialized personnel and equipment for debris removal. The Illinois Environmental Protection Agency (IEPA) is responsible for oversight during the removal of hazardous materials and determines whether specific regulatory disposal standards apply to the debris. IEPA also provides appropriate personnel for the oversight of debris management to insure appropriate storage and disposal.

*Timeframe for debris removal and relocation: Event +144 Hours*

9. Preserving and securing of crime scene evidence or localized areas of interest

Potential crime scenes will be maintained and minimally disturbed during the short-term response phase. First responders will take actions that are necessary for the performance of their official duties in order to preserve critical evidence while performing life saving actions and implementing the necessary protective actions for people at risk.

*Timeframe for preserving and securing of crime scene evidence or localized areas of interest: Immediate, as required*

10. Delivery of critical incident stress debriefing to responders and citizens

Critical Incident Stress Management (CISM) is a comprehensive, organized approach for the reduction and control of the harmful aspects of stress in emergency situations. Critical Incident Stress Debriefings (CISD) will be provided to responders and citizens in a timely manner based on the nature of the incident and the length of the response.

*Timeframe for delivery of critical incident stress debriefing to responders and citizens: As necessary or upon demobilization*

#### **IV. Common Operating Picture**

The Common Operating Picture (COP) process involves the following activities:

- identifying needs;
- assigning and deploying trained staff to the geographical Area of Operations (AO);
- conducting a Rapid Needs Assessment (RNA)
- analyzing disaster intelligence gathered through the RNA;
- developing specific priorities based on the short-term recovery priority list and the scope/magnitude of the event;
- continuing needs intelligence and analysis activities; and
- monitoring actions taken and the effectiveness of the plan.

Scene size-up and the prioritization of needs are crucial to effective short-term recovery; for example, temporary shelter might not be the highest priority if there is little or no structural damage to buildings. If large limbs and other debris are blocking roads, the removal of debris may become the highest priority for the timely evacuation or medical care of citizens. Similarly, if severe weather has destroyed homes presenting the need for additional shelter space and inclement weather is forecasted, temporary shelter may then become the highest priority.

If the RNA indicates local resources have been exhausted and state resources are necessary, the governor may proclaim a disaster or emergency exists in the impacted area. The Governor's Proclamation allows state resources to be used to assist the

impacted area, however, state resources can be deployed prior to the issuance of a proclamation to save lives and protect property. IEMA is responsible for coordinating the allocation of state resources.

#### **IV. Vital Resources**

Vital resources required for the short-term recovery from a specific event are determined using the “Hazard Specific Resource Matrix and Strategic Reference Cards”, which can be found in the State Incident Response Center (SIRC). The matrix and cards are developed and reviewed on an as needed basis. Resources are identified by type, quantity, capability, and primary agency.

Throughout short-term recovery, additional assets not previously identified, are available through the Illinois Emergency Management Agency Act (20ILCS3305). The Act provides for utilization of existing state assets, mutual aid and compact agreements, and for the introduction of non-state resources, such as subject matter experts/professionals and the private sector, into recovery efforts.

#### **V. Acceptable Timeframes**

Throughout the life of an incident, resources (personnel, equipment, commodities, etc.) are required to be available in a timely and efficient manner. The availability of these resources is critical for the effective conduct of response and recovery operations. Resources, as needed, are requested through the UAC, if established. If the UAC has not been established, then resources are processed through State Incident Response Center. The timeliness of the arrival of resources is dictated by several factors including the availability of the resource for callback, the prioritization of tasks/missions in relationship to all requests, the distance or speed at which a resource can safely arrive to the designated reception area, and the capability of the resource to be staffed by adequately trained and/or certified operators if the situation so dictates (see Table 1 and Table 2 for notational resource request process).

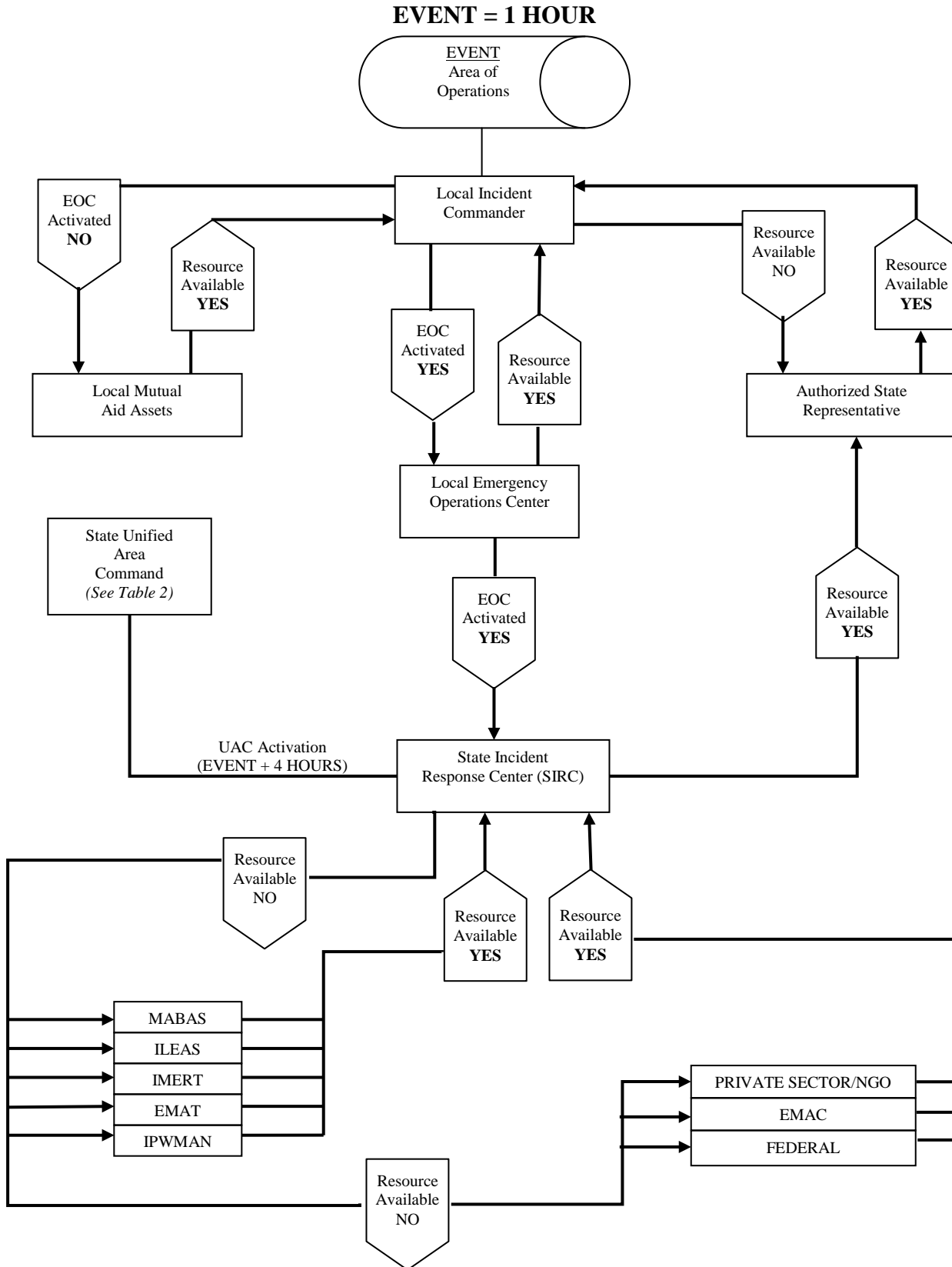
Illinois uses hazard specific performance objectives to pre-determine potential resource requirements for response/recovery. Timeframes assume 0-hour (zero) as time of event, against NADCIS (Notification, Activation, Deployment, Coordination, Implementation, and Sustainment). Illinois’ assessment of resource capability is comprised of variable analysis components outlined in the *State of Illinois Resource Management Performance Objective*.

An incident could occur that would not lend itself to the pre-determined resource and NADCIS considerations. In such cases, alternate capabilities would be considered acceptable.

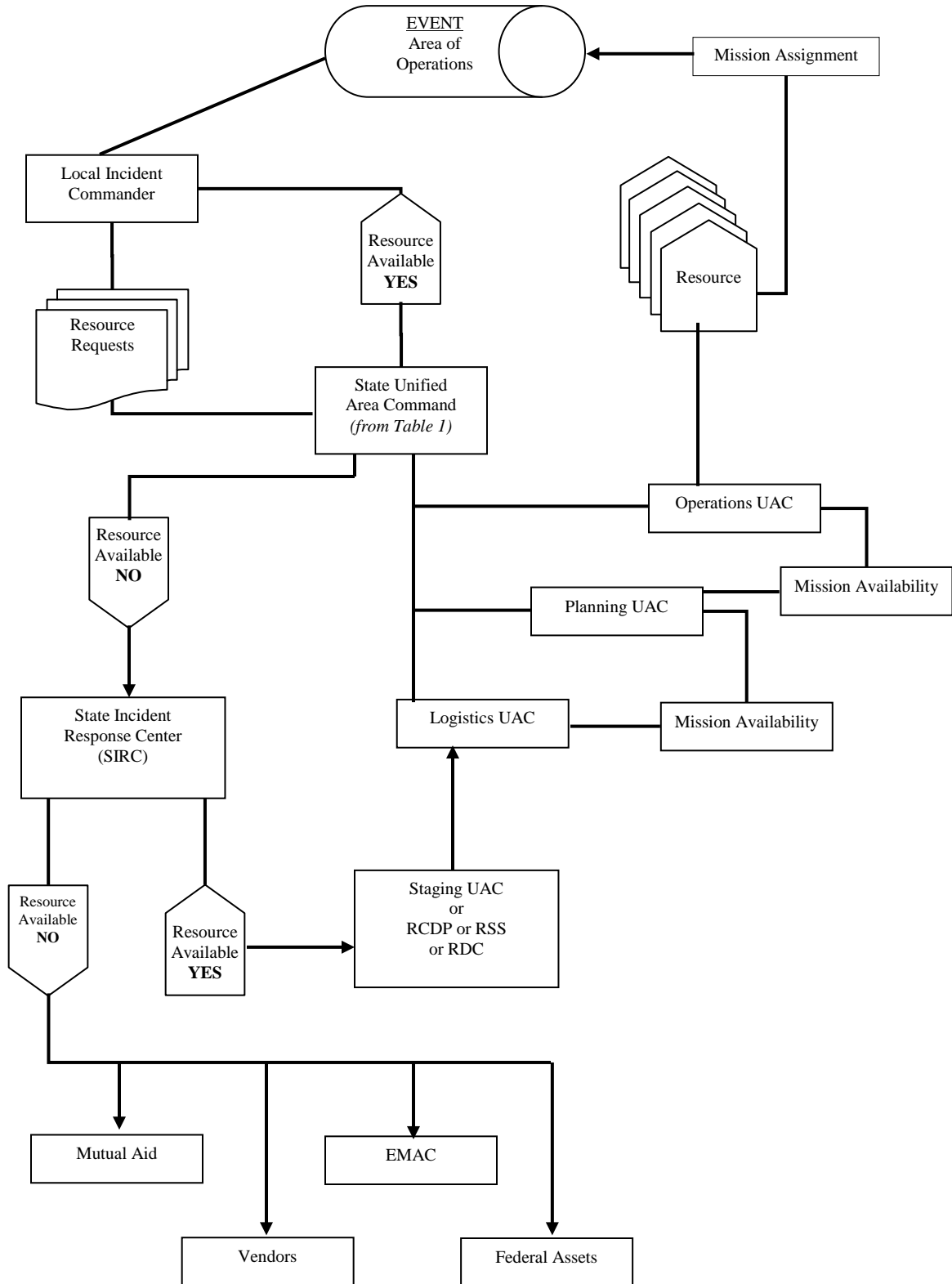
#### **VI. References**

1. Gubernatorial Proclamation -- Individual Assistance Guide, as amended

**Table 1— State Resource Management Request Pathway**



**Table 2— State Unified Command Resource Request Pathway**  
**EVENT + 4 HOURS**



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## **Long-term Recovery Strategy**

### **I. Overview**

The priority for long-term recovery following major disasters in the state is to provide assistance to the affected local governments that will lead to restoring all essential services; repairing or replacing private and public property to pre-disaster condition; and, where possible, increase the community's potential for a sustainable future. All state, federal, private sector and non-governmental organizations with the ability to contribute to the long-term recovery effort will be invited and encouraged to participate on the Illinois Long-Term Recovery Team established for the specific disaster recovery operation.

The Illinois Emergency Management Agency (IEMA) has the responsibility and capability to coordinate the overall effort of long-term recovery from disasters. All other state agencies may be involved in the long-term recovery effort depending on the nature and magnitude of the disaster and the scope of the recovery effort. Each long-term recovery effort will be customized to meet the particular needs of the community as a result of the disaster using available programs and resources or additional resources made available by executive and legislative action. The timeframe for completion of long-term recovery is totally dependent on the circumstances due to disaster type and magnitude. It is important that agencies involved in the long-term recovery effort be creative and innovative and eliminate all possible obstacles to project implementation.

State agencies have the ability to assist in the restoration of services, facilities, programs and infrastructure. In most cases, each state agency has a counterpart federal agency maintaining programs that can be implemented when the long-term recovery effort is beyond the capability of state and local governments. Federal agencies will be requested to participate in all long-term recovery efforts to maximize the success of the effort in the shortest timeframe possible. Restoration activities will be initially focused on essential services. Economic recovery and development will follow once all essential needs of individuals and families have been met

Certain agencies have expertise in various components of long-term recovery. As the recovery effort progresses, the lead state agency may change. IEMA will retain the overall coordination role throughout. This is comparable to the Incident Command concept implemented during the response and short-term recovery phases of the disaster operations as described in the Illinois Emergency Operation Plan (IEOP) - Basic Plan, Attachment 1, Illinois Disaster Management System.

Hazard mitigation is a vital function that begins during damage assessment and continues through long-term recovery and beyond. In many cases, the community that is the subject of the long-term recovery is a community that has experienced a similar disaster in the past. Flooding, historically, is the most common and costly

disaster in the state. Hazard mitigation projects are ongoing in many parts of the state and therefore, it is critical that the opportunity for long-term recovery include and be consistent with current hazard mitigation efforts. Local governments must have a FEMA approved Hazard Mitigation Plan to be eligible for hazard mitigation grant funding.

The strategy of the state of Illinois is to fully recover from all disasters using all means possible. It is well understood that due to economic conditions, availability of programs and other environmental or social factors, that a single process or approach to long-term disaster recovery cannot be established and implemented without considerable flexibility. State agencies understand their roles and responsibilities in long-term disaster recovery (see Table 1) and have been called upon numerous times over the past 30 years to work together in disasters including blizzards, ice storms, floods, tornadoes, droughts, hazardous materials spills, heat waves, and fires. All long-term recovery efforts have been successful and lessons learned have been incorporated into subsequent operations and will continue to be a key factor in the recovery strategy.

## **II. Long-term Recovery Priorities**

### **A. Restoring Critical Infrastructure**

The focus on these activities flows from Short-term Recovery to Long-term Recovery. The same organizations are responsible for the activities in both recovery phases. The Illinois Commerce Commission (ICC), Illinois Department of Transportation (IDOT), Illinois Department of Public Health (IDPH), Illinois Environmental Protection Agency (IEPA), Illinois Department of Natural Resources (IDNR), Illinois Department of Agriculture (IDA), and Illinois municipal utilities and electrical cooperatives, all have regulatory authority or responsibility for critical infrastructure. In the event of a Public Assistance declaration, funding may be available to assist with restoration of critical infrastructure. Process details can be found in the Critical Infrastructure Restoration Annex.

### **B. Providing Temporary/Interim Housing**

An Individual Assistance declaration makes the Individuals and Households Program (IHP) available to provide temporary/interim housing (hotel/rental) assistance for those affected by the disaster. The state of Illinois may provide staff to the Joint Field Office (JFO) to coordinate with the Federal Emergency Management Agency (FEMA) to administer IHP. IEMA will work with local governments to help identify housing resources. Process details can be found in the Individual Assistance Annex and the Disaster Housing Annex.

### C. Repairing or Replacing Private Property

The state of Illinois partners with FEMA to coordinate long-term housing solutions for disaster victims. Federal grants are provided to repair homes that can be repaired or to replace homes that are destroyed, up to the maximum grant amount. IEMA Individual Assistance staff works with FEMA staff at the JFO to ensure that needs are met. Process details can be found in the Individual Assistance Annex and the Disaster Housing Annex.

### D. Providing Human Services

The state of Illinois and federal agencies administer programs to provide human services to disaster victims. Process details can be found in the Individual Assistance Annex.

1. The Illinois Department of Human Services (IDHS) provides crisis counseling services. Federal grants may be available to assist with the costs of these services. IDHS is also responsible for administering the Disaster Supplemental Nutrition Assistance Program (DSNAP).
2. The Illinois Department of Employment Security (IDES) administers the Disaster Unemployment Assistance Program with funds provided by the U.S. Department of Labor.
3. The Illinois Department on Aging (IDoA) works to ensure that seniors are being assisted during and following a disaster.
4. The Illinois Department of Insurance (IDOI) addresses problems that disaster victims experience with their insurance companies.
5. The Illinois Emergency Management Agency (IEMA), in conjunction with the Federal Emergency Management Agency (FEMA), will implement required actions to request the Disaster Case Management (DCM) Program if the severity of the disaster presents a need for DCM services (short term and/or long term).

### E. Repairing or Replacing Public Property

To facilitate the repair or replacement of public property, IEMA conducts applicant briefings for state and local governments following a Public Assistance declaration. IEMA monitors Public Assistance projects and makes payments to applicants who are repairing or replacing public property. The Capital Development Board is responsible for major repairs or replacing state facilities. The Illinois Department of Labor (IDOL) ensures that work is done in compliance with applicable laws. The IEPA coordinates, integrates, and manages the overall state technical effort to detect, identify, contain, clean up, dispose of or minimize

releases of hazardous materials from public building sites. Process details can be found in the Public Assistance Annex.

#### F. Permanent Debris Removal/Management

These activities begin immediately following an event and may continue into the long-term recovery phase. Public Assistance funding may be available to cover some of the costs of debris management. IEMA conducts applicant briefings for state and local governments following a Public Assistance declaration. IEMA monitors Public Assistance projects and makes payments to applicants who are repairing or replacing public property. The Illinois Departments of Transportation, Natural Resources and Corrections provide personnel and equipment for debris removal. The IEPA is responsible for oversight during the removal of hazardous materials. The IDOL ensures that work is done in compliance with applicable laws. Process details can be found in the Debris Removal Annex.

#### G. Economic Recovery

The Illinois Department of Commerce and Economic Opportunity (DCEO) is the lead agency for coordinating state agency involvement in economic recovery in disaster areas. DCEO staff works with community officials to identify funding opportunities by utilizing grants programs in communities affected by the disaster. Small Business Administration (SBA) loans may be made available to assist businesses in recovering from economic injury and actual physical damage to buildings and inventory. IEMA staff coordinates with the SBA to administer the loan programs. Process details for the Small Business Administration's program can be found in the Individual Assistance Annex.

#### H. Hazard Mitigation

It is important to begin hazard mitigation projects while the damage from the disaster is still fresh in the minds of officials and victims. IEMA provides information to the public and local governments on mitigation opportunities as the long-term recovery occurs. IEMA coordinates mitigation activities and administers grants to local governments. The Illinois Department of Natural Resources, Office of Water Resources, is responsible for managing the state's floodplains and monitors the enforcement of floodplain regulations designed to reduce damage in future floods. The Illinois Historic Preservation Agency ensures that potential mitigation projects are in compliance with historic preservation regulations. The IEPA ensures that potential mitigation projects are in compliance with environmental regulations. The Illinois Department of Agriculture (IDA) provides information needed when a mitigation project impacts agricultural assets in the state. Opportunities for mitigation include removing homes from areas that flood repeatedly, constructing safe rooms and encouraging

wind resistant construction. Process details can be found in the Mitigation Assistance Annex.

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## **Damage Assessment**

Primary Agency	Illinois Emergency Management Agency (IEMA)
Support Agencies	American Red Cross (ARC) Illinois Capital Development Board (CDB) Illinois Department on Aging (IDoA) Illinois Department of Human Services (IDHS) Illinois Department of Transportation–Highways (IDOT-H) Illinois Environmental Protection Agency (IEPA)

### **I. Introduction**

#### **A. Purpose**

The purpose of this Annex is to describe the system and operational policies for damage assessment.

#### **B. Scope**

The provisions set forth in this Annex specify the types of damage assessment conducted, the agencies involved with damage assessment, and the conditions under which damage assessments will be conducted.

### **II. Assumptions**

A. Local governments will determine the need to conduct an Initial Damage Assessment (IDA) and report damages to IEMA.

B. State government will provide assistance to local governments, if requested.

C. The IDA will be used by IEMA to determine the need for a Preliminary Damage Assessment (PDA).

### **III. Concept of Operations**

#### **A. General**

1. The local government will conduct an Initial Damage Assessment in the area affected, using forms provided by IEMA. This Initial Damage Assessment will gather information regarding damages to public entities and residences and businesses as well as the disaster impacts on the whole community in the impacted areas. Disaster impact information conveys the stress placed on local jurisdictions and non-governmental organizations in responding to and recovering from the disaster.

2. The governor may request a Preliminary Damage Assessment be conducted to determine if a request for federal assistance is warranted. Information collected during the Preliminary Damage Assessment may be used by the state as a basis for the governor's request for an emergency or major disaster declaration. Damage assessment teams are composed of at least one representative each of the federal and state governments and the local organization. IEMA will coordinate local participation in the Preliminary Damage Assessment.
3. During the Initial Damage Assessment and Preliminary Damage Assessment, damage to residences, businesses, and/or public entities will be assessed.
4. Local governments will provide staff to assist state and federal teams in locating and identifying damages and costs.

B. Notifications

1. Local governments will notify IEMA that an Initial Damage Assessment has occurred in their jurisdiction.
2. IEMA will notify the Federal Emergency Management Agency (FEMA) that an Initial Damage Assessment has been completed and the results warrant a request for a Preliminary Damage Assessment.
3. IEMA will advise local governments of the date(s) of the Preliminary Damage Assessment and will request local personnel to be available to assist the state/federal teams.

C. Operational Structure

1. Local governments will evaluate the damage within their jurisdiction. The local government will identify areas needing additional assistance. This information will be provided to the state.
2. The state will review the information provided by the local government and, if appropriate, will conduct a Preliminary Damage Assessment to determine if federal assistance should be requested.
3. If requested by the governor, FEMA will send teams to the affected areas to conduct Preliminary Damage Assessments in coordination with local and state governments.

D. Federal Coordination

IEMA will coordinate with federal teams to conduct the Preliminary Damage



Assessment. IEMA will arrange meeting locations and local government staff support for the teams.

#### **IV. Responsibilities**

A. Primary Agency - Illinois Emergency Management Agency (IEMA):

1. IEMA will provide assistance to local governments in surveying damage, if requested.
2. IEMA will provide Initial Damage Assessment forms and instructions.
3. IEMA will compile Initial Damage Assessment information submitted by local governments to determine the need for a Preliminary Damage Assessment.
4. IEMA will advise the Governor on the need for State Disaster Proclamations.
5. IEMA will request the Preliminary Damage Assessment and coordinate logistics for the Preliminary Damage Assessment with FEMA and local governments.
6. IEMA will inform support agencies of damage assessment activities and provide damage assessment information, as appropriate.
7. IEMA will coordinate public information activities related to damage assessment activities.

B. Support Agencies:

1. American Red Cross (ARC)

The ARC will provide ARC summary damage assessment data to IEMA.

2. Illinois Capital Development Board (CDB)

CDB will maintain and provide a list of qualified building inspectors and may participate in mobile support teams.

3. Illinois Department on Aging (IDoA)

IDoA will report senior citizen issues in the impacted area.

4. Illinois Department of Human Services (IDHS)

IDHS will report mental health issues in the impacted area.

5. Illinois Department of Transportation–Highways (IDOT-H)

IDOT-H may provide staff for the Public Assistance Preliminary Damage Assessment, as requested.

6. Illinois Environmental Protection Agency (IEPA)

IEPA will assess and evaluate public water supply systems, publicly owned sewage collection and treatment systems, landfills, and other IEPA regulated sites in the impacted area.

## V. Authorities

- A. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (P.L.93-288, as amended)
- B. 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared on or after November 23, 1988
- C. The Illinois Emergency Management Agency Act (20 ILCS 3305/)
- D. The Disaster Relief Act (15 ILCS 30/1-3)

## VI. References

- A. The Illinois Emergency Operations Plan (IEOP), as amended
- B. State of Illinois, Public Assistance Program Administrative Plan, as amended
- C. Initial Damage Assessment (IDA) -- Individual Assistance Guide, as amended
- D. Preliminary Damage Assessment (PDA) -- Individual Assistance Guide, as amended

# Supplemental Federal Disaster Assistance

Primary Agency      Illinois Emergency Management Agency (IEMA)

## **I. Introduction**

### A. Purpose

The purposes of this Annex are to describe the systems and operational policies for requesting a Major Disaster Declaration, an Emergency Declaration, or a Small Business Administration (SBA) Declaration and to describe the organizational structure after a Major Disaster or Emergency Declaration.

### B. Scope

The provisions set forth in this Annex specify the process to request a Major Disaster Declaration, an Emergency Declaration, or a Small Business Administration (SBA) Declaration.

## **II. Assumptions**

- A. A Preliminary Damage Assessment has been performed and damages are significant enough to warrant a request for federal assistance.
- B. State government has provided assistance to local governments to the extent possible.
- C. The situation has exceeded state and local government efforts to deal with the disaster.
- D. The Governor has proclaimed a disaster exists in the affected area.

## **III. Concept of Operations**

### A. General

#### 1. Major Disaster Declaration

- a. The Governor may request a Major Disaster Declaration if a situation occurs which is of such severity and magnitude that effective response is beyond the capabilities of the state. The Governor submits his request to the President through the Federal Emergency Management Agency Regional Administrator (FEMA RA). The Governor's request must be submitted within 30 days of the event, unless the FEMA Assistant Administrator approves an

extension. Disaster request letter templates (Major, Emergency or SBA) are used to request a federal and/or SBA declaration.

- b. Based on all available information, the FEMA RA will summarize the Preliminary Damage Assessment findings and submit a recommendation to FEMA headquarters. FEMA headquarters will review the recommendation of the FEMA RA and formulate a recommendation that is forwarded to the President. The President will make a determination based on all of the information provided to him/her.
- c. After a declaration by the President, the FEMA Assistant Administrator designates the areas eligible for federal assistance. The Governor may request that additional affected areas be authorized by FEMA within 30 days of the termination date of the incident or 30 days after the declaration, whichever is later, unless the Federal Coordinating Officer (FCO) approves an extension.
- d. For catastrophes of unusual severity and magnitude when field damage assessments are not necessary to determine the requirement for supplemental federal assistance, the Governor may send an abbreviated written request through the FEMA RA for a declaration of a major disaster. This may be transmitted in the most expeditious manner available.

## 2. Emergency Declaration

- a. The Governor may request an emergency declaration to supplement the state and local efforts to save lives and to protect property and public health and safety, or to lessen or avert a threat of catastrophe. The Governor submits his request to the President through the FEMA RA. The Governor's request must be submitted within 30 days of the event, unless the FEMA Assistant Administrator approves an extension.
- b. Based on all available information the FEMA RA will summarize the Emergency Declaration request and submit a recommendation to FEMA headquarters. FEMA headquarters will review the recommendation of the FEMA RA and formulate a recommendation that is forwarded to the President. The President will make a determination based on all of the information provided to him/her.
- c. After a declaration by the President, FEMA designates the areas eligible for federal assistance. The Governor may request that additional affected areas be authorized by FEMA within 30 days of

the termination date of the incident or 30 days after the declaration, whichever is later.

3. Small Business Administration Declaration

- a. The Governor may request a Small Business Administration (SBA) Disaster Declaration. The Governor submits his request to the SBA disaster area office serving the region where the disaster occurred. The Governor's request must be submitted within 60 days of the event.
- b. After a declaration by the SBA, the areas eligible for the SBA Low Interest Loan Program are designated.

B. Notifications

1. IEMA will notify FEMA or the SBA of the Governor's intent to request a Major Disaster Declaration, Emergency Declaration or SBA Declaration.
2. FEMA or the SBA will advise the Governor of the approval or denial of the request for a Major Disaster Declaration, Emergency Declaration or SBA Declaration.
3. IEMA will notify the local officials of FEMA/SBA's determination.

C. Operational Structure

1. Upon a declaration of a major disaster or emergency by the President, FEMA headquarters will appoint a Federal Coordinating Officer (FCO) to immediately take action to assure that federal assistance is provided in accordance with the declaration and applicable laws.
2. IEMA has responsibility to coordinate with FEMA for the administration of the disaster assistance programs and is supported by other state agencies. Other state agencies may provide personnel to assist in the implementation of the program as it relates to their area of expertise.
3. The Governor will appoint a State Coordinating Officer (SCO) to coordinate state disaster assistance efforts and a Governor's Authorized Representative (GAR) to administer federal disaster assistance programs on behalf of the state.
  - a. State Coordinating Officer (SCO)

The SCO is appointed by the Governor to act in cooperation with the Federal Coordinating Officer (FCO) to coordinate disaster

recovery efforts of the state.

b. Governor's Authorized Representative (GAR)

The GAR is empowered by the Governor to execute, on behalf of the state, all necessary documents for the disaster assistance programs. The GAR has overall management responsibility for the state's disaster assistance programs and is the state official who is responsible for assigning individuals and alternates to serve as the Individual Assistance Officer (IAO), Public Assistance Group Supervisor and State Hazard Mitigation Officer (SHMO), and for administering funds for the programs and ensuring that the state fulfills its responsibilities under the Stafford Act and Code of Federal Regulations (CFR). The GAR monitors the activities of the IAO, State Public Assistance Group (SPAG) Supervisor and SHMO, and coordinates with the state financial management officer.

The GAR will determine the staff and budget required for program management from the date of the President's declaration through the completion of the grant program. Current state staff under other FEMA-funded programs may be utilized for a period of time immediately following the disaster. The magnitude and severity of each disaster or emergency will dictate the level of staff that will be required. If necessary, the GAR will employ contractual employees or temporary hires to provide program support.

c. Individual Assistance Officer (IAO)

The IAO is responsible for the daily administration of the Individual Assistance Program. The IAO coordinates with FEMA to implement the various disaster assistance programs that are included under an IA declaration. The IAO coordinates the state agencies that are involved in the delivery of the disaster assistance programs.

d. State Public Assistance Group (SPAG) Supervisor

The SPAG supervisor is responsible for the daily administration of the Public Assistance Program. The SPAG supervisor is the state official who is responsible for providing briefings to the applicants on elements of the Public Assistance Program, supervising Public Assistance Specialists (PASs), training and coordinating State Project Specialists (SPSs), providing technical assistance and guidance to applicants, and preparing Public Assistance Program documents for applicants.

e. State Hazard Mitigation Officer (SHMO)

The SHMO is the person designated by the GAR as the individual responsible for all matters related to the administration of the Hazard Mitigation Grant Program (HMGP). The SHMO will develop a mitigation strategy and coordinate all state mitigation activities during the recovery from the disaster.

f. State Financial Management Officer (SFMO)

The SFMO is responsible for managing the financial activities of the programs, including managing the Letter of Credit, performing and recording all financial disbursements, maintaining a record of salaries and other expenses eligible for reimbursement under 44 CFR Part 13, and maintaining accountability records related to the procurement of property and services under the grant. The SFMO coordinates his/her work with the GAR.

D. Federal Coordination

Programs available with a Major Disaster or Emergency declaration will be coordinated through a Joint Field Office (JFO) established by FEMA.

#### **IV. Responsibilities**

Primary Agency - Illinois Emergency Management Agency (IEMA)

1. IEMA will determine which type of federal assistance to request.
2. IEMA will develop a request letter for the Governor's signature and compile data to support the request.
3. IEMA will recommend the SCO and GAR for Governor's consideration.
4. IEMA will assign staff to coordinate the delivery of disaster assistance programs.
5. IEMA will inform support agencies and local officials of request for and approval/denial of federal assistance.
6. IEMA will coordinate public information activities related to the request for federal assistance.
7. IEMA may staff the JFO.

## **V. Authorities**

- A. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (P.L.93-288, as amended)
- B. 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared on or after November 23, 1988
- C. 13 CFR Part 123, Small Business Administration Disaster Loan Program
- D. The Illinois Emergency Management Agency Act (20 ILCS 3305/)
- E. The Disaster Relief Act (15 ILCS 30/1-3)
- F. 44 CFR Part 13, Uniform Administrative Requirements for Grants and cooperative Agreements to State and Local Governments

## **VI. References**

- A. The Illinois Emergency Operations Plan (IEOP), as amended
- B. State of Illinois, Public Assistance Program Administrative Plan, as amended
- C. State of Illinois, Individuals and Households Program Administrative Plan, as amended
- D. State of Illinois, Hazard Mitigation Grant Program Administrative Plan, as amended
- E. Governor's Request for a Major Disaster Declaration Guide, as amended
- F. Small Business Administration (SBA)-Only Declaration Guide, as amended



## Individual Assistance

Primary Agency	Illinois Emergency Management Agency (IEMA)
Support Agencies	American Red Cross (ARC) Illinois Capital Development Board (CDB) Illinois Department of Commerce and Economic Opportunity (DCEO) Illinois Department of Employment Security (IDES) Illinois Department of Human Services (IDHS) Illinois Department of Insurance (DOI) Illinois Department of Public Health (IDPH) Illinois Department on Aging (IDoA) Illinois Historic Preservation Agency (IHPA) Illinois Housing Development Authority (IHDA)

### I. Introduction

#### A. Purpose

The purpose of this Annex is to describe the types of recovery assistance available to individuals, families, and businesses after a disaster has occurred and the damaged area warrants a federal disaster declaration. Individual Assistance Programs will be implemented in accordance with the provisions of the Robert T. Stafford Disaster Relief Act and Emergency Assistance Act, P.L. 93-288 as amended, the Disaster Mitigation Act of 2000, the Post Katrina Emergency Management Reform Act of 2006 (PKEMRA), the Sandy Recovery Improvement Act of 2013 (SRIA), FEMA Regulations, the National Response Framework (NRF), the National Disaster Recovery Framework (NDRF), the National Incident Management System (NIMS), and, the Individuals and Households Program State Administrative Plan in addition to plans and/or procedures in place for participating support agencies.

#### B. Scope

The provisions set forth in this Annex specify the primary and support roles and responsibilities that are available to meet the needs of disaster victims as they relate to Individual Assistance.

### II. Assumptions

A. Local governments in coordination with local volunteer agencies have the primary responsibility to provide immediate assistance to individuals, families, and businesses within their jurisdictions in response to a disaster.

B. Recovery assistance in accordance with this Annex is based on the assumption that a federal disaster declaration is approved for the affected area.

### III. Concept of Operations

#### A. General

1. IEMA will provide the primary coordination for the implementation of Individual Assistance Programs after a federal disaster declaration has been issued.
2. Support agencies will provide assistance in accordance with their plans and procedures developed in support of this Annex.

#### B. Notifications

IEMA will activate the Individual Assistance Programs upon notification from the Federal Emergency Management Agency (FEMA) that a federal disaster declaration has been approved. Notification to the supporting agencies will be based on the severity of the disaster and the needs identified during the Preliminary Damage Assessment.

#### C. Operational Structure

Individual assistance activities that may be coordinated through IEMA include, but are not limited to the following:

1. designating an IEMA staff member to be the Individual Assistance Officer (IAO) for the declared disaster to coordinate the individual assistance activities;
2. locating and staffing Disaster Recovery Centers (DRCs) within the affected area;
3. designating staff to work in conjunction with FEMA in implementing the Individuals and Households Program (IHP);
4. providing information to FEMA for use by Disaster Survivor Assistance (DSA) staff who may contact potential applicants on a one-to-one basis due to the loss of life during a disaster;
5. participating in the contractors briefing arranged by FEMA to inform the inspectors of disaster specific topics that may be encountered while completing inspections of damaged residences; and
6. completing activities necessary to provide FEMA the essential set-up information for inclusion in the National Emergency Management Information System (NEMIS) application processing system.

D. Federal Coordination

1. Under a federal disaster declaration of a major disaster or emergency, primary and support agencies may coordinate with their federal counterparts when federal assistance is required.
2. Small Business Administration (SBA) loans may be available to individuals, families, and businesses that have incurred losses as a result of a disaster either under a state or federal disaster declaration.

## IV. Responsibilities

A. Primary Agency - Illinois Emergency Management Agency (IEMA)

1. IEMA will coordinate with state and federal agencies at the time of a federal disaster declaration to ensure resources are available to individuals, families, and businesses in the affected areas. The Individual Assistance Programs available are dependent upon the magnitude of the disaster and the specific types of needs that are identified as a result of the disaster.

IEMA will implement the Individuals and Households Program (IHP) to address the needs of disaster victims who do not have appropriate insurance coverage and/or do not qualify for disaster loan assistance. The IHP may issue grants for individuals or families in the following program areas:

- a. Housing Assistance (HA)
  - i. Temporary housing
  - ii. Repair
  - iii. Replacement
  - iv. Permanent housing construction
- b. Other Needs Assistance (ONA)
  - i. Disaster-related medical and dental costs
  - ii. Disaster-related funeral and burial cost
  - iii. Clothing; household items (room furnishings, appliances); tools (specialized or protective clothing and equipment) required for applicant's job; necessary education materials (computers, school books, supplies)
  - iv. Fuels for primary heat source (heating oil, gas)
  - v. Disaster damaged vehicle
  - vi. Moving and storage expenses related to the disaster (moving and storing property to avoid additional disaster damage while disaster-related repairs are being made to the

- home)
  - vii. Child care expenses
  - viii. Other necessary expenses or serious needs as determined by FEMA.
  - ix Other expenses that are authorized by law
2. IEMA will monitor disaster application activity on a daily basis to ensure all potential applicants have been reached through media efforts to advise of the timeline for filing for assistance and to possibly request an extension to the application period depending on the magnitude of the disaster.
  3. IEMA will ensure that application packages are submitted (such as Crisis Counseling, Disaster Unemployment Assistance, Disaster Case Management and Disaster Legal Services) to FEMA to request additional assistance that may be needed and will be administered by the various support agencies.

B. Support Agencies

1. American Red Cross (ARC)
  - a. The ARC provides shelter, food, and health and mental health services to address basic human needs. Assistance provided by the ARC is given to individuals and families affected by the disaster to enable them to resume their normal daily activities independently. This may either be accomplished through a referral to a local charitable agency or payment voucher from the ARC. Assistance provided by ARC is at no charge to disaster victims and its services are not dependent upon the issuance of disaster proclamation by the governor or president.
  - b. The ARC Disaster Mental Health Services are available to address the psychological health of disaster relief workers and individuals affected by the disaster. They work in conjunction with the local mental health community in the disaster-affected area.
2. Illinois Capital Development Board (CDB)

CDB will assist with disaster housing in accordance with the Disaster Housing Annex.
3. Illinois Department of Commerce and Economic Opportunity (DCEO)

DCEO will provide recovery support to organizations through recovery grant assistance.

4. Illinois Department of Children & Family Services (DCFS)

DCFS will assist with disaster housing in accordance with the Disaster Housing Annex.

5. Illinois Department of Employment Security (IDES)

When a federal disaster declaration is received, Disaster Unemployment Assistance (DUA) is requested by the state to provide unemployment benefits and re-employment services to individuals who have become unemployed because of the disaster and are unable to secure regular unemployment benefits. The DUA benefit is available to individuals for a period of up to 26 weeks after the declaration and upon approval of the program when requested by the state. Individuals are eligible if they worked, were self-employed, or were scheduled to begin work or self-employment, in a declared federal disaster area.

6. Illinois Department of Human Rights (IDHR)

IDHR will assist with disaster housing in accordance with the Disaster Housing Annex.

7. Illinois Department of Human Services (IDHS)

a. The purpose of the Crisis Counseling Program is to help relieve any grieving, stress, or mental health problems caused or aggravated by the disaster or its aftermath. These short-term services, provided by FEMA as supplemental funds granted to state and local mental health agencies, are only available to eligible survivors of a federal disaster declaration.

b. IDHS will provide for the staffing and administration of the Disaster Supplemental Nutrition Assistance Program (DSNAP). Staff will receive and process requests for eligible households at IDHS local offices.

c. IDHS will assist with disaster housing in accordance with the Disaster Housing Annex.

8. Illinois Department of Insurance (DOI)

a. DOI will provide recovery support to the state's insurance industry.

b. DOI will provide recovery support to survivors with insurance problems.

9. Illinois Department of Public Health (IDPH)

IDPH will assist with disaster housing in accordance with the Disaster Housing Annex.

8. Illinois Department on Aging (IDoA)

a. IDoA, through its area agencies on aging, will provide information alerting seniors on safety issues regarding emergency weather conditions, including extreme heat and cold, flooding, tornadoes, electrical storms, and other severe storm weather. The information includes necessary instructions for safety and all emergency telephone numbers of organizations that may provide additional information and assistance.

b. IDoA will assist with disaster housing in accordance with the Disaster Housing Annex.

9. Illinois Historic Preservation Agency (IHPA)

During a federal disaster declaration the state will designate a person from this agency to be the State's Historic Preservation Officer (SHPO). This individual will work in conjunction with FEMA designated staff to ensure that potential work is reviewed and approved by FEMA prior to any work being done on a historically significant structure.

10. Illinois Housing Development Authority (IHDA)

IHDA will assist with disaster housing, in accordance with the Disaster Housing Annex.

C. See Table 1: State Agency Individual Assistance Responsibilities

## V. Authorities

A. The Food Stamp Act of 1977

B. Robert T. Stafford Disaster Relief Act and Emergency Assistance Act, P.L. 93-288 as amended

C. Disaster Mitigation Act of 2000

- D. Post Katrina Emergency Management Reform Act of 2006 (P.L. 109-295)
- E. National Response Framework
- F. The Illinois Emergency Management Agency Act (20 ILCS 3305/)
- G. The Disaster Relief Act (15 ILCS 30/1-3)
- H. National Environmental Policy Act of 1969 (PL 91-190)
- I. 44 CFR Part 206, Federal Disaster Assistance for Disaster declared on or after November 23, 1988
- J. Sandy Recovery Improvement Act of 2013
- K. National Disaster Recovery Framework

## **VI. References**

- A. Individuals and Households Program State Administrative Plan (as amended)
- B. USDA Food and Nutrition Service Plan
- C. Implementation of a Major Disaster Declaration that includes Individual Assistance Program Guide

**Table 1  
 State Agency Individual Assistance Responsibilities**

	Housing	DUA	ONA	Crisis Counseling	Senior Assistance	DSNAP	DCM	Immediate Assistance	Other
American Red Cross							X	X	
IL Capital Development Board	X								
IL Department of Children & Family Services	X								
IL Department of Commerce & Economic Opportunity									X
IL Department of Employment Security		X							
IL Department of Human Rights	X								
IL Department of Human Services	X			X		X			
IL Department of Insurance									X
IL Department of Public Health	X								
IL Department on Aging	X				X				
IL Emergency Management Agency	X		X				X		
IL Historic Preservation Agency									X
IL Housing Development Authority	X								

DUA – Disaster Unemployment Insurance  
 ONA – Other Needs Assistance  
 DSNAP – Disaster Supplemental Nutrition Assistance Program  
 DCM -- Disaster Case Management



## Public Assistance

Primary Agency	Illinois Emergency Management Agency (IEMA)
Support Agencies	Capital Development Board (CDB) Illinois Department of Labor (IDOL) Illinois Department of Transportation-Highways (IDOT-H) Illinois Environmental Protection Agency (IEPA) Illinois Historic Preservation Agency (IHPA)

### I. Introduction

#### A. Purpose

The purpose of this Annex is to describe the overall concept for managing and administering the Public Assistance Program in the state of Illinois.

This Annex will identify the primary and supporting state agencies and their responsibilities relating to the Public Assistance Program.

#### B. Scope

The provisions set forth in this Annex specify the means by which the Public Assistance Program is administered in Illinois. The appropriate authorities and references regarding the Public Assistance Program are listed in the IEMA Public Assistance Program Administrative Plan.

### II. Assumptions

- A. There will be disasters or emergencies in Illinois that will surpass the capabilities and resources of state and local agencies to recover.
- B. Federal assistance will be needed to aid the state in recovery efforts following major disasters and emergencies.
- C. The Public Assistance Program will be needed following a major disaster or emergency to restore the affected local community's infrastructure.
- D. The Governor of Illinois will be responsible for requesting federal assistance.
- E. The Illinois Emergency Management Agency will be responsible for administering the Public Assistance Program in Illinois.
- F. A Preliminary Disaster Assessment (PDA) will be used to identify and determine the level of damage sustained by individuals, businesses, the public sector and the

community as a whole. The PDA is the basis for the justification of requesting federal assistance.

### **III. Concept of Operations**

#### **A. General**

1. Upon a Presidential Declaration of a Major Disaster or Emergency, the Illinois Emergency Management Agency will serve as grantee for any funds provided under the Public Assistance Program.
2. The Public Assistance Program will be administered in accordance with the IEMA Public Assistance Program Administrative Plan.

#### **B. Notifications**

1. Upon the President's Declaration of a Major Disaster or Emergency, FEMA will notify the Governor and appropriate federal agencies.
2. The IEMA Director will ensure that the local officials in the affected areas are notified of the Presidential Declaration of a Major Disaster or Emergency.
3. The IEMA Public Information Team will be responsible for notifying the public of a declaration through the media. This notification will include Public Assistance Program information, when applicable.

#### **C. Operational Structure**

1. The state will designate staff to fulfill the responsibilities of key roles during recovery operations. These key roles and responsibilities, as they pertain to the Public Assistance Program, are listed and discussed in the IEMA Public Assistance Program Administrative Plan.
2. Local officials are responsible for identifying and working with affected local entities that would benefit from the Public Assistance Program.

#### **D. Federal Coordination**

1. FEMA will designate a Federal Coordinating Officer (FCO) to oversee federal assistance following a disaster declaration or snow emergency. The FCO will coordinate with the State Coordinating Officer (SCO) and the Governor's Authorized Representative (GAR) to effectively administer federal assistance programs.
2. FEMA will set up a Joint Field Office (JFO) within or near the affected

areas. The JFO will be used as the coordinating point for all levels of government during recovery efforts.

#### **IV. Responsibilities**

A. Primary Agency - Illinois Emergency Management Agency (IEMA)

1. IEMA will work with local officials to identify needs within the affected community.
2. IEMA will work with federal officials to effectively administer federal disaster assistance programs on behalf of the state.
3. IEMA will be grantee for all funds provided under the Public Assistance Program.

B. Support Agencies

1. Capital Development Board (CDB)

- a. CDB will oversee major repairs or replacement of state facilities following a disaster or emergency.
- b. CDB will oversee the removal of asbestos from state facilities and removal and replacement of leaking storage tanks on state property.

2. Illinois Department of Labor (IDOL)

IDOL will ensure emergency work is done in compliance with the Illinois Prevailing Wage Act (820 ILCS 130/1) in regard to labor rates and standards for contracts using Public Assistance Program funds.

3. Illinois Department of Transportation-Highway (IDOT-H)

IDOT-H will track labor and equipment costs relating to disaster recovery operations for their agency.

4. Illinois Environmental Protection Agency (IEPA)

IEPA will coordinate, integrate, and manage the overall state technical effort to detect, identify, contain, clean up, dispose of or minimize releases of oil or hazardous materials within the affected area.

5. Illinois Historic Preservation Agency (IHPA)
  - a. IHPA will provide staff to the Public Works Team at the State Incident Response Center (SIRC) to assist in identifying and recommending treatment of known and potential significant historical, architectural, engineering and archaeological properties within the disaster area.
  - b. IHPA will provide technical cultural resources, architectural, engineering and archaeological staff that possesses the capabilities to identify and evaluate damage and to recommend prudent preservation approaches for affected historic resources.
  - c. IHPA will provide legal clearance for emergency actions affecting historic resources.
  - d. IHPA maintains lists of architect/engineering firms and archaeological firms which could be contracted to perform damage assessment, design service or survey/excavation work on historic resources.

## **V. Authorities**

- A. The Robert T. Stafford Relief and Emergency Assistance Act (P. L. 93-288, as amended)
- B. The Disaster Mitigation Act of 2000 (P. L. 106-390)
- C. Post Katrina Emergency Management Reform Act of 2006 (P.L. 109-295)
- D. Sandy Recovery Improvement Act of 2013 (P.L. 113-2)
- E. National Historic Preservation Act (P.L. 89-665)
- F. The Single Audit Act of 1984 (P. L. 98-502, as amended)
- G. 2 CFR Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (for disasters on or after December 26, 2014)
- H. 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)
- I. 44 CFR Part 14, Administration of Grants: Audits of State and Local Governments (for disasters on or before December 25, 2014)

- J. 44 CFR 206, Federal Disaster Assistance (for disasters on or after November 23, 1988)
- K. The Illinois Emergency Management Agency Act (20 ILCS 3305/)
- L. The Disaster Relief Act (15 ILCS 30/1-3)

## **VI. References**

- A. The Illinois Emergency Operations Plan (IEOP), as amended
- B. Office of Management and Budget (OMB) Circular A-87, Cost Principles for State, Local and Indian Tribal Governments (for disasters on or before December 25, 2014)
- C. Office of Management and Budget (OMB) Circular A-133, Audits of States, Local Governments, and Non-Profit Organizations (for disasters on or before December 25, 2014)
- D. Public Assistance Policy Digest, FEMA 321, January 2008
- E. Public Assistance Guide, FEMA 322, July 2014
- F. Public Assistance Applicant Handbook, FEMA 323, March 2010
- G. Public Assistance Debris Management Guide, FEMA 325, July 2007
- H. IEMA Public Assistance Program Administrative Plan, as amended

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# Mitigation Assistance

Primary Agency	Illinois Emergency Management Agency (IEMA)
Support Agencies	Illinois Capital Development Board (CDB) Illinois Department of Agriculture (IDA) Illinois Department of Commerce and Economic Opportunity (DCEO) Illinois Department of Natural Resources, Office of Water Resources (IDNR - OWR) Illinois Environmental Protection Agency (IEPA) Illinois Historic Preservation Agency (IHPA)

## I. Introduction

### A. Purpose

The purpose of this Annex is to reduce the loss of life and property due to disasters and to enable multi-hazard mitigation measures to be implemented during the recovery from a disaster.

### B. Scope

The provisions set forth in this Annex specify the means to provide grants to state and local governments and private nonprofit organizations to implement long-term multi-hazard mitigation measures after a federal disaster declaration.

## II. Assumptions

A. Recovery assistance in accordance with this Annex is based on the assumption that a federal disaster declaration is approved for the affected area.

B. Local governments have the responsibility to identify projects that may be eligible under the Hazard Mitigation Grant Program (HMGP).

## III. Concept of Operations

### A. General

1. Potential projects must have a beneficial impact upon the designated project area, whether or not they are located in the disaster area. Eligible organizations include the following:

a. State government - departments, agencies, boards, commissions, authorities, universities

b. Local government - counties, townships, municipalities, special

districts

- c. Private Non-Profit (PNP) - Organizations that own or operate a PNP facility as defined in 44 CFR 206.221. To be eligible for assistance, PNP organizations must provide services of a governmental nature. Some examples of facilities that are typically eligible include: hospitals, nursing homes, primary and secondary schools, utility cooperatives, museums, zoos, homeless shelters, senior citizen centers and sheltered workshops. Each PNP applicant will be evaluated by Federal Emergency Management Agency (FEMA) for eligibility on a case by case basis.
  - d. Native American tribes and tribal organizations
2. Potentially eligible projects must be in compliance with 44 CFR part 9, Floodplain Management and Protection of Wetlands and 44 CFR Part 10, Environmental Considerations.
  3. Potentially eligible projects must be in compliance with the National Environmental Policy Act (NEPA).
  4. Potentially eligible projects must be cost-effective and substantially reduce the risk of further damage, hardship, loss or suffering resulting from a major disaster.
  5. Potentially eligible projects must help protect public or private property. Types of projects include the following:
    - a. Structural hazard control or protection projects
    - b. Construction activities that will result in protection from hazards
    - c. Retrofitting of facilities
    - d. Property acquisition or relocation as defined in 44 CFR 206.434
    - e. Development of state or local mitigation standards
    - f. Development of comprehensive mitigation programs with implementation as an essential component
    - g. Development or improvement of warning systems



B. Notifications

Potential applicants will receive appropriate hazard mitigation information and HMGP applications materials by mail or at a special HMGP meeting if one is held.

C. Operational Structure

1. The applicant organization submits a project pre-application on Standard Form (SF) 424 to the Mitigation Coordination and Strategy Committee (MCSC).
2. The Interagency Mitigation Advisory Group-Coordinating Committee (IMAG-CC) reviews the pre-application documents and makes a recommendation to IEMA.
3. If the project pre-application is accepted by IMAG-CC, IEMA works with the applicant to formulate the project scope of work, perform the benefit-cost analysis, and prepare the Record of Environmental Considerations (REC).
4. The project application is submitted to FEMA and, as applicable, approved by FEMA.
5. Project work is completed by the applicant.
6. IEMA will be the grantee for the project management and accountability of funds in accordance with 44 CFR Part 13.
7. IEMA will be responsible for the final monitoring and grant close-out activities.

D. Federal Coordination

Under a federal disaster declaration of a major disaster, primary and support agencies may coordinate with their federal counterparts when federal assistance is required.

## IV. Responsibilities

A. Primary Agency - Illinois Emergency Management Agency (IEMA)

1. IEMA will coordinate the State's Hazard Mitigation Program. If necessary, the Governor's Authorized Representative (GAR) will employ contractual or temporary hires as Hazard Mitigation Specialists (HMSs) to assist the SHMO and provide program support.

2. IEMA will coordinate with the Federal Hazard Mitigation Officer (FHMO) in determining the composition of the Post Emergency Hazard Mitigation Strategy Team (PEHMST).
3. IEMA will coordinate with the PEHMST to implement a process for identifying potential hazard mitigation projects and to prioritize those project applicants.
4. IEMA will provide technical assistance to potential applicants and/or eligible subgrantees in developing and submitting applications and completing projects.
5. IEMA will coordinate with the FHMO in developing the hazard mitigation strategy for the disaster and in administering the program.
6. IEMA will oversee the ongoing efforts of the Interagency Mitigation Advisory Group (IMAG) and its sub-committees.
7. IEMA will involve the appropriate local agencies, which may include the local Emergency Services and Disaster Agency/Emergency Management Agency (ESDA/EMA) coordinators who will be coordinated through the IEMA regional offices.

B. Support Agencies

1. Illinois Capital Development Board (CDB)  
  
CDB will provide technical architectural/engineering expertise in the assessment of state-owned buildings.
2. Illinois Department of Natural Resources Office of Water Resources (IDNR - OWR)
  - a. IDNR – OWR will participate in the IMAG-CC.
  - b. IDNR – OWR will provide sources of funding for approved mitigation projects.
  - c. IDNR – OWR will oversee compliance of local floodplain ordinances and participation of local governments in the National Flood Insurance Program.
  - d. IDNR – OWR will monitor flood stages throughout the state and provide technical assistance to IEMA concerning flood stages and damages to urban and rural areas. .

3. Illinois Historic Preservation Agency (IHPA)
  - a. IHPA will participate in the IMAG-CC.
  - b. IHPA will work in conjunction with FEMA-designated staff to ensure that potential mitigation projects are in compliance with federal and state historic preservation regulations.
4. Illinois Environmental Protection Agency (IEPA)

IEPA will work in conjunction with FEMA designated staff to ensure that potential mitigation projects are in compliance with state environmental regulations.
5. Illinois Department of Agriculture (IDA)

IDA will provide information that may be needed when a mitigation project may affect agricultural assets within the state.
6. Illinois Department of Commerce and Economic Opportunity (IDCEO)
  - a. IDCEO will participate in the IMAG-CC.
  - b. IDCEO may provide sources of funding for approved mitigation projects.

## **V. Authorities**

- A. Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (Hazard Mitigation and Relocation Assistance Act of 1993 and the Disaster Mitigation Act of 2000)
- B. The Illinois Emergency Management Agency Act (20 ILCS 3305/).
- C. 44 CFR Parts 9, 10, 13, 201 and 206
- D. National Environmental Policy Act, P.L. 91-190
- E. National Historic Preservation Act, P.L. 89-665

## **VI. References**

- A. Illinois Multi-Hazard Mitigation Strategy
  1. Illinois Natural Hazard Mitigation Plan, as amended

2. Illinois Technological Hazard Mitigation Plan, as amended
  3. Illinois Human-Caused Hazard Mitigation Plan, as amended
- B. Hazard Mitigation Grant Program Administrative Plan, as amended

## Debris Removal

Primary Agency	Illinois Emergency Management Agency (IEMA)
Support Agencies	Illinois Department of Corrections (IDOC) Illinois Department of Labor (IDOL) Illinois Department of Military Affairs (IDMA) Illinois Department of Natural Resources (IDNR) Illinois Department of Transportation-Highways (IDOT-H) Illinois Environmental Protection Agency (EPA)

### I. Introduction

#### A. Purpose

The purpose of this Annex is to describe the overall concept for managing and conducting disaster related debris removal in the state of Illinois.

This Annex will identify the primary and supporting state agencies and their responsibilities relating to disaster related debris removal.

#### B. Scope

The provisions set forth in this Annex specify the means by which disaster related debris removal is managed and conducted.

### II. Assumptions

A. There will be disasters or emergencies in Illinois that will surpass the capabilities and resources of local agencies to recover.

B. State assistance may be required to supplement local resources to ensure an efficient recovery effort.

C. Debris removal may be an immediate concern following a disaster. Roadways and structures may need to be cleared to allow access to disaster victims and damaged areas.

### III. Concept of Operations

#### A. General

1. The local government will initially handle debris removal based on the immediate need. Access to disaster areas and victims is the highest priority following a disaster.

2. A request for assistance will be made to the state if the local government determines that they do not have the resources needed to effectively handle debris removal.
3. The State Incident Response Center (SIRC) and the Unified Area Command (UAC) will be staffed with liaisons from various state agencies. These liaisons will assist in fulfilling requests for state debris removal assets.

B. Notifications

1. Local governments will notify IEMA when assistance is required for debris removal.
2. IEMA will notify the appropriate state agency for acquisition and deployment of personnel and equipment for debris removal.

C. Operational Structure

Deployment and use of state personnel and resources for the purpose of disaster recovery, such as debris removal, will be done through the Incident Command Structure (ICS) as required by the National Incident Management System (NIMS).

D. Federal Coordination

The state will coordinate debris removal activities with federal agencies involved in recovery efforts.

## IV. Responsibilities

A. Primary Agency - Illinois Emergency Management Agency (IEMA)

1. IEMA is responsible for coordinating recovery operations for the state of Illinois.
2. IEMA is responsible for the Statewide Communications Interoperability Plan (SCIP).
3. IEMA will process requests for personnel and equipment relating to recovery operations.

B. Support Agencies

1. Illinois Department of Corrections (IDOC)

- a. IDOC will provide and supervise offender labor, when available, for disaster related debris removal.
- b. IDOC will provide vehicles with operators for hauling materials and equipment.
- c. IDOC will provide officers to perform (limited duty) security for affected areas.

2. Illinois Department of Labor (IDOL)

IDOL will ensure emergency work is done in compliance with Illinois labor rates and standards.

3. Illinois Department of Military Affairs (IDMA)

When activated, IDMA will provide personnel and equipment for disaster related debris removal,.

4. Illinois Department of Natural Resources (IDNR)

- a. IDNR will provide information on and assistance with disaster debris removal associated with natural resources in Illinois (i.e. state parks, lakes, etc.).
- b. IDNR will provide trucks, bulldozers, excavators, scrapers, and tractors that can be used for debris removal or infrastructure repairs.
- c. IDNR will provide chainsaws, generators and pumps that can be used for conducting debris removal.
- d. IDNR will provide police/security for recovery personnel at state natural resource sites following a disaster.

5. Illinois Department of Transportation-Highways (IDOT-H)

- a. IDOT-H will provide trucks, equipment, and personnel for disaster related debris removal.
- b. IDOT-H maintains a list of trucking firms that could be contracted to haul materials, equipment, and debris.

6. Illinois Environmental Protection Agency (IEPA)
  - a. IEPA will oversee the removal of hazardous material debris resulting from a disaster.
  - b. IEPA maintains contracts with commercial hazardous materials cleanup contractors for emergency response work.

## **V. Authorities**

- A. The Robert T. Stafford Relief and Emergency Assistance Act (P. L. 93-288, as amended)
- B. The Illinois Emergency Management Agency Act (20 ILCS 3305/)
- C. All IDOT authorities for emergency response and recovery related activities are derived from the IEMA Act.
- D. National Environmental Policy Act

## **VI. References**

- A. The Illinois Emergency Operations Plan (IEOP), as amended
- B. IDOT Emergency Operations Manual



# Volunteer and Donations Management

Primary Agency	Illinois Emergency Management Agency (IEMA)
Support Agencies	Governor's Office of Citizens' Assistance (GOCA) Illinois Department of Agriculture (IDA) Illinois Department of Central Management Services (CMS) Illinois Department of Corrections (IDOC) Illinois Commission on Volunteerism and Community Services (ICVCS) - - Serve Illinois Illinois Department of Military Affairs (IDMA) Illinois Department of Public Health (IDPH) Illinois Department of Transportation-Highways (IDOT-H) Illinois State Police (ISP)
Voluntary Organizations	American Red Cross (ARC) Illinois Voluntary Organizations Active in Disaster (Illinois VOAD)

## I. Introduction

### A. Purpose

The Volunteer and Donation Management Annex documents the design and operations of a flexible state-level volunteer and donation management system which is designed to augment an impacted local unit of government. This system is designed to receive, process, and distribute a wide variety of donated goods and services that are offered or sought to assist emergency and disaster victims.

This Annex provides procedures for the coordination, acceptance, control, receipt, storage, distribution and disposal of donations-in-kind, volunteers, donated services and funding. For these purposes, a volunteer is defined as an individual who, beyond the confines of paid employment and normal responsibilities, contributes time and service to assist in the accomplishment of a mission.

### B. Scope

IEMA will work closely with Illinois voluntary organizations who have agreed to help coordinate volunteers and donations through Illinois Voluntary Organizations Active in Disaster (Illinois VOAD). This Annex will not interfere with any individual private voluntary organization's policy concerning donations; it does not direct any individual or private community organization's policies concerning gifts or donations. The intent is to provide a means to coordinate all donations and respond to the needs of disaster victims and impacted governments in the most efficient and timely manner possible. Individual organizations will

operate under their own administrative protocols.

## **II. Assumptions**

- A. Lack of an organized system for the management of donations and volunteers will result in chaos and detract from an otherwise effective disaster response.
- B. Without adequate controls in place, large amounts of unsolicited, unusable donations will be sent to an impacted area.
- B. The state of Illinois will, during large scale disasters, activate the Volunteer and Donations Coordination Team (VDCT).
- C. The timely release of appropriate information to the public regarding the recruitment and necessity of volunteers during an event discourages spontaneous volunteers.
- D. The timely release of information to the public regarding the needs of the voluntary agencies involved in disaster relief, acceptable donations and a readily available point of contact are essential in donations management.
- E. In a wide scale disaster, Federal Emergency Management Agency (FEMA) may establish a regional disaster donations program.
- F. Impacted location may receive donations of money which is most desirable and practical to directly relieve suffering.

## **III. Concept of Operations**

- A. General
  - 1. When warranted, the IEMA director or designee, will assign the VDCT to work with impacted local units of government to determine the initial "needs list" for donated goods (defined as materials, goods and supplies which are given, not purchased) ) and services (defined as those people who volunteer their time to be of benefit to an incident) and to identify operating facilities for volunteer and donations management. If necessary, VDCT members will be designated as the volunteer and donations liaison to facilitate transactions concerning offers of cash, goods, and services during disaster operations.
  - 2. IEMA may utilize technological systems such as WebEOC and other systems to communicate availability of donations.
  - 3. Voluntary organizations working through Illinois VOAD will provide IEMA with an organizational point of contact and their contact

information. Voluntary organizations active in disaster relief will operate facilities for coordinating designated donations and donations that are specifically solicited by their agencies. Voluntary organizations will work cooperatively with impacted local units of government.

4. Individuals and businesses soliciting contracts for goods and services will be referred to CMS.
5. No attempts will be made by anyone involved in the coordination and implementation of this Annex to solicit donations for any specific organization.
6. Only those government organizations or charitable organizations recognized by the Attorney General's Office of Charitable Solicitation or otherwise exempt from the Solicitation for Charity Act and recognized by Illinois VOAD as actively providing disaster relief will be promoted by the State as a sanctioned organization.

B. Operational Structure

1. The impacted local unit of government has primary coordination responsibility and authority over the management of volunteers and donations. The State of Illinois will assist local units of government if requested or necessary.
2. The VDCT will coordinate response needs with offers of goods and services along with an impacted local unit of government if requested. VDCT team members will include at a minimum, IEMA, American Red Cross (ARC), and Illinois VOAD.

C. Specifics

1. Designated Donations
  - a. A designated donation is an offer made to an organization and accepted, or a donation requested by an organization.
  - b. Inquiries concerning donations for a specified organization will be referred to that organization.
  - c. The organization accepting/receiving the donation will follow its own logistical policies and procedures.
  - d. Once a donation has been accepted, it is deemed to be a designated donation and belongs to that agency.

- e. Once a donation is under the control of an agency, distribution of the donation will be accomplished by that organization's procedures.
2. Unsolicited/undesigned goods
    - a. Donors will be discouraged from sending unsolicited donations directly to the disaster site.
    - b. Unsolicited and undesigned goods are those that arrive in the area but have not been requested by an agency. Every effort will be made to have every shipment designated to a response agency. As a last resort, shipments that are unsolicited and undesigned will be directed to the reception center as established by an impacted local unit of government.
    - c. Unsolicited and undesigned goods will first be directed to an agency that has agreed to accept such goods and services. IEMA may utilize technological systems such as WebEOC and other systems to communicate availability of donations.
    - d. Should unsolicited and undesigned goods arrive on site against the advice of what has been requested, a VOAD agency skilled in managing unsolicited donations will be requested through Illinois VOAD (if it does not exist at the impacted local unit of government) to manage the sorting and distribution of these donations.
    - e. Items that circumvent this policy may be destroyed or donated to suitable charities.
  3. Volunteer Services
    - a. State communications will encourage volunteers to affiliate with a recognized private disaster response organization or other organized group of their choice. Unaffiliated volunteers will be restricted from entry into any disaster site.
    - b. All public volunteers will be referred to an impacted local unit of government once volunteer opportunities and a point of contact have been verified by IEMA.
  4. Corporate Donations
    - a. Corporate offers of bulk items will be coordinated by IEMA and directed to an impacted local unit of government or an Illinois

VOAD partner agency if they can be used in the disaster response and recovery efforts. The offer will be entered into the donations tracking spreadsheet and communicated to the impacted local unit of government.

- b. If applicable, information concerning the proper use of items being donated and expiration dates will also be entered into the tracking spreadsheet.
  - c. If donations are accepted, donors will be advised on how and where to ship donations.
5. Request for services other than volunteers/other than toll-free numbers
- a. Requests for unmet needs from local units of government and Illinois VOAD partner agencies in impacted jurisdictions will be forwarded to the VDCT for attempted fulfillment. This does not preclude direct coordination with voluntary organizations involved in the disaster operations by local units of government.
  - b. Requests will be entered into a tracking spreadsheet.
  - c. Updated information regarding the status of the unmet needs should be forwarded to the VDCT by the impacted local unit of government.
6. Transportation
- a. Transportation of goods from the donor to the receiving organization will be determined by agreement of those two parties.
  - b. Transportation of disaster supplies from a reception center to distribution points in the affected area(s) will be accomplished by various means. The receiving organization may pick up, use volunteer hauling services, or transport may be provided through provisions outlined in the Illinois Emergency Operations Plan, ESF 1, Transportation Annex.
  - c. IEMA will coordinate with ISP, IDOC, other state agencies and local units of governments to identify and manage checkpoints and staging areas for incoming donations if requested by the impacted local unit of government. IDOT-H will assist at the staging areas. Fairgrounds and correctional institutions may be considered for this use.
  - d. IEMA will coordinate with ISP and IDOT-H in directing vehicles

and trucks bringing donations into the state.

- e. IDOT-H, with assistance from ISP, will coordinate over-height and over-weight vehicle transports throughout the state. IDOT-H will also issue temporary permits for such transports.

7. Public Information

- a. The IEMA Public Information Officer (PIO), in conjunction with the ARC and VDCT, will develop a program to educate the public and media concerning the states' volunteers and donations management plan. CMS will assist with the development of guidance for the use of state employees seeking release from job duties in order to volunteer.
- b. The public information program will be designed to encourage cash donations and to limit or stop the arrival of unwanted goods and services.
- c. The public information program should target a variety of organizations, such as civic/church groups, unions, parent teacher associations/organizations, and other interested groups.
- d. News releases, prepared in advance, will be issued immediately following a major disaster. These news releases will encourage cash donations to voluntary organizations and will briefly explain some of the problems associated with unsolicited goods and services. News releases can also provide information on the need for volunteers. Issuance of news releases will be based on the needs assessment.
- e. Timely release of information to the public regarding the recruitment and necessity of volunteers during an event is a priority. Information can be released via many outlets, including through the State incident Response Center (SIRC) established hotlines and websites, including Ready Illinois. Timely release of information may discourage spontaneous volunteers who arrive at a disaster event without a specific affiliation to a traditional voluntary disaster agency.

8. Training

- a. All persons involved in the VDCT must be trained, familiar with its procedures, and unbiased in referrals.
- b. Copies of this Annex, and copies of any press releases issued

throughout the disaster period will be made available for reference to VDCT workers. It is imperative that individuals involved stay abreast of all information being provided to the media.

9. Disposition of Excess Donated Materials
  - a. Disposal
    - (1) Many items donated will be unsuitable and unneeded. These items must be disposed of properly, taking into consideration donor sensitivity and environmental concerns.
    - (2) Unusable items will be recycled when possible.
    - (3) Usable goods will be redistributed to not-for-profit organizations that may not have been involved in disaster operations.
    - (4) Goods may also be donated to other disaster areas overseas through the Office of Foreign Disaster Assistance or other agencies.
    - (5) Dumping of food stuffs (defined as food commodities in all forms) and other commodities may have an adverse affect on the economic recovery and public health of the affected areas and should be avoided.
    - (6) Local laws will apply when disposing of any hazardous materials. Contracting for disposal of these items should be considered.

#### **IV. Responsibilities**

- A. Primary Agency – Illinois Emergency Management Agency (IEMA):
  1. Serves as the lead agency and provides a State Volunteer and Donations Coordinator (SVDC) who will lead the VDCT. The SVDC serves as the point of contact with the Governor's Office of Citizens Assistance (GOCA), local government(s), supporting state agencies, appropriate voluntary agencies, and private sector organizations at the state level.
  2. Establishes and manages the VDCT. The VDCT will manage and maintain control over volunteers and donations management as described in this Annex.
  3. Instructs, informs and coordinates all private sector and voluntary

organizations involved in volunteers and donations management.

4. Arranges for transportation as required during the reception, movement and distribution of unsolicited donations and others as required in accordance with the Illinois Emergency Operations Plan, ESF 1, Transportation Annex.
5. Establishes a volunteers and donations tracking spreadsheet.
6. Works with the Emergency Management Assistance Compact (EMAC) system and other external organizations should resources outside the state be necessary to manage volunteers and donations.
7. Public Information Officer (PIO)
  - a. Drafts and coordinates all news releases involving volunteers and in-kind donations on behalf of the VDCT.
  - b. Prepares pre-event news releases for release upon activation of the IEOP.
  - c. Develops a public education program for donors and volunteers.

B. Support Agencies

1. Governor's Office of Citizens' Assistance (GOCA)
  - a. Provides support staff for the VDCT if necessary.
  - b. Assists with recording volunteer and donation offers in the volunteers and donations management tracking spreadsheet.
  - c. Provides additional staff through the use of voluntary organizations.
2. Illinois Department of Agriculture (IDA)
  - a. Coordinates donations for livestock and other agricultural needs.
3. Central Management Services (CMS)
  - a. Upon request, establishes a toll free telephone number and internet availability for all citizens and agencies desiring to donate money, services, or other in-kind donations. CMS also provides required telecommunications lines, space and office equipment as possible to accommodate the VDCT.



- b. May provide available warehousing equipment resources as circumstances dictate.
  - c. Identifies equipment available at State Surplus Property as needed for use during disaster operations.
  - d. Upon request, assists in recruiting and assigning state agency employees to staff VDCT operations. This may include those employees with specialized skills such as bilingual specialists, data entry operators, and other specialized skills. CMS can assist with some special skills that relate to job descriptions, but language skills requests usually route through Illinois Department of Human Services (IDHS).
4. Illinois Department of Corrections (IDOC)
- a. May utilize correctional institutions as staging areas for unsolicited donations.
  - b. May utilize offender labor to sort and process unsolicited goods at designated staging areas.
5. Illinois Commission on Volunteerism and Community Service -- Serve Illinois (ICVCS)
- a. Assists the VDCT by coordinating, recruiting, training and overseeing volunteer management programs.
6. Illinois Department of Military Affairs (IDMA)
- a. Provides transportation for donated goods as the situation may dictate and as resources allow.
  - b. Provides warehousing equipment and operators, as resources allow, in support of the VDCT.
7. Illinois Department of Public Health (IDPH):
- a. Provides applicable health guidelines and medical rules and regulations for the acceptance, handling and issuance of in-kind donations.
  - b. Provides applicable health and medical inspection and oversight in the public interest as required to public and private facilities accepting and dispensing in-kind donations.

- c. Inspects food donations as required by law.
8. Illinois Department of Transportation–Highways (IDOT-H)
- a. Provides transportation of disaster supplies from the reception center to distribution points in the affected area(s).
  - b. Assists at staging areas in coordination with recovery efforts.
  - c. Coordinates, with assistance from ISP, over-height and over-weight vehicle transports and issues permits for such transports.
9. Illinois State Police (ISP)
- a. Provides convoy escort support as the situation may dictate and as resources allow.
- C. Voluntary Agencies
1. American Red Cross (ARC)
- a. Provides liaison to the VDCT.
  - b. May provide traditional services according to the nature of the incident including but not limited to Mass Care, Shelter Operation, Mental Health Counseling, Disaster Welfare Industry, and Health Services.
  - c. May provide training to and volunteers for the VDCT.
  - d. May operate response centers for spontaneous unaffiliated volunteer registration at impacted local units of government if requested.
2. Illinois Voluntary Organizations Active in Disaster (VOAD)
- a. Provides volunteers to assist in operation of the VDCT and reception centers at impacted local units of government if requested.
  - b. Provides organizational donation phone numbers, if active in disaster relief operations, to the VDCT for reference.
  - c. Provides any particular donation requests to fulfill unmet needs.

## **V. Resource Support**

### **A. Personnel**

VDCT staff may be assigned state employees or other volunteers or, if necessary, temporary contracts may be let.

### **B. Communications**

CMS will establish and maintain the telephone lines and provide computer support for the VDCT.

### **C. General/Support/Equipment**

IEMA and CMS will determine the needs and sources for office space, furniture, computers and other equipment, and arrange for the procurement of such.

### **D. Administration**

1. Administrative support will be provided by IEMA, other state agencies and voluntary organization personnel. Temporary personnel may be employed on an as needed basis.
2. All agencies involved are to maintain logs and journals on their agencies' respective activities as they relate to the VDCT.
3. Audits
  - a. IEMA will be responsible for the audit of all undesignated donations of goods.
  - b. The organization accepting donations of goods and/or cash will follow its own internal policy and procedures for audits.

## **VI. Exemption from Liability**

Section 21 of the IEMA Act provides for no private liability for government workers, volunteers, and companies that provide services during a disaster.

- A. "a) Any person owning or controlling real estate or other premises who voluntarily and without compensation grants a license or privilege, or otherwise permits the designation or use of the whole or any part or parts of such real estate or premises for the purpose of sheltering persons during an actual or impending disaster, or an exercise together with his or her successors in interest, if any, shall not be civilly liable for negligently causing the death of, or injury to, any person on or about such real estate or premises under such license, privilege or other permission, or for

negligently causing loss of, or damage to, the property of such person.

b) Any private person, firm or corporation and employees and agents of such person, firm or corporation in the performance of a contract with, and under the direction of, the State, or any political subdivision of the State under the provisions of this Act shall not be civilly liable for causing the death of, or injury to, any person or damage to any property except in the event of willful misconduct.

c) Any private person, firm or corporation, and any employee or agent of such person, firm or corporation, who renders assistance or advice at the request of the State, any political subdivision of the State under this Act during an actual or impending disaster, shall not be civilly liable for causing the death of, or injury to, any person or damage to any property except in the event of willful misconduct.”

B. “The immunities provided in this subsection (c) shall not apply to any private person, firm or corporation, or to any employee or agent of such person, firm or corporation whose act or omission caused in whole or in part such actual or impending disaster and who would otherwise be liable therefore.”

## **VII. Authorities**

A. IEMA Act (20 ILCS 3305/)

## **VIII. References**

A. FEMA Disaster Assistance Policy (DAP) 9525.2 – Donated Resources

## Critical Infrastructure Restoration

Primary Agencies	Illinois Commerce Commission (ICC) Illinois Department of Agriculture (IDA) Illinois Department of Natural Resources (IDNR) Illinois Department of Public Health (IDPH) Illinois Department of Transportation-Highways (IDOT-H) Illinois Environmental Protection Agency (IEPA)
Support Agencies	Illinois Emergency Management Agency (IEMA)

### I. Introduction

#### A. Purpose

The purpose of this Annex is to describe the overall concept for restoring critical infrastructure following a major disaster.

#### B. Scope

1. The provisions set forth in this Annex specify the means to restore critical infrastructure in affected areas of Illinois following a major disaster.
2. The recovery efforts required for the restoration of critical infrastructure will consist of efforts from federal, state, and private entities. This Annex will only focus on the state's responsibilities.

### II. Assumptions

- A. There will be disasters or emergencies in Illinois that will surpass the capabilities and resources of local agencies to recover.
- B. There will be damage to critical infrastructure following a disaster affecting Illinois or portions of Illinois requiring state response and recovery efforts.
- C. Coordination and cooperation between federal, state, and private entities will be required to effectively restore critical infrastructure following a major disaster.

### III. Concept of Operations

#### A. General

1. Critical infrastructure is defined in this document as transportation, power restoration, potable water, waste water treatment facilities and equipment and telecommunications.

2. IEMA and all participating state agencies will provide support to the designated primary state agency during critical infrastructure restoration efforts. IEMA will provide disaster intelligence gathered from other federal, state, and private organizations.
3. Private entities will play a significant role in the repair of critical infrastructure. Private entities will provide the primary workforce for many of the infrastructure restoration activities. State coordination with these companies will be vital for an effective restoration plan.

**B. Notifications**

1. Local governments will notify IEMA in the event of a disaster. This notification will include disaster related information and needs, including problems associated with critical infrastructure.
2. IEMA will notify all appropriate state agency liaisons.
3. All state agency liaisons will notify appropriate related contacts and authorities of the situation.
4. Appropriate state agencies will contact the appropriate federal agencies, as required.

**C. Operational Structure**

1. The State Incident Response Center (SIRC) and the Unified Area Command (UAC) will act as the primary coordinating points for recovery operations.
2. All requests for state assets will be submitted, processed, and dispatched in accordance with the Incident Command System (ICS), as required by the National Incident Command System (NIMS).

## **IV. Responsibilities**

**A. Primary Agencies**

1. Illinois Commerce Commission (ICC)
  - a. ICC acts as liaison between gas, telephone, water and electric companies and emergency personnel.
  - b. ICC acts as liaison with utility companies to arrange for the assignments of high priority for the restoration of utility services.
  - c. ICC maintains a list of major utilities under the commission's

jurisdiction that includes the name, title, and telephone number of the contact person for each company.

2. Illinois Department of Agriculture (IDA)
  - a. IDA will provide technical expertise regarding pesticides and fertilizer including, but not limited to, the proper handling, storage, and disposal of such materials.
  - b. IDA will provide engineers and technical staff with expertise on animal housing and livestock waste management.
  - c. IDA will provide veterinarians and technical staff with expertise on animal health and disease control.
3. Illinois Department of Natural Resources (IDNR)
  - a. IDNR will provide engineers and technical staff with expertise on dams and water control structures.
  - b. IDNR will provide trucks, bull dozers, excavators, scrapers and tractors which can be used for infrastructure repairs.
  - c. IDNR will provide boats and trailers with operators that can be used for law enforcement patrols, damage assessment of water control structures, and other emergency protective actions.
4. Illinois Department of Public Health (IDPH)
  - a. IDPH acts as liaison between the county and local health departments and emergency personnel.
  - b. IDPH will assess the status of the public water supply following a disaster, if necessary. IDPH will make recommendations for the safety of the public as to the use of the existing public water supply and any other sources of potable water.
  - c. IDPH maintains a listing of bottled water manufacturers, Grade A fluid products plants, and portable toilet companies.
5. Illinois Department of Transportation-Highways (IDOT-H)
  - a. IDOT-H will provide technical assistance through civil engineers and /or field engineers in the evaluation and repair of damage to critical transportation routes and services (i.e. airports, highways, bridges, etc.)

- b. IDOT-H will provide personnel, trucks, bull dozers, and other heavy equipment which can be used for infrastructure repairs.
6. Illinois Environmental Protection Agency (IEPA)
- a. IEPA will provide engineering staff capable of providing technical assistance on operating and assessing damage to public water supply systems and waste water treatment facilities.
  - b. IEPA will provide technical expertise on sanitation control for emergency bulk drinking water distribution.

It is the operative policy of the state that responsible parties, if known, are responsible for promptly providing replacement for affected residential water supplies. This includes immediate provision of bottled and/or bulk drinking water. When the cause is a natural event or the responsible party is unknown, unable or unwilling to do so, it is the responsibility of the public water supply system affected and local government to provide emergency supplies. IEMA will assist when necessary (IEOP, Emergency Support Function 10 (ESF-10), Oil and Hazardous Materials Response).

- B. Support Agency: Illinois Emergency Management Agency (IEMA)
- 1. IEMA will assist in setting priorities in critical infrastructure restoration and recovery based on information made available through local liaisons.
  - 2. IEMA will coordinate resources and materials needed for recovery operations.
  - 3. IEMA will collect and disseminate disaster intelligence to SIRC and UAC liaisons.
  - 4. IEMA will coordinate the Statewide Communications Interoperability Plan (SCIP).

## V. Authorities

- A. The Robert T. Stafford Relief and Emergency Assistance Act (P. L. 93-288, as amended)
- B. The Illinois Emergency Management Agency Act (20 ILCS 3305/)



## **VI. References**

- A. The Illinois Emergency Operations Plan, as amended
- B. Statewide Communications Interoperability Plan (SCIP), as amended

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# Disaster Housing

Primary Agency	Illinois Emergency Management Agency (IEMA)
Support Agencies	Illinois Capital Development Board (CDB) Illinois Department of Aging (IDoA) Illinois Department of Children & Family Services (DCFS) Illinois Department of Human Rights (IDHR) Illinois Department of Human Services (IDHS) Illinois Department of Public Health (IDPH) Illinois Housing Development Authority (IHDA)

## Foreword

The State of Illinois *Disaster Housing Annex* was developed in cooperation with the Illinois Housing Task Force, state agencies and the Illinois Emergency Management Agency. The *Disaster Housing Annex* describes the process to coordinate disaster housing options and strategies in Illinois. The magnitude of the disaster and the specific types of need that are identified will determine the types of disaster housing that may be required to house disaster survivors. This *Annex* may be implemented for housing missions in any part of the state which has been declared a major disaster which warrants federal disaster assistance under the Stafford Act.

Housing options may include assistance provided under the Individuals and Households Program (IHP) in the form of grants to repair homes or for rental assistance while the home is repaired in the short term. In the long-term, a possible housing option may necessitate the development of a community site for temporary housing units. In addition, other State of Illinois programs may be implemented to provide housing options for disaster survivors.

Housing strategies will be determined during the development of a state led, disaster specific Comprehensive Disaster Housing Plan (CDHP) in conjunction with the local communities that have been affected by the disaster. The CDHP will detail how to address the housing needs of disaster survivors which will enable individuals, households and communities to return to normalcy following a disaster.

This *Annex* facilitates the delivery of state assistance to support local governments as they deal with the task of providing housing to a large number of individuals based on the magnitude of the disaster. This *Annex* outlines the policies, concept of operations, organizational structures and local-state-federal interfaces. It is designed to guide the State of Illinois' supplemental and supportive efforts with the local community during recovery.

This *Annex* serves to document the anticipated disaster housing options and strategies that may be utilized during recovery efforts in the State of Illinois to provide disaster housing assistance to disaster survivors.

A continuous effort is required to update and enhance this *Annex* based on lessons learned from exercises and actual recovery operations. Concepts for providing disaster housing to the citizens of Illinois will continually be developed in collaboration with the State of Illinois and the local community.

## **I. Introduction**

The *Disaster Housing Annex* describes the State of Illinois approach to provide interim and/or permanent housing to the citizens of Illinois as the result of a disaster necessitating the relocation of a large number of people. Past disasters in Illinois have resulted in the need for various forms of disaster housing options and strategies for local communities, individuals and families affected by a disaster. While the majority of the disaster housing options implemented in Illinois in the past have been temporary in nature, this *Annex* will address the possibility that permanent housing may have to be provided to large numbers of individuals who may be affected as the result of a catastrophic disaster.

This *Annex* will be administered by the Ad hoc Disaster Housing Work Group (ADHWG) which will operate in conjunction with the Illinois Emergency Management Agency (IEMA) and the Illinois Housing Task Force (IHTF). The ADHWG is tasked with providing the coordination and implementation of various housing programs as required based on the magnitude of the disaster and the specific types of needs that are identified for a major disaster which warrants federal disaster assistance within the State of Illinois.

The ADHWG will coordinate activities at the time of a disaster requiring implementation of this *Annex* with the National Disaster Housing Task Force (NDHTF). The NDHTF will assist the ADHWG in the preparation of a state led, Comprehensive Disaster Housing Plan (CDHP) for the specific disaster which includes community input from each affected jurisdiction. The CDHP will involve entities from the local community to include, but not limited to, local government officials, public housing authorities, emergency management, private sector representatives from the affected jurisdiction, and individuals from schools, churches, non-governmental organizations (NGOs) and volunteer organizations.

### **A. Purpose**

This *Annex* describes the concept of how disaster housing will be provided to the citizens of Illinois as a result of a major disaster that affects the state. It identifies the state agencies which have a role in developing, maintaining and implementing this *Annex*. In addition, the local community has a significant role to play in this *Annex*.

This *Annex* provides guidance on the role of the ADHWG with respect to the disaster housing phases on an interim and permanent basis. However, it does not pertain to the short-term sheltering phase as a result of a disaster which is detailed in the Illinois Emergency Operations Plans (IEOP) ESF-6, Mass Care Annex.

This *Annex* incorporates the provisions of the National Response Framework (NRF), the National Disaster Recovery Framework (NDRF) and the National Disaster Housing Strategy (NDHS) and is consistent with the National Incident Management System (NIMS).

## **B. Goals**

The State of Illinois has established the following goals for determining the disaster housing options and strategies to utilize during a disaster:

1. Affirm and fulfill fundamental disaster housing responsibilities and roles.
2. Increase our collective understanding and ability to meet the needs of disaster survivors and affected communities.
3. Better integrate disaster housing assistance with related community support services and long-term recovery efforts.
4. Evaluate and determine improvements to this *Annex* to support individuals, families and communities in returning to their previous level of self-sufficiency as quickly as possible.
5. Build capabilities to provide a broad range of flexible disaster housing options and strategies for the Interim and Permanent Housing Phases.
6. Improve disaster housing planning to better recover from disasters.

## **C. Background**

The State of Illinois has experienced numerous disasters over the years which required the use of various disaster housing options and strategies. One example cited is the Midwest Floods of 1993. This disaster reflects the need that is created for housing individuals and families that have been affected. It also shows how quickly decisions must be made regarding disaster housing options and strategies.

Various housing options were utilized by the State of Illinois as a result of the Midwest Floods of 1993. Temporary housing was provided through the Federal Emergency Management Agency (FEMA) Housing Assistance Program (mobile homes and travel trailers). Units were placed at the damaged residence which allowed the disaster survivor to maintain their connection with the community during the rebuilding process. Another

option placed the units in community sites that were developed from the ground up.

During the Midwest Floods of 1993, the State of Illinois received 38,000 applications for emergency housing assistance. Approximately 730 mobile homes were sited and occupied at six sites in Illinois. Property and economic damages were estimated to amount to more than \$1 billion dollars (1993 dollars).<sup>1</sup> Housing damage in the State of Illinois was estimated to be \$47 million dollars (1993 dollars) with a total of 16,309 persons displaced. Out of 102 counties in Illinois, 39 were declared major disasters.<sup>2</sup>

As a result of the 1993 Midwest floods, the Village of Valmeyer (pre-flood population 900) was under nearly 20 feet of water. The County's regional planning committee drew up five housing strategies for the future of the Village of Valmeyer. The strategy that was accepted by the townspeople was "Agricultural sector rebuilding and total community relocation"<sup>3</sup>. The Village of Valmeyer utilized the FEMA Hazard Mitigation Program in order to buy-out the homes of residents who were interested in moving out of the floodplain. A majority of the residents chose to relocate to the new Valmeyer during the initial planning stage. Numerous funding sources were utilized for this initiative including federal, state, local and private. Assistance was also provided by the Working Group on Sustainable Redevelopment.<sup>4</sup>

Another disaster that could potentially affect the State of Illinois is a catastrophic earthquake in the southern part of the state either on the New Madrid Seismic Zone (NMSZ) or on the Wabash Valley Seismic Zone (WVSZ). Below is information that has been compiled in recent studies which reflect the effects of a catastrophic earthquake in Southern Illinois.

Recent studies completed by the Mid-America Earthquake Center (MAE Center) have indicated that a magnitude 7.7 ( $M_w$  7.7) earthquake on the New Madrid Seismic Zone (NMSZ) may result in over 185,000 people seeking shelter, 100,000 households without potable water service, 235,000 households without electricity, and 44,500 buildings damaged in Illinois. Direct economic losses could exceed \$44 billion.<sup>5</sup> The study included data for all Illinois counties with the biggest impact being in the

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<sup>1</sup> Governor's Workshop on The Great Flood of 1993: Long-Term Approach to the Management of the Mississippi and Illinois Rivers Including Lessons Learned and information Gaps, March 1, 1994

<sup>2</sup> Interagency Hazard Mitigation Team Report, FEMA-DR-997-IL

<sup>3</sup> Operation Fresh Start, Project of the National Center for Appropriate Technology, 2006

<sup>4</sup> Out of the Mud, Sustainable redevelopment of flood damaged towns, by Gil Friend, Fall 1994

<sup>5</sup> New Madrid Seismic Zone Catastrophic Earthquake Response Planning Project, Impact of New Madrid Seismic Zone Earthquake on the Central US, State of Illinois, Mid-America Earthquake Center Report No. 09-03, October 2009

27 most southern counties of Illinois. Relocation of individuals affected by a NMSZ earthquake may result in moving individuals to areas north of the impact zone as neighboring states may also be affected. A housing strategy for a disaster of this magnitude will bring many issues with it that must be addressed by the local community and the State of Illinois with regards to the well-being of citizens.

Determining the best disaster housing options and strategies in a catastrophic disaster such as that studied by the MAE Center will require the local community and the State of Illinois to reach decisions which will have long-term economic, political, environmental and social implications for the citizens of Illinois.

#### **D. Scope**

This *Annex* is designed to be flexible so implementation can be dictated by the need and magnitude of the disaster. This flexibility may be as simple as providing rental assistance for a one or two month period or it may be as complex as having to develop a community site to provide housing to a large number of displaced disaster survivors in manufactured homes (i.e., mobile homes or travel trailers). As a result, the types of disaster housing options and strategies needed during the long-term recovery effort will also need to be flexible. In addition, this *Annex* contains the key principles and policies that guide the disaster housing process for the State of Illinois.

This *Annex* has been developed under the authority of the Illinois Emergency Management Agency Act (20 ILCS 3305). It may be used to supplement other plans in order to provide effective and coordinated disaster housing activities upon implementation by the Governor. The *Disaster Housing Annex* is an annex to the State of Illinois Disaster Recovery Plan.

This *Annex* will also adhere to the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended, 42 U.S.C. 5121-5207 and related authorities).

## **II. Critical Considerations**

- A. All disasters start at the local level and the disaster housing options and strategies that are utilized as a result of a disaster must be coordinated with the local community to include, but not limited to, local government officials, public housing authorities, emergency management staff, private sector representatives from the affected jurisdiction, and individuals from schools, churches, non-governmental organizations and volunteer



organizations in order to determine the various programs available to attain the desired outcomes.

- B. Disaster housing options and strategies available for use will be affected based on the level and availability of police, fire, schools, jobs, businesses, utilities, transportation, and medical services to support individuals and families in need of housing in the impacted area.
- C. Consideration of available disaster housing options and strategies should promote linkages between housing, transportation, the environment and employment centers.
- D. Disasters may result in widespread contamination of an area, thus rendering it unable to host a disaster housing strategy. Disaster housing options and strategies may have to consider the relocation of the whole community for an extended period of time or possibly forever.
- E. Disaster housing options and strategies will be affected by the location of the disaster. Some areas may have less interim housing options available to them in the form of rental units available in the community that could be used by displaced individuals and families.
- F. Population density will need to be considered when determining the types of disaster housing options and strategies to utilize.
- G. Disaster housing options and strategies will need to address the needs of the entire community including children; individuals supported by service animals; individuals with limited English proficiency; individuals with disability, access and functional needs (as defined by Title II of the Americans with Disabilities Act of 1990, as amended by the ADA Amendments Act of 2008, P.L. 110-325); low income populations; pets; renters; senior citizens; separated households; veterans; undocumented individuals and homeless individuals. Some of these individuals may be reluctant to participate in government-sponsored housing options.

### **III. Critical Assumptions**

- A. Individuals, families, business leaders and local officials affected by the disaster will desire disaster housing options and strategies that are designed to keep their communities intact.
- B. Rental resources will be extremely limited in an area that experiences a catastrophic disaster.

- C. Supplies of construction materials and labor will be in short supply following a catastrophic event.
- D. The extent of the infrastructure damage will affect the pace of the rebuilding and recovery efforts.
- E. Facilities to accommodate individuals with functional needs will be inadequate to house the number of individuals affected.
- F. Catastrophic events will require innovative approaches beyond traditional housing methods to provide sufficient resources to meet the need.

#### **IV. Phases of Disaster Housing**

The five phases of disaster housing are important to the overall disaster housing options and strategies utilized during recovery. This *Annex* addresses housing assistance needs that may occur from a wide range of disasters – small scale disasters with less affect on the housing stock to large scale catastrophic disasters that affect a substantial portion of the population. As a result, it may not be necessary to utilize each of the five phases during the recovery process.

Disaster housing options and strategies should begin with setting clear expectations among all involved in the planning process. The local community should be involved along with state and federal partners to determine the types and location of disaster housing options and strategies to utilize. The disaster housing planning process will also need to consider the broader issues of the community with respect to access to work, schools, community services, public services such as utilities, public safety such as police and fire, medical facilities, and transportation needs.

Disaster housing options provided may overlap from one phase into another phase based on the magnitude of the disaster. Whenever possible, disaster survivors will be placed into Permanent Housing options which may assist them in obtaining self-sufficiency in order to recover from the disaster in a more expedient manner. For example, if a renter is displaced at the time of a disaster, the disaster housing option selected should be to place the disaster survivor into a permanent rental unit rather than a temporary housing unit (i.e., travel trailer) as this will expedite their recovery from the disaster and ensure for their self-sufficiency.

##### **A. Phase 1: Preparedness**

Preparedness activities may contribute to a timely and effective response following a disaster. Pre-disaster planning activities at the local and state level can reduce a disaster's affect on individuals, families, businesses and the community as a whole. This may result in a more organized response

and timely recovery from the disaster. Through the development of this *Annex*, the involved state agencies gained the advantage of establishing working relationships prior to a disaster which may aid in a successful implementation of the *Annex*. In addition, pre-identification of the types of housing options available will lend itself to timely implementation of this *Annex* at the time of a disaster.

**B. Phase 2: Short-Term Sheltering**

This phase provides for the immediate housing of individuals and families who may have been displaced by a disaster. During a large-scale or catastrophic disaster, extended shelter stays may be required until Interim and/or Permanent Housing can be established. Activities pertaining to this phase are covered in the IEOP ESF-6, Mass Care Annex and, therefore, are not included in this *Annex*. The American Red Cross (ARC) is the lead agency for ESF-6, Mass Care.

**C. Phase 3: Interim Housing (usually up to 18 months)**

The focus of this Phase is on re-establishing the household or family and enabling them to work towards a permanent housing solution and self-sufficiency. During this phase individuals and families should have access to essential support services such as social services and community support groups. The goal is to provide safe, sanitary, functional and physically accessible interim housing while repairs and rebuilding are in progress or while disaster survivors seek another form of suitable permanent housing.

When there is a major disaster declaration which includes Individual Assistance, the Individuals & Households Program (IHP) will be available to assist disaster survivors in their recovery process during this Phase. The IHP can provide Interim Housing in the form of grant funds to cover rental costs for a one or two month initial period; grant funds to repair the home to make it safe, sanitary and secure; and/or grant funds to replace a destroyed home up to the maximum IHP grant amount. This grant amount is adjusted annually based on the Consumer Price Index (CPI).

**D. Phase 4: Permanent Housing**

The focus of this Phase is on rejoining the household with the community. Disaster housing options and strategies should be suitable to the individual or family and be self-sustainable. Numerous decisions will need to be made by all involved entities that are implementing this *Annex* and those organizations that comprise the long-term recovery committee with regards to land use decisions, infrastructure restoration, provision of vital

community services, and other long range goals related to mitigation to ensure a similar event in the future will not have the same devastating consequences.

## **E. Phase 5: Mitigation**

Mitigation activities implemented after a disaster, whether a small event or a catastrophic event, will benefit from risk reduction when a community decides to rebuild stronger in order to reduce repeat losses. For damages that are not preventable, appropriate insurance coverage by individuals and businesses allows the community to be more resilient in that they have the financial resources to recover more quickly.

All hazard mitigation projects within the State of Illinois are designed to reduce the impact of disasters in reference to one or more of the following six categories:

1. **Prevention:** Actions intended to keep a hazard risk problem from getting worse.
2. **Property Protection:** Actions used to modify buildings subject to a hazard risk, or their surroundings, rather than to prevent the hazard from occurring.
3. **Public Education and Awareness:** Actions that inform and remind people about hazardous areas and the actions necessary to avoid potential damage and injury.
4. **Natural Resource Protection:** Actions intended to reduce the intensity of hazard effects as well as to improve the quality of the environment and wildlife habitats.
5. **Critical Facilities Protection:** Effort to protect buildings that are vital to the public safety needs within jurisdictions.
6. **Structural Projects:** Actions that involve construction of manmade structures to control hazards; i.e., dams, levees, dikes and seawalls.<sup>6</sup>

## **V. Concept of Operations**

### **A. General**

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<sup>6</sup> State of Illinois, 2010 Illinois Natural Hazard Mitigation Plan, October 2010, page IV-62.

This *Annex* may be implemented based on the disaster housing needs of individuals and families as a result of a major disaster in the State of Illinois. Residential dwellings may be destroyed or may be uninhabitable for an extended period of time after the disaster. This *Annex* focuses on housing assistance that may be available from various sources during the different phases of recovery. As a result, the State of Illinois has identified several phases to differentiate between the types of disaster housing options and strategies that may be required during the recovery process.

The Short-Term Sheltering Phase includes actions needed during the immediate response to an event and are covered in the IEOP ESF 6, Mass Care Annex. Two other phases are the Interim Housing Phase (up to 18 months) and the Permanent Housing Phase (long-term) which may overlap during the recovery effort in order to move individuals into the most suitable type of housing based on the circumstances of the disaster and the needs of the individual. During long-term recovery activities attention should be focused on the preparedness and mitigation phases when developing disaster housing options and strategies because they can contribute to reducing the impact of disaster-related damages in the future.

This *Annex* will attempt to identify state agency programs and/or subject matter experts that can assist a wide array of individuals including children; individuals supported by service animals; individuals with limited English proficiency; individuals with disability, access and functional needs; low income populations; pets; renters; senior citizens; separated households; veterans; undocumented individuals; and homeless individuals.

The programs available to individuals as a result of a major disaster during the Interim and Permanent Housing Phases are explained further in section VI “Housing Programs – State Level and Federal Level”.

## **B. Key Principles and Policies**

1. The ADHWG will be called upon when it is determined that additional state agency involvement is needed to meet the needs of disaster survivors, in whole or in part. It may not be necessary to activate the entire ADHWG but only select agencies dependent upon the magnitude of the disaster housing mission and the housing need that has been identified.
2. The ADHWG will work with the NDHTF and FEMA to leverage all available programs at the federal level.

3. Housing options and strategies must be identified quickly and provided efficiently to affected individuals, families and communities.
4. Housing options and strategies should advance community recovery efforts by meeting the post-disaster housing needs of individuals and families.
5. Housing options and strategies must be scalable and flexible in order to support small events as well as catastrophic events.
6. Housing options and strategies will be targeted to the whole of the community, which includes children; individuals supported by service animals; individuals with limited English proficiency; individuals with disability, access and functional needs; low income populations; pets; renters; senior citizens; separated households; veterans; undocumented individuals; and homeless individuals.

### **C. Organization and Assignment of Responsibilities**

The local community has a key role in identifying various disaster housing options and strategies based on the magnitude of the disaster, the unique characteristics of their communities, and the diverse needs of their residents including those individuals with disability, access and functional needs.

Participation from the local community will need to include the emergency management staff, the mayor and/or city manager, local and county public housing authorities, and county officials. In addition, participation from the private sector representing the affected areas to ensure business interests are addressed and also individuals from the schools, churches, non-governmental organizations and volunteer organizations that are participating in the recovery efforts may be beneficial to the process.

Involvement at the state level will include various state agencies to implement available housing assistance programs and/or to provide personnel with subject matter expertise to deal with other facets of implementing the housing options and strategies during the recovery process. In addition, other state agencies that are identified in the IEOP may be requested to provide support services necessary to carry out disaster housing options and strategies. Support services provided would be within the context of the roles and responsibilities identified in the IEOP.

IEMA will be the initial coordinating agency during the Interim Housing Phase between the federal agencies, the state agencies and the local community that have a role in providing disaster housing options and strategies to individuals and families affected by a disaster. As long-term disaster housing activities transition to the Permanent Housing Phase, it may be necessary to transition this coordination role to the ADHWG to lead the overall long-term recovery activities related to permanently housing disaster survivors.

The federal government has an integral role to play in the housing options and strategies available to individuals and communities when a major disaster has been declared for the affected area. The NDHTF serves as an advisory body to provide leadership, advocacy and multi-agency focus and coordination to address national disaster housing related issues.<sup>7</sup> In addition to the identified or referenced program areas in this *Annex*, FEMA can take the following actions to assist the state in reaching out to individuals:

- Increase the capacity to register individuals for assistance
- Accelerate housing inspections
- Publicly disseminate housing information to individuals
- Support long-term recovery committee activities
- Provide crisis counseling, case management and other support services
- Provide support through the NDHTF<sup>8</sup>

Private sector involvement is necessary in order to provide essential services to individuals, families and communities affected by a disaster. Essential services include, but are not limited to, water, power, communications, transportation and medical care which are needed for the recovery phase of a disaster to move forward. Other services which encourage residents to remain in the area during recovery activities come from grocery stores, pharmacies, gas stations and building supply stores. Without these services available to the residents, the affected area will encounter additional obstacles on its road to recovery.

Volunteer organizations, including National and state Volunteer Organizations Active in Disasters (VOAD) members may facilitate collaboration, communication, cooperation and coordination among numerous volunteer groups to address the needs of the affected individuals and families in order to take full advantage of limited funding that may be available.

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<sup>7</sup> National Disaster Housing Task Force Concept of Operations, November 17, 2010 (Draft)

<sup>8</sup> FEMA Disaster Temporary Housing Operational Guide (DRAFT version)

Non-governmental organizations may have a foothold in the community as a result of previous missions they have undertaken in the community. After a disaster, they may be utilized to provide or help locate community-based childcare support, emotional support and case management services. Some NGOs can also assist in the repair and clean-up of damaged homes and community facilities by providing labor, tools, materials and/or equipment. They may also assist in reconnecting people with disabilities to assistive technology, durable medical equipment and other independent living services. They may also play a pivotal role in the repair and construction of essential community facilities and restoring community-based services.

**D. Communications**

During times of non-disaster activity, the state agencies identified in this *Annex* may have interaction when the Illinois Housing Task Force (IHTF) conducts their quarterly meetings and/or during quarterly meetings of the IHTF Interagency Subcommittee. Additional meetings may occur with a focus on various topics related specifically to disaster housing issues.

In addition, state agencies may be contacted when a disaster in the State of Illinois requires the administration of federal disaster assistance programs. Contact may include a request for information or it may be an advisory notice as to whether a disaster housing mission may necessitate involvement of state agencies identified in this *Annex*.

**E. External Affairs**

FEMA initially provides the external affairs communications to the public and media during direct housing missions. These missions are generally initiated during the Short-Term Sheltering and Interim Housing Phases. Coordination with the state Public Information Officer (PIO) will be needed to ensure for a consistent message to the public.

External affairs communications with the public and media regarding the actions that are being taken to formulate disaster housing strategies and to provide disaster housing options to disaster survivors will be initiated in accordance with the IEOP ESF-15 External Affairs Annex.

**F. Resources**

Various resources will be utilized to assist disaster survivors in locating housing during the Interim and Permanent Housing Phases. One such resource is the Housing Locator website developed and maintained by the



Illinois Housing Development Authority (IHDA). In addition, FEMA also maintains a housing portal for use by disaster survivors.

1. IHDA: [www.ilhousingsearch.org/](http://www.ilhousingsearch.org/)
2. FEMA: <https://asd.fema.gov/inter/hportal/home.htm>

## **VI. Housing Programs**

### **A. State Level**

Programs made available by the State of Illinois for disaster survivors will be subject to budgetary constraints at the time of implementation. State of Illinois programs will not duplicate benefits provided by FEMA disaster assistance programs or other federal agency programs.

1. Phase 3: Interim Housing (usually up to 18 months)

During this phase, the State of Illinois will utilize disaster housing options provided by FEMA under the Stafford Act and the Individuals & Households Program (IHP).

2. Phase 4: Permanent Housing

The majority of programs and resources at the state level that may be available for disaster survivors will be utilized during the Permanent Housing Phase. This will allow the FEMA and the Small Business Administration (SBA) programs to meet the disaster survivors' needs in the Interim Housing Phase.

Programs provided by the State of Illinois are not specifically designated for disaster housing purposes. As a result, waivers and/or reprogramming of funds may be required before implementation of the programs for disaster housing in the State of Illinois.

Programs that may be available to assist during this Phase are outlined in the reference document titled "State of Illinois Housing Assistance Programs for Major Disaster Declarations".

### **B. Federal Level**

Programs made available by federal agencies for disaster survivors will be subject to budgetary constraints at the time of administration.

The Rehabilitation Act of 1973 (as amended) and the Architectural Barriers Act of 1968 apply to all entities that receive federal financial assistance regardless of whether they are a governmental agency, a private organization or a religious entity. Recipients of federal financial assistance may also be subject to other laws arising out of their status as state or local agencies, or sub-recipients and grantees of entities that receive federal dollars, or private entities that provide goods, services or accommodations to the public.

1. Phase 3: Interim Housing (usually up to 18 months)

Housing options available from FEMA during this phase are offered through various components of the Individuals and Households Program (IHP) which are normally available for up to 18 months from the date of a disaster being declared a major disaster. Assistance provided may take the form of financial assistance (grant assistance to individuals) or direct assistance (temporary housing units provided directly to disaster survivors).

Additional details on each program can be obtained from the National Disaster Housing Strategy, Annex 7, Summary of Guidance on Disaster Housing Assistance Available under the Stafford Disaster Relief and Emergency Assistance Act, including Eligibility Criteria and Application Procedures.

<http://www.fema.gov/emergency/disasterhousing/annexes.shtm>

2. Phase 4: Permanent Housing

Additional details on each program within this phase can be obtained from the National Disaster Housing Strategy, Annex 1, Overview of Disaster Housing Programs for Federal, State, Tribal, and Local Government and Nongovernmental Organizations and Annex 3, Summary of Programs for Special Needs and Low-Income Populations, Including Provision of Housing Units for Individuals with Disabilities.

<http://www.fema.gov/emergency/disasterhousing/annexes.shtm>

## **VII. State Agency Roles and Responsibilities**

The Intergovernmental Cooperation Act [5 ILCS 220/1 et seq.] permits agencies of the State of Illinois and other governmental units to cooperate together in the performance of their responsibilities by contracts and other agreements (i.e., intergovernmental agreements).

A. Primary Agency

1. Illinois Emergency Management Agency (IEMA)

IEMA has the responsibility and the capability to coordinate the overall effort of disaster housing, IEMA will:

- a. serve as the primary point of contact with FEMA when disaster housing missions are required,
- b. provide staff to coordinate the interaction between the local community, the state Ad hoc Disaster Housing Work Group (ADHWG), and the National Disaster Housing Task Force (NDHTF) to initiate a housing strategy,
- c. IEMA is charged with coordinating the overall emergency management program of the state, including cooperating with governmental entities in implementing emergency management programs for the mitigation, response and recovery efforts necessitated by disasters. To accomplish this, IEMA's powers include establishing authorization and procedures for the erection or other construction of temporary works designed to mitigate danger, damage or loss from disasters, including to make provision for the availability and use of temporary emergency housing for citizens of this state who are displaced by disasters. In carrying out these responsibilities, IEMA and other political subdivisions of the state may utilize the services, equipment, supplies and facilities of existing offices, departments and agencies of the state [20 ILCS 3305/1 et seq.].
- d. coordinate the public messaging with the local community to inform citizens and stakeholders about the housing mission during the interim and permanent housing phases utilizing the IEOP ESF 13, External Affairs Annex, and
- e. promote the use of mitigation practices during the rebuilding phase in order to reduce future damages.

B. Support Agencies

1. Illinois Capital Development Board (CDB)

The Capital Development Board will:

- a. maintain a list of pre-qualified architectural and consulting/engineering firms which can be used on a contractual basis during emergencies,
  - b. maintain a list of pre-qualified contractors which can be used on a contractual basis during emergencies, and
  - c. contract with architects, engineers and contractors, on behalf of IEMA, for such services as may be necessary to prepare sites for temporary housing.
2. Illinois Department on Aging (IDoA)

Through its Area Agencies on Aging (AAA), IDoA will:

- a. notify the AAA when a Gubernatorial or Presidential disaster declaration is issued and determine the role of aging programs in providing disaster housing assistance,
  - b. work with the AAA in assessing the effect of the disaster on older persons and conveys assessments to IEMA and the Administration on Aging – Region V,
  - c. access and provide available supplemental funding to the AAA and service providers for authorized expenses incurred in providing disaster services, and
  - d. provides staff to assist in the implementation of this *Annex* at the time of a major disaster declaration.
3. Illinois Department of Children & Family Services (DCFS)

As part of its goal to protect children by strengthening and supporting families, DCFS will:

- a. provide housing advocacy services and cash assistance to prevent children from being placed in foster care or to allow children to return home from foster care if the risk or barrier is a subsistence issue such as inadequate housing,
- b. provide housing advocacy services and cash assistance to stabilize a youth under 21 years of age, and

- c. provides program administration staff to assist in the implementation of this *Annex* at the time of a major disaster declaration.

4. Illinois Department of Human Rights (IDHR)

Through its mission to establish and promote equal opportunity and affirmative action, IDHR will:

- a. provide experts on housing discrimination,
- b. provide staff to counsel individuals and handle inquiries from the public to determine if they may have been discriminated against and whether a discrimination charge can be filed,
- c. attempt to conciliate the charge to obtain a voluntary settlement that is satisfactory to the individual and the housing provider, and
- d. if evidence of discrimination is found, litigate the case at the Human Rights Commission in accordance with the Illinois Human Rights Act and Regulations.

5. Illinois Department of Human Services (IDHS)

In order to assist disaster survivors in achieving maximum self-sufficiency with regards to housing,

The Bureau of Title XX Social Services will:

- a. provide support to persons in need of emergency, transitional or support housing for persons with disabilities,
- b. be responsible for submitting the state's intended use plan for the state's allocation for the Social Services Block Grant (SSBG),
- c. be responsible for amending the state's intended use plan for SSBG funds at the time of a disaster if funds are to be reprogrammed,
- d. provide staffing to administer the SSBG which may include the provision of housing assistance, and

- e. coordinate interaction with community not-for-profits, local governments, and other social service agencies.

The Bureau of Homeless Services and Supportive Housing will:

- a. be responsible for administering the Homeless Prevention Program.

6. Illinois Department of Public Health (IDPH)

As part of its mission to promote the health of the people of Illinois including those with HIV/AIDS, IDPH, through their Housing Coordinator, will:

- a. assist and identify provisions for eligible households to ensure the continuity of housing and support services for low income persons living with HIV/AIDS and their families,
- b. request a waiver from the U.S. Housing and Urban Development (US-HUD) of Housing Opportunities for Persons With Aids (HOPWA) requirements to facilitate assistance to displaced persons, and
- c. provide limited staff to assist in the implementation of this *Annex* at the time of a major disaster declaration.

7. Illinois Housing Development Authority (IHDA)

Through its mission to finance creation and preservation of affordable housing for low and moderate income individuals throughout the state, the IDHA will

- a. provide, when requested, a listing of property managers and types of units that may be available (i.e., elderly, assisted living, functional needs) to IEMA for use in researching available housing units for disaster survivors.

## **VIII. Authorities**

Illinois Emergency Management Agency Act (20 ILCS 3305)

Intergovernmental Cooperation Act (5 ILCS 220)

Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended, 42 U.S.C. 5121-5207 and related authorities)

Illinois Human Rights Act, 775 ILCS 5/

The Rehabilitation Act of 1973, as amended

Titles II of the Americans with Disabilities Act of 1990, as amended by the ADA Amendments Act of 2008, P.L. 110-325

Architectural Barriers Act of 1968, as amended

## **IX. References**

Illinois Emergency Operations Plan (IEOP), as amended

Illinois Natural Hazard Mitigation Plan, as amended

National Response Framework, as amended

National Disaster Recovery Framework, September, 2011

National Disaster Housing Strategy and Annexes, January 16, 2009

National Incident Management System, as amended

Department of Human Rights Rules & Regulations, Title 71, Part 2300, Housing Discrimination

Governor's Workshop on The Great Flood of 1993: Long-Term Approach to the Management of the Mississippi and Illinois Rivers Including Lessons Learned and Information Gaps, March 1, 1994

Interagency Hazard Mitigation Team Report, FEMA-DR-997-IL, Out of the Mud, Sustainable redevelopment of flood damaged towns, by Gil Friend, Fall 1994, Page 6

New Madrid Seismic Zone Catastrophic Earthquake Response Planning Project, Impact of New Madrid Seismic Zone Earthquake on the Central U.S., State of Illinois, Mid-America Earthquake Center Report No. 09-03, October 2009

Housing Flood Relief Programs Available in Illinois' Federally Declared Disaster Areas, 1993 Midwest Floods, Rev. October 21, 1993

Letter from Director Damon T. Arnold, M.D., M.P.H., Illinois Department of Public Health, to Mr. Dave Smith, Springfield, 22 July 2008, Indoor Air Levels of Formaldehyde

State of Illinois Housing Assistance Programs for Major Disaster Declarations, as amended

## **X. Definitions**

Access and Functional Needs: The term "access and functional needs" means accommodating individuals with disabilities as defined by the ADA Amendments Act of 2008, P.L. 110-325 so they maintain their independence. Meeting access and functional needs may include modifications to programs, policies, procedures, architecture, equipment, services, supplies and communication methods. Examples of "access and functional needs" services may include a reasonable modification of a policy, practice or procedure, or the provision of auxiliary aids and services to achieve effective communication, such as, among many others: (1) an exception for service and emotional support animals in an emergency shelter where there is a no-pets policy; (2) the provision of way-finding assistance to someone who is blind to orient to new surroundings; (3) the provision of transferring and toileting assistance to an individual with a mobility disability; and (4) the provision of an interpreter to someone who is deaf and seeks to fill out paperwork for public benefits.

Individuals with "access and functional needs" are children and adults who may have physical, sensory, mental health, cognitive and/or intellectual disabilities affecting their ability to function independently without assistance. Others who may have access and functional needs include women in late stages of pregnancy, seniors and those needing bariatric equipment or communications assistance.

Direct Housing Assistance: Temporary housing units, acquired by purchase or lease, provided directly to individuals or households who, because of a lack of available housing resources, would be unable to make use of the temporary housing financial assistance.

Disability/Individual with a Disability: The term "individual with a disability" refers to "a person who has a physical or mental impairment that substantially limits one or more major life activities, a person who has a history or record of such impairment, or a person who is regarded by others as having such an impairment." This definition was established by the Americans with Disabilities Act (ADA). The term "disability" has the same meaning as that used in the ADA Amendments Act of 2008, P.L. 110-325, as incorporated into the ADA. See <http://www.ada.gov/pubs/ada.htm> for the definition and specific changes to the text of the ADA. State laws and local ordinances may also include individuals outside the federal definition.



Disaster Housing Options: The array of possible choices of disaster housing assistance that can be provided through federal agencies, state agencies or programs available within the local community. The choices available will be inclusive to all population sectors. Disaster housing options must include a sufficient range of options that are compatible with the community characteristics, including population density, climate, geography and land availability. They must be safe, durable, physically accessible and cost effective.

Disaster Housing Strategies: Developed by the local community in conjunction with the state and federal governments which outline the various options that a local community may adopt during the Permanent Housing Phase. The strategies may include what existing housing resources are available in the community or those that could be brought in to meet the disaster survivors' needs. The strategy may include the housing options available and identify available land and buildings. It may include details on feasibility, timeliness and quantity of units needed. It may identify local constraints and barriers.

Household Pet: A domesticated animal, such as a dog, cat, bird, rabbit or turtle that is traditionally kept in the home for pleasure rather than for commercial purposes, can travel in commercial carriers, and be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes. (FEMA DAP9523.19)

Interim Housing: Safe and secure temporary housing that meets the physical accessibility needs of the household and includes essential utilities, access to areas for food preparation, and bath facilities in a context that allows a family to live together with a reasonable amount of privacy for a period generally up to 18 months. Also referred to as Temporary Housing in the context of FEMA programs per Section 408 of the Stafford act.

Local Community: Includes, but not limited to, local government officials, public housing authorities, emergency management staff, private sector representatives from the affected jurisdiction, and possibly individuals from schools, churches, non-governmental organizations and volunteer organizations.

Low Income: Federal agencies and programs may—within the boundaries set by federal law—establish their own guidelines for defining low-income populations. For the purposes of this document, low-income populations are defined as such by the agencies determining program eligibility:

- HUD: HUD defines a low-income household as a household whose total income does not exceed 80 percent of the median income for the area, as determined by HUD, with adjustments for smaller and larger families,

except that HUD may establish income ceilings higher or lower than 80 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes. HUD income limits are updated annually and are available from local HUD offices for the appropriate jurisdictions.

- HHS: The Department of Health and Human Services (HHS) does not define “low-income,” but it issues poverty guidelines in the Federal Register each year for use in determining eligibility for certain of its means-tested programs. These guidelines simplify poverty thresholds issued by the Census Bureau for use for administrative purposes such as determining financial eligibility for certain federal programs.

Permanent Housing: Safe, sanitary and secure housing that can be sustained without continued disaster-related assistance.

Self-Sufficiency: The ability to obtain non-disaster funded housing that is safe, sanitary and meets the needs of the individuals or families residing there.

Service Animal: Any guide dog, signal dog or other animal individually trained to provide assistance to an individual with a disability including, but not limited to, guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair or fetching dropped items. (FEMA DAP9523.19)

Sheltering: Housing that provides short-term refuge and life-sustaining services for disaster survivors who have been displaced from their homes and are unable to meet their own immediate post-disaster needs.

Temporary Housing: Temporary accommodations provided by the federal government to individuals or families whose homes are made unlivable by an emergency or a major disaster. *44 CFR 206.111*

Temporary Housing Unit: Manufactured housing, recreational vehicle or other readily fabricated dwelling (e.g., pre-fabricated dwelling).

## Acronyms

AAA	Area Agencies on Aging
AC	Area Command
ACM	Asbestos Containing Material
ADA	American Disabilities Act
ADHWG	Ad hoc Disaster Housing Work Group
AO	Area of Operations
ARC	American Red Cross
CDB	Capital Development Board
CDHP	Comprehensive Disaster Housing Plan
CFR	Code of Federal Regulations
CISD	Critical Incident Stress Debriefings
CISM	Critical Incident Stress Management
CMS	Central Management Services
COP	Common Operating Picture
CPI	Consumer Price Index
DCEO	Department of Commerce and Economic Opportunity
DCFS	Department of Children and Family Services
DRC	Disaster Recovery Center
DSA	Disaster Survivor Assistance
DSNAP	Disaster Supplemental Nutrition Assistance Program
EOC	Emergency Operations Center
EMA	Emergency Management Agency
EMAC	Emergency Management Assistance Compact
EMAT	Emergency Management Assistance Team
ESDA	Emergency Services Disaster Agency
ESF	Emergency Support Function
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FEMA RA	Federal Emergency Management Agency Regional Administrator
FHMO	Federal Hazard Mitigation Officer
GAR	Governor's Authorized Representative
GOCA	Governor's Office of Citizens' Assistance
HA	Housing Assistance
HHS	Health and Human Services
HMGP	Hazard Mitigation Grant Program
HMS	Hazard Mitigation Specialist
HOPWA	Housing Opportunities for Persons With Aids
HUD	Housing and Urban Development

IAO	Individual Assistance Officer
ICC	Illinois Commerce Commission
ICS	Incident Command System
ICVCS	Illinois Commission on Volunteerism and Community Service
IDA	Initial Damage Assessment
IDA	Illinois Department of Agriculture
IDES	Illinois Department of Employment Security
IDHR	Illinois Department of Human Rights
IDHS	Illinois Department of Human Services
IDOI	Illinois Department of Insurance
IDMA	Illinois Department of Military Affairs
IDNR	Illinois Department of Natural Resources
IDoA	Illinois Department on Aging
IDOC	Illinois Department of Corrections
IDOL	Illinois Department of Labor
IDOT-H	Illinois Department of Transportation- Highways
IDPH	Illinois Department of Public Health
IDRP	Illinois Disaster Recovery Plan
IEMA	Illinois Emergency Management Agency
IEOP	Illinois Emergency Operations Plan
IEPA	Illinois Environmental Protection Agency
IHDA	Illinois Housing Development Authority
IHP	Individuals and Households Program
IHPA	Illinois Historic Preservation Agency
IHTF	Illinois Housing Task Force
ILEAS	Illinois Law Enforcement Alarm System
IMAG-CC	Interagency Mitigation Advisory Group -- Coordinating Committee
IMERT	Illinois Medical Emergency Response Team
INHMP	Illinois Natural Hazard Mitigation Plan
IPWMAN	Illinois Public Works Mutual Aid Network
ISP	Illinois State Police
JFO	Joint Field Office
MABAS	Mutual Aid Box Alarm System
MAEC	Mid-America Earthquake Center
NADCIS	Notification, Activation, Deployment, Coordination, Implementation, and Sustainment
NDHS	National Disaster Housing Strategy
NDHTF	National Disaster Housing Task Force
NDRF	National Disaster Recovery Framework
NEMIS	National Emergency Management Information System
NEPA	National Environmental Policy Act
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NMSZ	New Madrid Seismic Zone
NRF	National Response Framework

ONA	Other Needs Assistance
OWR	Office of Water Resources
PAS	Public Assistance Specialist
PDA	Preliminary Damage Assessment
PEHMST	Post Emergency Hazard Mitigation Strategy Team
PIO	Public Information Officer
PKEMRA	Post Katrina Emergency Management Reform Act
PNP	Private Non-Profit
RA	Regional Administrator
RCDP	Regional Commodity Distribution Point
RDC	Regional Distribution Center
REC	Record of Environmental Considerations
RNA	Rapid Needs Assessment
RSS	Receipt, Staging, Shipping
SBA	Small Business Administration Program
SCIP	Statewide Communications Interoperability Plan
SCO	State Coordinating Officer
SEOC	State Emergency Operations Center
SFMO	State Financial Management Officer
SFOB	State Forward Operating Base
SHMO	State Hazard Mitigation Officer
SICVCS	Serve Illinois Commission on Volunteerism and Community Service
SIRC	State Incident Response Center
SOP	Standard Operating Procedure
SPAG	State Public Assistance Group
SPO	State Project Officer
SPS	State Project Specialists
SRIA	Sandy Recovery Improvement Act
SSBG	Social Services Block Grant
SVDC	State Volunteer and Donations Coordinator
UAC	Unified Area Command
VDCT	Volunteer and Donations Coordination Team
VOAD	Voluntary Organizations Active in Disaster
WVSZ	Wabash Valley Seismic Zone

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