

Attachment 1 Illinois Disaster Management System

I. Introduction

A. Purpose

The purpose of this attachment is to provide operational guidance for State departments and agencies supporting response and recovery operations.

B. Scope

1. In order to most effectively serve Illinois citizens, IEMA developed the Illinois Disaster Management System (IDMS) as a component of the IEOP. This system functions as the State of Illinois Incident Management System for disaster operations and operates in accordance with the National Incident Management System (NIMS).
2. IDMS and NIMS apply to all disaster response activities coordinated by IEMA. Local governments provide initial response and state response operations support those local governments in meeting their needs.

II. Assumptions

- A. The Governor will exercise direction and control of the response to any man-made or natural disaster affecting the citizens of the State of Illinois. The IEMA Director will manage and coordinate State operations, in accordance with the National Incident Management System (NIMS) and the Illinois Emergency Management Agency Act (20ILCS 3305). The personnel, facilities, and equipment for decision-making and initiating appropriate action to respond to the disaster will be located in the State Incident Response Center (SIRC), or the alternate SIRC as designated, and the Emergency Operations Center(s) (EOC)(s) of political subdivisions.
- B. Local governments may require assistance from the state to provide personnel, expertise, equipment, supplies, or services.
- C. The IEMA Director or other authorized staff member will activate the SIRC when it is required. If the SIRC or the alternate SIRC (4800 Rodger Street) becomes inoperable, IEMA Command Vehicles or other state vehicles could serve as an alternate SIRC for short periods or for disasters of lesser magnitude
- D. State agencies and departments provide personnel to the SIRC and State Forward Operations locations. Augmentation to IEMA staff may be required. Members of Mobile Support Teams and/or resources received through an Emergency Management Assistance Compact (EMAC) may be utilized for this augmentation.
- E. The length of time the SIRC coordinates overall state response operations will vary. Some disaster scenarios will require longer or shorter periods of SIRC activation due to the nature of the event, the area(s) involved, staffing, and facilities available.

III. Concept of Operations

A. General

1. IEMA is responsible for coordinating with state operations personnel to ensure that disaster site needs are met. IEMA provides for the management and coordination of all dedicated state assets; disaster intelligence management; coordination with on-site local, state, private sector, and federal agencies; and coordination of the disaster recovery operations.
2. The disaster response/recovery organization is flexible and scalable, with each level of forward deployment capable of expanding or down-sizing to establish the appropriate level of response to meet the disaster site needs. The Concept of Operations for response includes State Incident Response Center (SIRC); IEMA Regional Staff; Forward Liaison Team; Area Command/Unified Area Command (AC/UAC); State Forward Operating Base (SFOB); and Joint Reception, Staging, Onward movement and Integration (JRSO&I) facilities.
 - a. The SIRC provides the strategic coordination for disaster operations. Information and requests for assistance from the disaster site are compiled, decisions made, resources allocated, and disaster intelligence is developed for the Governor.
 - b. The Joint Reception, Staging, Onward movement and Integration (JRSO&I) facility, is a field-deployed extension of the SIRC. The JRSO&I will process resources deploying to or returning from incident scenes to ensure they are ready to be released to engage or released to go home.
 - c. IEMA Regional Staff are permanently assigned to each of the eight (8) IEMA Regions and are the first-line responders to any and all disasters within their respective regions, regardless of the magnitude of the event. IEMA Regional staff have established primary, secondary and stand-by assignments to ensure for coverage of each IEMA Region.
 - d. A Forward Liaison Team may deploy to provide support to IEMA Regional Staff during disaster response, providing coordination and resource management efforts when minimal state resources are deployed. A Liaison Team is comprised of 4-7 personnel and could require Information Technology (IT) and Administrative Support personnel augmentation.
 - e. The AC/UAC Team is deployed to provide command, control, disaster intelligence analysis, logistical support, and development of common objectives and strategies for the event Incident Action Plan (IAP). The AC/UAC could be comprised of as few as 15 personnel but could expand up to 100+ personnel, dependent on disaster site needs.
 - f. A State Forward Operating Base (SFOB) will be established when multiple Areas of Operation are required to meet the disaster needs. The function of the SFOB is to provide the command, control, disaster intelligence, logistical support, and development of common objectives and strategies for the IAP. The SFOB will provide a unified,

coordinated, and synchronized response effort of all private sector, State, and Federal resources.

- g. Additional state forward operations may be deployed/established which are not necessarily part of incident command for response. These include but are not limited to Recovery Support Teams and Logistics Bases.
 - h. Figures 1 thru 5 depict state forward operations based on mission analysis and needs of the impacted areas. Figure 1 depicts the relationship between the SIRC, a SFOB, JRSO&I sites, and AC/UACs. Figure 2 depicts the relationship between the SIRC, AC/UAC and multiple local incident commands or local emergency operations centers. Figure 3 depicts the relationship between the SIRC, multiple Forward Liaison Teams and IEMA Regional Staff. Figure 4 depicts the relationship of logistics operations within a large-scale area of operations. Figure 5 depicts the evolution of forward operations in response to event magnitude.
3. The State Incident Response Center (SIRC) operations are based on five (5) activation levels as depicted in Table 1, SIRC Activation Levels. The staffing of the SIRC is accomplished by assigned IEMA personnel and respective partner state agencies/organizations, mutual support organizations, and federal agencies/programs and is dependent on the specific disaster situation.

The SIRC is managed and administratively supported by IEMA personnel when operational. The SIRC is organized by functional group rather than a classic ICS or ESF structure; this system would be used through at least an Activation Level 2 event. At Activation Level 1, a switch to the ESF system may occur if the response structure grew to a point that organizing by ESF is the optimal way to maintain operational efficiency.

The roles, responsibilities, anticipated staffing needs, and projected operating hours of the SIRC at the various Activation Levels is delineated below.

- a. Activation Level 5 reflects normal daily operations when no significant events or emergency response activities are ongoing and all resources and personnel are in a standby mode. Permanently assigned IEMA SIRC staff ensures for the continual readiness of the facility and maintains situational awareness of events within and external to the state by monitoring media and intelligence sources.
- b. Activation Level 4 is implemented when an isolated or minor event requires monitoring. It may require coordinating the deployment/provision of a minimal amount of state assistance or deployment may have already occurred. At this activation level, state assistance has an increased potential to occur. Situational awareness will be provided to IEMA personnel and partner state agencies by IEMA SIRC staff and Situation Reports will be developed and disseminated if appropriate. Within the SIRC, staffing by other than IEMA personnel or a move to extended hours of operation are unlikely; management of forward operations will generally be confined to the IEMA Regional Staff(s) of the impacted IEMA Region(s).

- c. Activation Level 3 is implemented when a widespread or significant event requires strategic support, policy development, and will necessitate coordinating the deployment/provision of a considerable amount of State assistance or deployment may have already occurred. The SIRC will be activated and staffed by personnel from IEMA and liaisons from appropriate partner state agencies and organizations; regular briefings will be conducted and Situation Reports will be developed and disseminated. Extended hours of SIRC operation are possible, but 24/7 activation is unlikely. Management of state forward operations will begin with IEMA Regional Staff(s) of the impacted IEMA Region(s). IEMA Regional Staff may be supplemented by the deployment of a Forward Liaison Team(s). In some cases, deployment of AC/UAC Team(s) may be necessary.
 - d. Activation Level 2 is implemented when a widespread or major event requires strategic support, policy development, extensive collaboration between the various levels of government, the coordination of an extensive amount of State assistance, and the possible requesting of external resources may have occurred. The SIRC will be activated and staffed by personnel from IEMA and liaisons from all partner state agencies. Regular briefings will be conducted and Situation Reports will be developed and disseminated. Extended hours of SIRC operation and SIRC staffing by a 24/7 Duty Section are likely; fully staffed 24/7 SIRC operations are possible. Management of state forward operations will begin with IEMA Regional Staff(s) of the impacted IEMA Region(s). IEMA Regional Staff will be supplemented by the deployment of a Forward Liaison Team(s) or AC/UAC Team(s). In some cases, a State Forward Operating Base (SFOB) or multiple bases may be established.
 - e. Activation Level 1 is implemented when a widespread or catastrophic event requires strategic support, policy development, extensive collaboration between the various levels of government, broad use of the Emergency Powers of the Governor, the coordination of all available State assistance, and the requesting of external resources may have occurred. The SIRC will be activated and staffed by personnel from IEMA and liaisons from all partner state agencies. Regular briefings will be conducted and Situation Reports will be developed and disseminated. A 24/7 SIRC Duty Section will be in place at a minimum; full 24/7 SIRC operations are probable. Management of state forward operations will begin with the IEMA Regional Staff(s) of the impacted IEMA Region(s). IEMA Regional Staff will be supplemented by the deployment of a Forward Liaison Team(s) or AC/UAC Team(s) and the likely establishment of a SFOB or multiple bases.
4. SIRC Standard Operating Procedures (SOPs) will be maintained by IEMA Bureau of Operations at the SIRC. Each agency should develop and maintain SIRC SOPs to support its response and recovery operations.. To ensure agency SOPs are consistent with the IEOP and IDMS, they must be reviewed by IEMA before implementation.

5. Pre-Emergency Operations

- a. During normal periods, the SIRC will be maintained in operational readiness by IEMA. This will include the maintenance of equipment, supplies, and operational aids necessary for partial or full activation of the SIRC.
- b. Periodic exercises and drills, as approved by the IEMA Director, will be conducted to test the capability of the SIRC and State Forward Operations, to prove the validity of the IEOP, and to provide training for personnel assigned emergency response duties.
- c. All appropriate departments, agencies, and organizations will coordinate their planning and training efforts to ensure operational readiness in time of emergency. All personnel expected to report to the SIRC during a disaster will train on their responsibilities under IDMS and NIMS and the relationships among response and recovery agencies as outlined elsewhere in the IEOP.

6. Activation and Notification

Primary state agency liaisons will be activated for duty in the SIRC. Appropriate state agency personnel may also staff the AC/UAC. Support state agency liaisons will be notified on an as needed basis based on the nature of the disaster.

- a. Upon notification of a disaster, IEMA staff will contact the affected local government(s) and primary state agencies to assess the initial impact of the event. Based upon the magnitude of the disaster and local requests, the IEMA Director will determine the degree of state assistance required.
- b. When IEMA receives notification of an emergency or disaster, the IEMA telecommunicator in the IEMA Communications Center completes an incident report. During normal day-to-day operational hours the Chief of Operations, SIRC Manager and/or Manager of the impacted IEMA Regional Office(s) will be notified of the incident. After normal operational hours, the IEMA Duty Officer is notified and briefed with information from the incident report.
- c. The Duty Officer will determine if additional notifications are required. The Director, Duty Officers, and key IEMA staff are available as needed 24-hours a day.

7. Emergency Operations

- a. Response activities are those intended to save lives and protect property. Response activities can begin before or as the disaster is occurring; however, response actions usually will commence when safety permits after the disaster occurs.
- b. The SIRC will activate upon the direction of the IEMA Director or other authorized staff member. The SIRC Manager or other authorized staff

member will make decisions regarding the use of resources and staffing in the SIRC.

Initial SIRC objectives are as follows:

- (1) Identify staffing and initiate deployment of state forward operations as appropriate to the event;
- (2) Manage notification of SIRC liaisons and deployment of IEMA, staff and, as appropriate, state agency SIRC liaisons for state forward operations;
- (3) Advise affected jurisdictions of state forward operations deployment;
- (4) Establish and maintain communications with local EOCs, FEMA, and other elements as required;
- (5) Provide logistical/ground support to state forward operations;
- (6) Develop, in conjunction with other state agencies and the affected local government(s), an initial impact assessment;
- (7) Coordinate actions of all agencies to ensure efficient and effective support to impacted area(s);
- (8) Develop state response/recovery priorities;
- (9) Identify emergency public information needs;
- (10) Provide administrative, security, and logistical support to SIRC staff.

Continuing SIRC operational objectives are as follows:

- (1) Determine the need for a Gubernatorial Disaster Declaration;
- (2) Continue coordination of state resources and deployment of state forward operations;
- (3) Maintain communications with FEMA, state forward operations, local EOCs, and other elements as required;
- (4) Provide special logistical/administrative support;
- (5) Facilitate demobilization of state forward operations and SIRC staff for the orderly conclusion of field functions.

- c. During an emergency, state departments and agencies will perform emergency functions in support of local governments as outlined elsewhere in the IEOP.

SIRC liaisons are responsible for the following.

- (1) Coordinating with field staff at state forward operations, when applicable;
- (2) Assessing requests for assistance;
- (3) Developing the necessary mission assignments in coordination with appropriate support agencies;
- (4) Providing completed documentation to the SIRC Manager;
- (5) Ensuring that resources are supplied and the response is sufficient to support the local needs.

The IDMS relies on each individual state agency to provide command and control of its individual assets.

- d. If local governments cannot cope with the emergency, the Governor may proclaim that a disaster exists. This allows the Governor to utilize his emergency powers and assume control over all or any necessary part of the emergency functions within the state until local government emergency response capabilities have been reestablished.
- e. On-scene operations will be coordinated and managed by State Forward Operations.

8. Post-Emergency Operations

- a. Recovery actions are those undertaken to restore the infrastructure and the community to conditions before the disaster. These actions include human needs, infrastructure restoration, and hazard mitigation. Response and recovery operations may be accomplished simultaneously.
- b. The IEMA Director or other authorized staff member may close the SIRC at a time deemed appropriate. However, follow-up with local governments will continue until approved emergency projects are completed and final reports are received.

IV. Operations Support - IEMA Communications Center

- A. Information is gathered and disseminated by the IEMA Communications Center through many different means. They include the following.
 1. A 24-hour weather receiver, which monitors and prints all weather activities, keeping IEMA abreast of weather conditions in Illinois and neighboring states.
 2. The National Warning System Telephone (NAWAS), a 24-hour private line telephone warning system.
 3. The Nuclear Accident Reporting System (NARS), a 24-hour dedicated line between IEMA, all commercial nuclear generating plants, and various local

- EOCs and county sheriff departments that are within the 10-mile Emergency Planning Zone (EPZ) of nuclear power plants. The NARS is specific to Illinois and Iowa. It provides the ability to immediately alert all affected counties after the State receives notification from the nuclear utility.
4. A 24-hour multi-channel, digital logging recorder, which enables the IEMA Communications Center to record all voice communications on emergency telephone lines and radio.
 5. Facsimile capability (transmit and receive) for hard copies of field reports that provide instantaneous damage assessment from regional offices, local governments, other states, and the Federal government.
 6. The FEMA National Radio System (FNARS), which is a high frequency (HF) radio network (2-30 MHZ) that is capable of providing minimum essential emergency communications among local, state and federal governments in time of emergency. This capability is available at IEMA, all ISP districts, IDOT headquarters, all ING armories and trauma centers.
 7. Operation Secure, HF-Single Side Band (SSB) radios that operate in the 2-10 MHZ range; they are used for backup, intra, and interstate communications with local, state, and the federal government.
 8. The Emergency Alert System (EAS), a direct link to Common Program Control Source Stations.
 9. After-hours telephone answering service for: Illinois Environmental Protection Agency - Emergency Response Unit; Illinois Commerce Commission; the Illinois Department of Public Health; CMS division of vehicles; ISP for meth lab reports; IDNR Law Enforcement (Target Illinois Poachers Hotline); and the Office of the State Fire Marshal.
 10. The America's Missing: Broadcast Emergency Response (AMBER) system, a program that rapidly and widely disseminates information on abducted and endangered children, which improves the chance that they are safely located and recovered. In a cooperative effort with the Illinois State Police, the IEMA Communications Center is the dissemination point for these bulletins.
 11. The NC4 National Center is an alerting program service for national, state and local emergency and terrorism alerts. This system monitors media and other forms of informational systems and provides an audio and e-mail alert of any emergency event in Illinois. The system is programmable by locations and regions.
- B. All communications equipment within the IEMA Communications Center is protected from power failure by a standby 1750 kw diesel generator. The telecommunicators also maintain status boards that list the phone numbers and duty officers representing each state response agency that depends on IEMA as an information gathering point.

V. Operations Support - Other Agency Responsibilities

- A. Each state agency involved in disaster operations is responsible for the following:
 - 1. Determine the appropriate personnel to report to the SIRC or perform other disaster related duties.
 - a. All agencies referenced in the IEOP will be expected to provide 24-hour representation when needed;
 - b. Agency representative(s) must have sufficient knowledge of their organization's capabilities and resources and authority to fulfill designated responsibilities.
 - 2. Develop internal notification and recall rosters.
 - 3. Establish standard operating procedures (SOPs) for disaster response.
 - 4. Establish an internal succession plan.
- B. All responding agencies will include in their SOPs the specific authorities that may be assumed by the designated successor and identify the circumstances under which those authorities would become effective and when they would be terminated.

VI. Figures and Tables

- A. Figures 1 thru 4, State Forward Operations
- B. Figure 5, Evolution of the Operations Structure in Response to Event Magnitude
- C. Table 1, SIRC Activation Levels

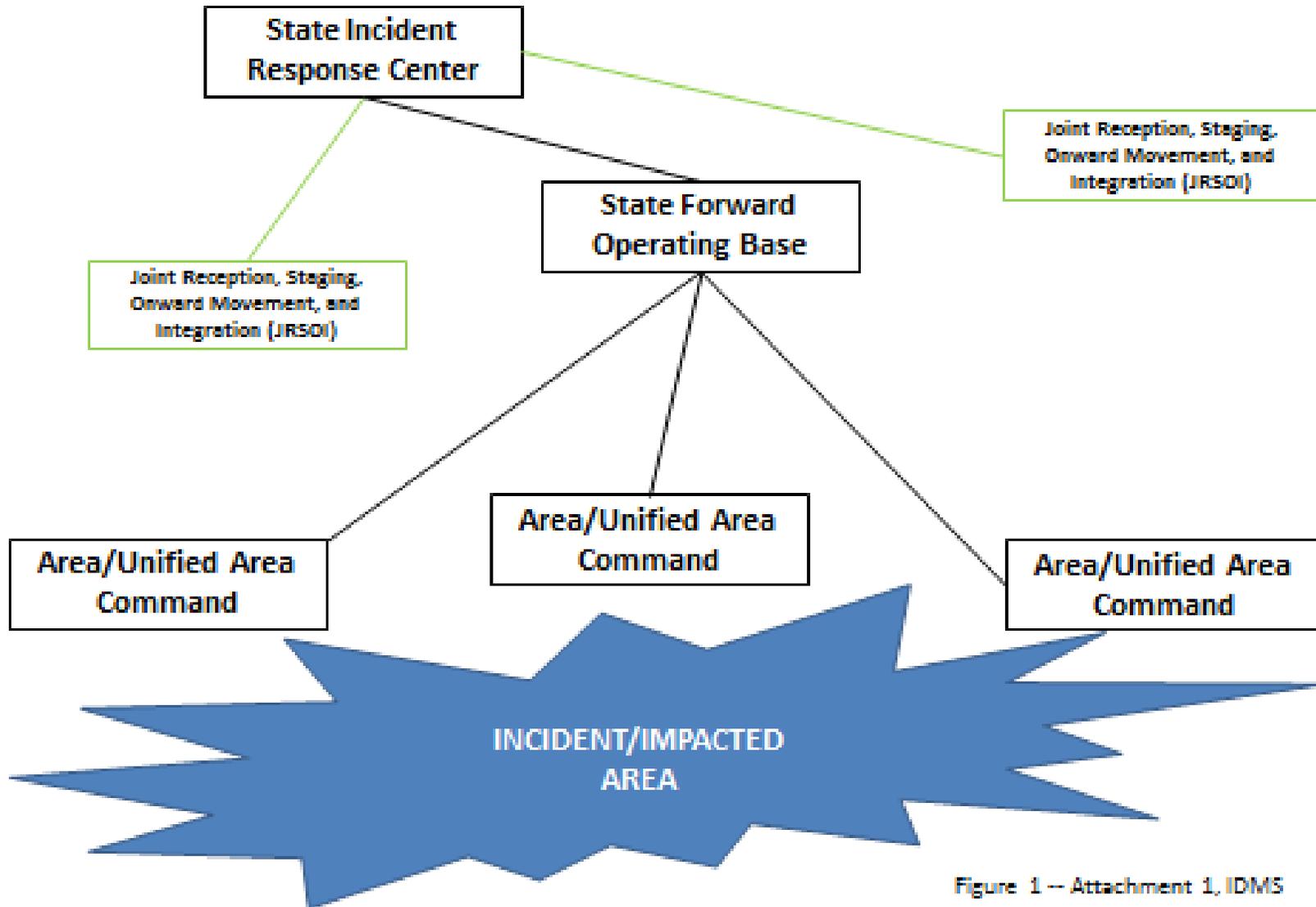


Figure 1 -- Attachment 1, IDMS

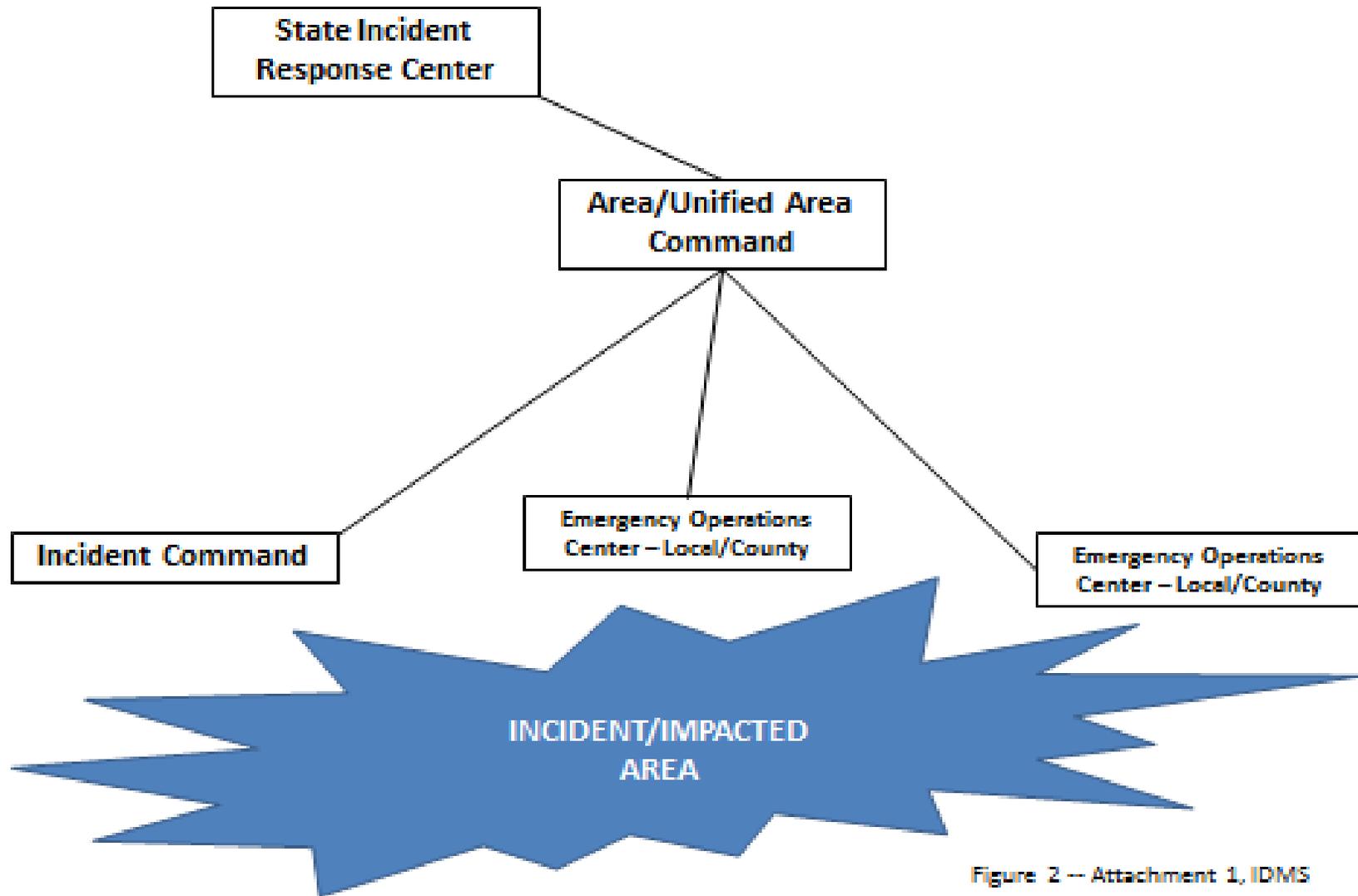
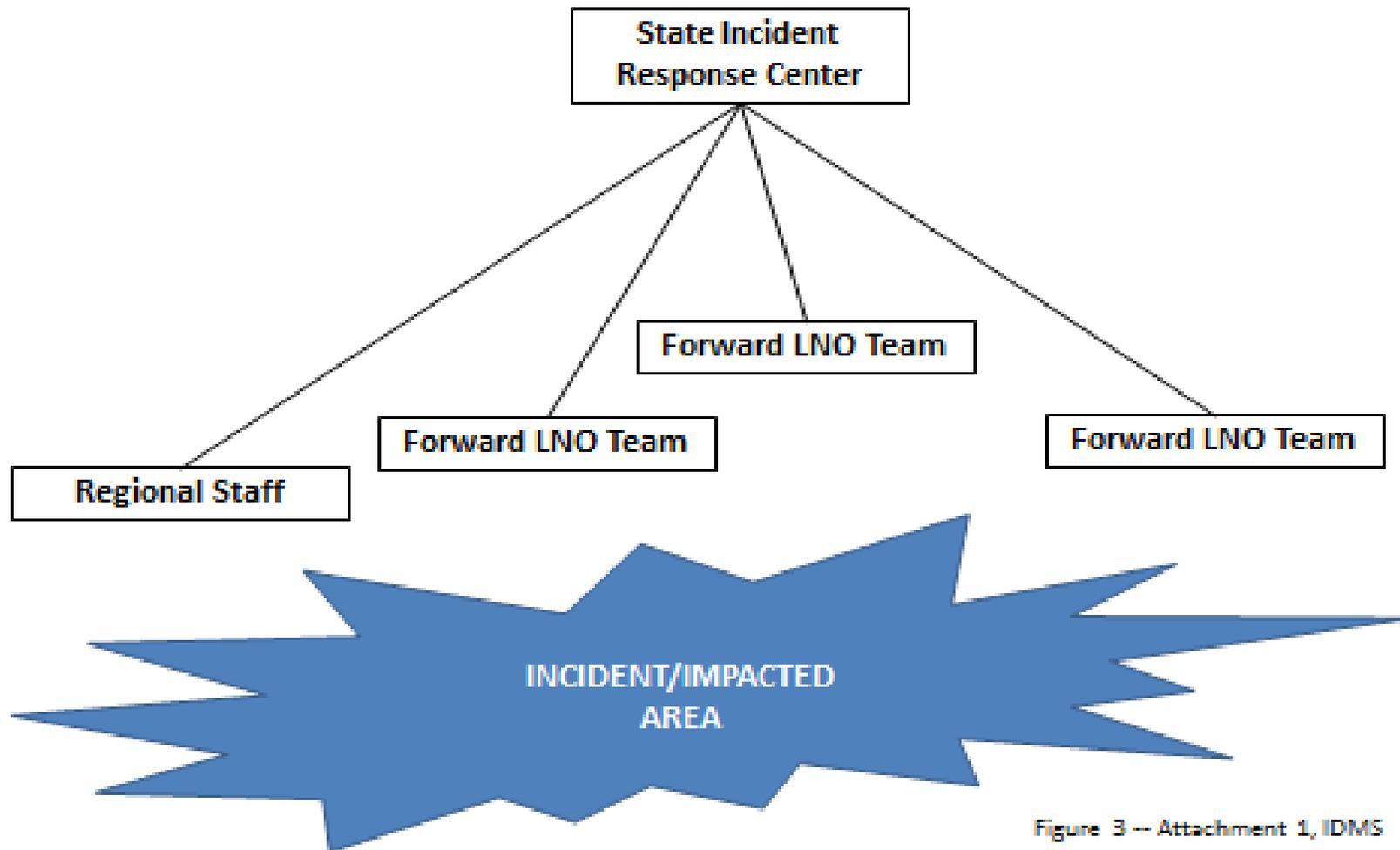


Figure 2 -- Attachment 1, IDMS



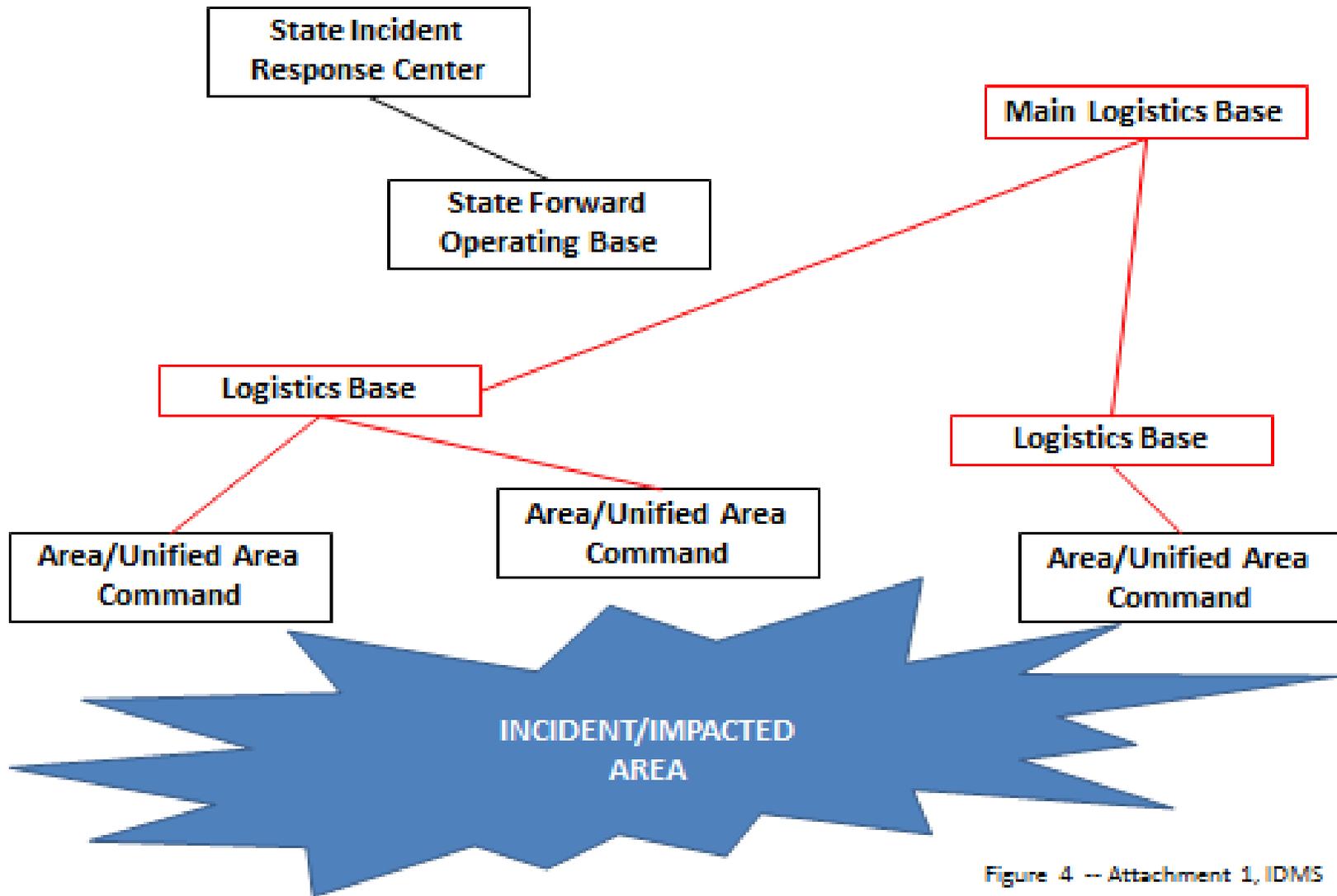


Figure 4 -- Attachment 1, IDMS

EVOLUTION OF THE OPERATIONS STRUCTURE IN RESPONSE TO EVENT MAGNITUDE

*SIRC ACTIVATION LEVEL AND FIELD OPERATION SIZE DEVELOP INDEPENDENTLY OF ONE ANOTHER
JRSOI SITES & LOGISTICS BASES ARE ESTABLISHED AS NEEDED*

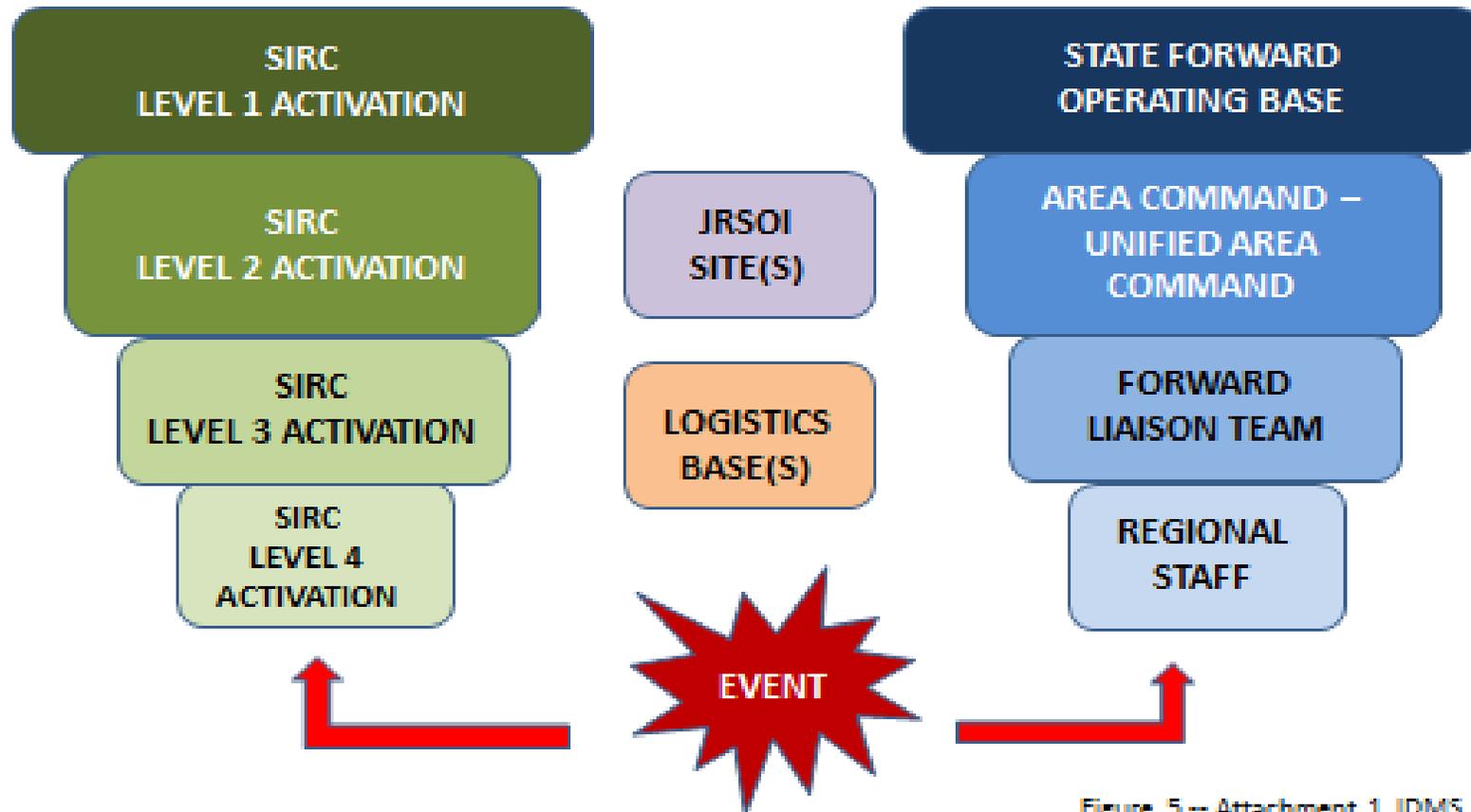


Figure 5 -- Attachment 1, IDMS

 STATE INCIDENT RESPONSE CENTER ACTIVATION LEVELS 			
5	NORMAL OPERATIONS	No significant events or emergency response activities are ongoing; all resources and personnel are in a standby mode. Situational awareness is being maintained by routine monitoring of media and intelligence sources by the IEMA SIRC staff.	ROUTINE BUSINESS
4	MONITORING AND LIMITED RESPONSE	An isolated or minor event that may require the coordination of a minimal amount of State assistance has occurred or has an increased potential to occur. Situational awareness will be provided to IEMA personnel and partner agencies by the IEMA SIRC staff; Sit Reps will be developed/disseminated if appropriate. SIRC activation or extended hours of operation are unlikely.	MINOR EVENT
3	PARTIAL ACTIVATION	A widespread or significant event that requires the coordination of a considerable amount of State assistance has occurred or is likely to occur. The SIRC will be activated and staffed by personnel from IEMA and appropriate partner agencies. Extended hours of operation are possible. Regular briefings will be conducted and Sit Reps will be developed/disseminated.	SIGNIFICANT EVENT
2	EXPANDED ACTIVATION	A widespread or major event that requires the coordination of an extensive amount of State assistance has occurred. The SIRC will be activated and staffed by personnel from IEMA and all partner agencies. Extended hours of operation and use of a 24/7 Duty Section are likely; full 24/7 operations are possible. Regular briefings will be conducted and Sit Reps will be developed/disseminated.	MAJOR EVENT
1	FULL ACTIVATION	A widespread or catastrophic event that requires the coordination of all available State assistance has occurred; the need for outside mutual aid is likely. The SIRC will be activated and staffed by personnel from IEMA and all partner agencies. A 24/7 Duty Section will be in place at a minimum; full 24/7 operations are likely. Regular briefings will be conducted and Sit Reps will be developed/disseminated.	CATASTROPHIC EVENT

Table 1 -- Attachment 1, IDMS

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