

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 damage assessment teams. These individuals/teams report initial damage assessments and other information back to the State Incident Response Center (SIRC). Initial damage assessments may drive or partially drive the response to an event and short-term recovery. Initial damage assessments can be used to forecast if and to where the Unified Area Command (UAC) should be activated and deployed. Once the UAC is deployed and staged, agency representatives act as liaisons to the UAC. 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 Unified Area Command (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 initial damage assessments, resolving life safety issues, search and rescue operations, restoring critical infrastructure, and ensuring health and welfare. 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 Section III.

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 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 SEOC 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. Initial Damage Assessment

The Initial Damage Assessment Process involves the following activities:

- identifying needs;
- assigning and deploying trained staff to the geographical Area of Operations (AO);
- conducting an Initial Damage Assessment
- analyzing disaster intelligence gathered through the Assessment;
- 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.

IV. Vital Resources

Vital resources required for the short-term recovery from a specific event are determined using the “Hazard Specific Resource Chart”, which can be found in the State Incident Response Center (SIRC). This chart was developed by the state of Illinois and is reviewed on a biennial basis by the state. Resources are identified by type, quantity, capability, and primary agency.

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

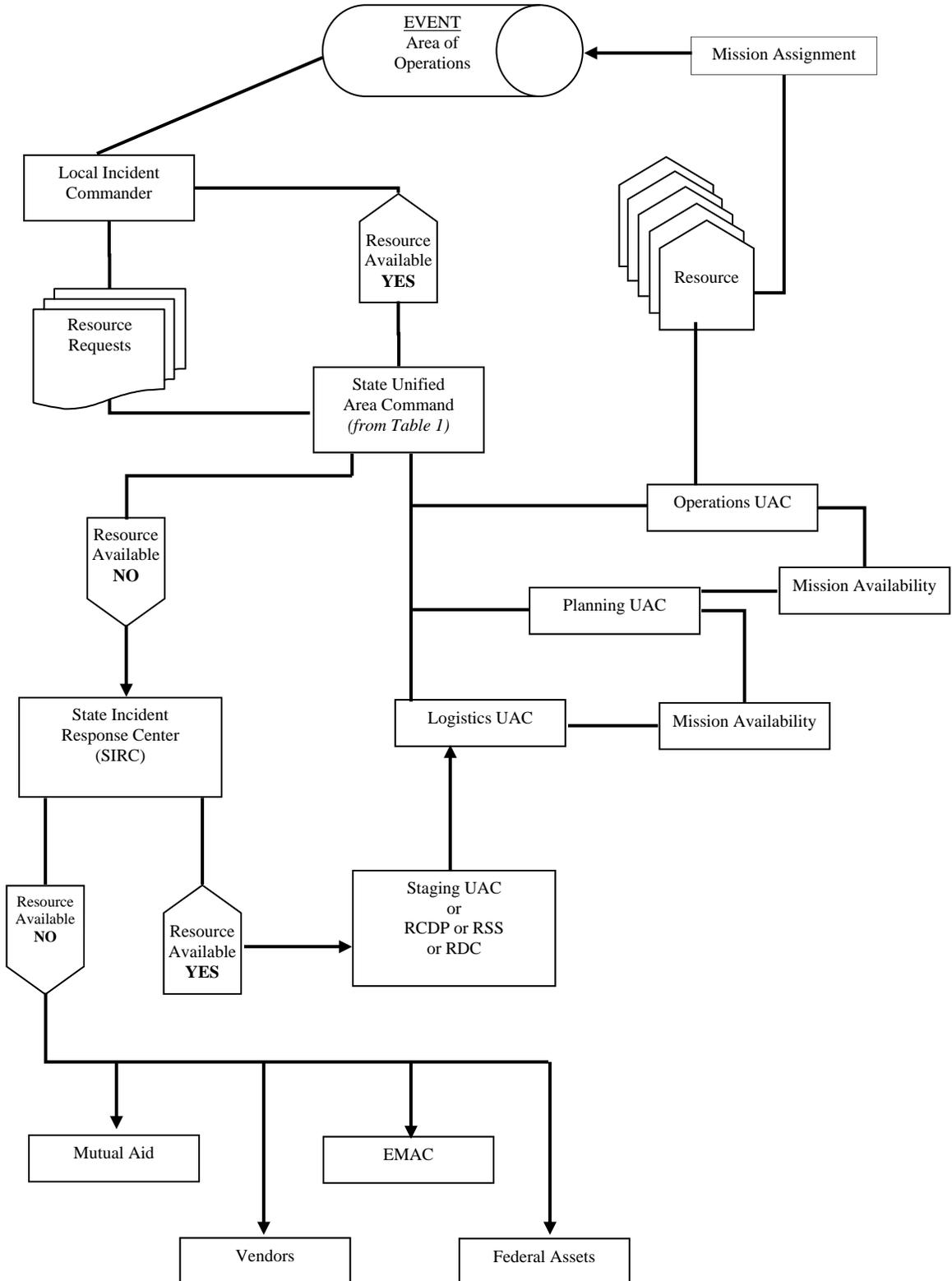
V. Acceptable Timeframes

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).

The state of Illinois uses hazard specific performance objectives to pre-determine optimum acceptable timeframes for response/recovery. The timeframes assume 0-hour (zero) as time of event, against the acceptable timeframe for any asset to be operational in a given area of operations. Coupled with the Hazard Specific Performance Objectives / Timeframes for Response is the scheduled assessment and gap analysis of all resources available to the state. The assessment is comprised of variable analysis components that include overall assessment of the state’s assets, assessment of the overall assets against each specific threat (hazard) identified by the state, and the acceptable timeframe for response by any given asset.

An incident could occur that would not lend itself to the pre-determined optimum acceptable timeframes. In such cases, alternate timeframes would be considered acceptable.

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



THIS PAGE INTENTIONALLY LEFT BLANK