

## **Emergency Support Function 5 – Emergency Management**

Primary Agency Illinois Emergency Management Agency (IEMA)

Support Agencies Capital Development Board (CDB)  
Illinois Commerce Commission (ICC)  
Illinois Department of Commerce and Economic Opportunity  
(DCEO)  
Illinois Department of Corrections (IDOC)  
Illinois Environmental Protection Agency (IEPA)  
Illinois Department of Military Affairs (IDMA)  
Illinois Department of Natural Resources (IDNR)  
Illinois Department of Public Health (IDPH)  
Illinois State Board of Education (ISBE)  
Illinois State Police (ISP)  
Illinois Department of Transportation - Division of Highways  
(IDOT-H)  
Illinois Department of Transportation - Division of Aeronautics  
(IDOT-A)  
Office of the State Fire Marshal (OSFM)  
American Red Cross (ARC)  
Illinois Department of Central Management Services (CMS)

### **I. Introduction**

#### **A. Purpose**

1. The purpose of this Annex is to address procedures and activities assigned to the Disaster Intelligence (DI) section of the SEOC and the UAC. The primary mission of DI is to collect, process, and disseminate information about a potential or actual disaster to facilitate the overall activities of State government in providing response and recovery assistance to an affected local government. Fulfilling this mission involves the following.
  - a. gathering information to support planning and decision-making at both the field operations and the State

headquarters levels

- b. coordinating short and long-term action planning at the field operations level

**B. Scope**

1. The DI section coordinates overall information and planning activities at the SEOC and at the UAC in support of State response operations. The section gathers information for the specific purpose of planning, decision-making, and developing response operations reports for the IEMA Director, SEOC Manager and other agencies. DI responsibilities include the following.
  - a. collecting and analyzing information critical to disaster operations
  - b. facilitating short and long-range action planning
  - c. providing formal and informal briefings
  - d. preparing and disseminating reports
  - e. providing the UAC access to specialized technical information
  - f. maintaining historical files and records

**II. Assumptions**

**A. General**

1. IEMA personnel and staff from other state agencies will be the most immediate source of vital information regarding damage and initial response needs.
2. Through the use of the IEMA Incident Report Forms, local governments are responsible for identifying resource requirements and response priorities.

3. The SEOC will serve as the focal point for State response operations until UAC team elements are established in the field.
4. There will be an immediate and continuous demand for information on which decisions may be made involving the conduct of response and recovery actions.
5. There may be a need to deploy personnel to the disaster area to collect additional critical information.
6. There will be delays in establishing full information processing capability.
7. Deployed IEMA staff may be required to operate, at a minimum, without local support for up to 72 hours, requiring staff to be self-sufficient in terms of supplies and equipment.
8. Initial DI activities may require 24-hour operation.
9. Initial staffing for DI will be provided by IEMA personnel, supported by other State agencies but may transition rapidly to other personnel supervised by IEMA staff.

B. Specific

1. It shall be the policy of IEMA to activate a DI section for any level of disaster requiring significant State presence.
2. The DI section
  - a. is activated when the IEOP is implemented;
  - b. is a staff level function in support of the SEOC and UAC leadership
  - c. will seek information from any credible source to assist in developing a full picture of the disaster situation and to support planning and decision-making;

- d. will disseminate processed situation information through the SEOC to the Governor's Office, UAC, and other State agencies, with approval of the Director or his designee;
- e. will process information which is common to more than one operational element and contributes to the overall perspective of the emergency. Other State agencies will be responsible for their own information processing and display of information that is unique to their respective operations;
- f. will facilitate short and long-term action planning activities conducted by the IEMA Director or his designee, SEOC Manager and the SEOC staff. Action plans will be concise and based upon priorities established by the IEMA Director or his designee, UAC and SEOC Manager. DI staff will record the activities planned and with assistance from IEMA staff track their progress;
- g. and will not release information directly to the public, but will provide information to the Public Information Officer (PIO) for release.

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

#### **A. General**

1. DI activities within IEMA will commence with the activation of the SEOC by the IEMA Director or his designee and the SEOC Manager or his designee, based on a requirement for actual or anticipated State assistance. DI staff will be assigned to the SEOC. The DI function includes collecting, analyzing, and disseminating information from field components in the disaster area.
2. DI operations will be initiated at the SEOC. The emphasis will be on initial impact assessment as well as providing action-planning support to the deployed UAC.

3. The UAC Team includes a DI component that will deploy and begin on-site information gathering. Reporting, action planning, and briefings are expected to be accomplished by the SEOC staff during initial operations.
4. DI is expected to make use of all available information resources. This will include the use of technical specialists, computer databases, and computer models available through IEMA and supporting agencies.
5. As disaster operations transition from response to recovery, the size of the DI section will decrease; however, the basic functions of collecting information, reporting, displaying, and action-planning will continue.

B. Action-planning

1. The DI Manager assists the IEMA Director or his designee and the SEOC and UAC Team Managers in developing overall operational priorities. The DI section has been developed to meet the need for coordinated action-planning within the SEOC. All section operations can be viewed as supportive of the action-planning effort. The basic elements of information management and planning are present at all operational levels. The DI Manager and/or section
  - a. gathers information to support decision-making and action-planning at the SEOC;
  - b. distributes the information in reports, briefings, and displays;
  - c. and chairs meetings necessary to coordinate short and long-term action plans.
2. Information comes to the section through SEOC Message Forms, IEMA Incident Reporting Forms, and other reports and briefings. The information is logged in, analyzed, and displayed as appropriate.

3. At least once each day, the Situation Report is provided by the SEOC to the Governor's Office, SEOC staff members and the UAC(s) to support policy-level decision-making. Information needed for action-planning is displayed in the SEOC for use by the IEMA Director or his designee, the SEOC Manager, SEOC staff, and the UAC.
4. Short-term action-planning is accomplished through a formal action-planning process. The DI Manager provides recommendations to the SEOC staff for the development of operational priorities.
  - a. Overall priorities and an action plan are provided to the State agencies at the SEOC who review their own operational priorities in terms of this plan.
  - b. The SEOC Manager conducts a (twice-daily) meeting at which critical issues are identified and resolved. Each critical issue is identified, broken into single action items, and assigned to the appropriate agency. The list of action items is reviewed at each subsequent coordination meeting until all issues have been resolved.
  - c. When requested, agencies in the SEOC provide Operational Summaries/Activity Reports to the DI Manager for inclusion in the Situation Report.
  - d. An Incident Action Plan (IAP) is produced and distributed to the SEOC staff and the UAC Team. The Incident Action Plan is used to clarify goals and objectives, resource needs, and projected tactical activities for the next defined operational period.
5. The DI Manager identifies critical issues requiring long-term action-planning. The Incident Action Plan can be used by the SEOC to document long-term issues. The DI Manager provides these issues and recommendations to the IEMA Director or his designee and to the SEOC Manager for consideration. Based on this information and on their own estimate of the situation, the IEMA Director or his designee and the SEOC Manager will

prioritize issues for long-term action-planning.

6. Summary information is provided by the SEOC to the Governor's Office at least once a day. IEMA will provide formal and informal briefings as directed by the Governor or his/her staff. Formal briefings can also be used for local public officials, response agencies, and Federal representatives.

### C. Information Management

1. Based on the initial situation assessment, the DI Manager will determine the best methods of collecting additional critical information. These methods range from actual field collection activities using UAC elements or intelligence specialists to technical services such as aerial reconnaissance and computer modeling. If necessary, the DI Manager will prepare an information collection plan to assign responsibilities for data collection.
2. As soon as possible, the DI Section will advise the UAC Team of data collection requirements and provide them with data collection formats.
3. DI data collection activities will focus on the Essential Elements of Information (EEI). EEI is a standardized list of informational items that are normally required for continuous assessment and recommendations during response and recovery operations including but not limited to the items listed below.
  - a. boundaries of the disaster area
  - b. jurisdictional boundaries
  - c. status of transportation and communications systems
  - d. access points to the disaster area
  - e. social/economic/political impacts
  - f. status of key personnel

- g. activation of operational forces
  - h. aerial reconnaissance activities
  - i. status of operating and critical facilities
  - j. status of volunteers and donations
  - k. hazard-specific information
  - l. weather data
  - m. seismic or other geophysical information affecting operations
  - n. major issues/activities of response organizations
  - o. overall priorities for response and prediction of future operations
  - p. resource availability and projected shortfalls
  - q. historical information
  - r. status of proclamation or declarations
4. As additional information requirements are identified, the DI Manager will develop a collection plan to obtain the required information and will request appropriate agencies to assist in the collection of information.
  5. Once information is received, the DI Section will process and disseminate it within the SEOC, where critical information will be displayed on maps, flow charts, and display boards.
  6. In addition to displaying critical information, the DI Section will disseminate information by developing and distributing Situation Reports, Incident Action Plans, and briefing packages using the data submitted. The section will also provide

information for formal and informal briefings as required by the IEMA Director or his designee, the SEOC Manager and the UAC Manager.

7. The DI Section will coordinate short and long-term action-planning by facilitating coordination meetings, identifying critical issues, convening working groups to address critical issues, and publishing strategic Action Plans and Executive Summaries.

#### D. Organization

1. The DI Manager reports to the SEOC Manager. The following elements comprise a full DI Section. Each element's staffing is tailored to the needs of the specific situation. DI includes the following 5 distinct functions:
  - a. Situation Assessment is the collecting, analyzing, and tracking of information regarding the disaster situation and developing appropriate displays representing the situation. Situation Assessment includes preparing the Situation Report(s) (SITREP) and presenting formal and informal briefings as needed,
  - b. Resource Summaries is the collecting and tracking of information regarding the current status and location of critical resources, including specialized teams and personnel. It includes the responsibility for developing appropriate displays for this information,
  - c. Intelligence Analysis involves development of a planning sequence initiated by the SEOC and the UAC based on situation assessments and resource availability. This analysis facilitates coordination meetings, identifies critical planning issues, and coordinates the development of Action Plans,
  - d. Documentation consists of receiving information from the SEOC staff and operational liaisons and distributes final information products such as reports, plans, and

briefing packages. This is where historical files and records are maintained and clerical support is provided to the DI Section,

- e. Mapping includes coordinating reconnaissance activities and providing hazard specific technical advice required to support operational planning.
- E. Staffing requirement for the DI Section will be determined by the DI Manager based on the nature of the disaster, level of activation, and the requirement for 24-hour operation, and/or the direction of the IEMA Director or his designee and the SEOC Manager. The DI Manager may request additional personnel through the SEOC, IEMA Regional offices, and/or other state departments/agencies as warranted.
- F. Notification
- 1. Notification will be conducted in accordance with the Communications Annex of the IEOP.
- G. Response Actions
- 1. State Emergency Operations Center (SEOC)
    - a. Upon notification, members of the DI Section will report to the SEOC to begin operations.
    - b. Initial SEOC operations will focus on information gathering and reporting, which will include:
      - (1) a gross assessment of disaster impact, to include identification of the boundaries of the disaster area, distribution, type and severity of damages, and the status of critical facilities,
      - (2) a net assessment of government operations at State and local levels to include recommendation,
      - (3) the status of operating facilities or potential

operating facilities.

- c. The Disaster Intelligence section will also provide support to the deployment of the UAC. The initial IAP should include the SEOC's general concept for deployment and initial operations, including location of the UAC and operating facilities.
- d. The Disaster Intelligence section will provide formal and informal briefings for the IEMA Director or his designee and other government officials as required.
- e. Section staff in the SEOC will communicate with DI elements at the UAC to obtain information on the disaster situation and to provide the deployed element with any information gathered by the SEOC. This two-way flow of information is critical to a smooth transition of functions from the SEOC to the field DI Section in the UAC.
- f. If personnel are deployed to assess damages as a component of the UAC Team, the DI Section will support that deployment by identifying information requirements, briefing leadership, and providing intelligence specialists as required.
- g. The DI Manager at the SEOC is responsible for the development of strategic DI.

## 2. Unified Area Command Team (UAC)

- a. DI staff serving on the UAC Team will deploy based on instructions from the UAC. One element of the section will join staff at the SEOC and begin immediate information gathering activities. Additional DI staff will proceed to the UAC to set up space and equipment for the full DI Section. If a Damage Assessment Team is deployed, DI staff may be assigned to the team and will provide situation assessment information directly to the section.

- b. Field DI activities during the response phase will focus on initial situation assessment. Action-planning support will be limited to the coordination of situation assessment activities as directed by the UAC. Reporting activities will remain an SEOC responsibility. Informal briefings will be provided to the Governor and key field staff as needed.
- c. The initial UAC Team phase is expected to last for a limited period of time (24 to 72 hours - based on the disaster) and should transition rapidly to full UAC Team activities as soon as possible.
- d. DI staff operating from the UAC and other field locations will be combined in the UAC as part of the UAC Team. DI activities will continue to support the SEOC and UAC. Additional support agency staff may be added to the SEOC operation to increase overall DI capabilities as required.

#### H. Continuing Actions (Recovery)

- 1. Over time, disaster operations will transition from response to recovery operations. This transition does not change the mission of the DI Section nor does it affect the basic functions of information gathering, analysis, dissemination, and planning. Instead, the emphasis shifts from situation assessment to an assessment of program delivery. The size of the DI Section is reduced during this phase.
- 2. Many disasters do not require a full response operation and may require only a partial activation of supporting agencies. In this situation, the role of DI changes only in size and degree; the basic functions remain unchanged.
- 3. The information-gathering role of the DI Section remains unchanged in recovery operations. The type of information gathered, however, differs in that it focuses on the economic impact of the disaster, the effectiveness of recovery program

delivery, and long-term recovery issues. There will be an increased need for specialized economic and demographic information.

4. The emphasis in planning during the recovery phase shifts from the daily Action Plan to more long-term Action Plans. The Recovery Team will do much of this planning with the DI staff facilitating the process and providing administrative support.
5. Situation reporting and formal briefings may continue through the recovery phase, although the frequency of both will be gradually reduced.

#### I. Federal Coordination

1. Under a Presidential Declaration of a major disaster or emergency, State agencies may coordinate with their Federal counterparts when Federal assets are required.

### **IV. Responsibilities**

#### A. Primary Agency - Illinois Emergency Management Agency:

1. coordinates, integrates, and manages overall State efforts involving the collecting, analyzing, planning, reporting, and displaying of information. (Reporting will follow the IEMA Incident Reporting Form),
2. provides administration, facility, communications, and personnel support at the SEOC and the UAC,
3. analyzes information obtained from several sources:
  - a. local emergency managers (through IEMA Regional offices),
  - b. field staff from supporting State agencies,
  - c. news media broadcasts that focus on damaged areas,

- d. information obtained from private sector sources (utility companies, insurance companies, etc.),
  - e. aerial reconnaissance data.
4. compiles reports and disseminates them to the DI manager for distribution to the SEOC manager and response and recovery elements operating in the field,
  5. obtains information forwarded by IEMA regional offices from local emergency management offices or other local response elements for analysis and reporting,
  6. compiles daily situation reports containing disaster damage, ongoing response/recovery efforts, and SEOC activities,
  7. provides maps, produced by the Geographic Information Systems Section, detailing damage levels and status of response and recovery operations,
  8. compiles a list of all sources of radioactive material users and owners/operators of all radiation-producing machines in a given area. IEMA identifies the radiological hazard in any area affected by a disaster and shares this information with other state agency staffs for purposes of worker protection,
  9. compiles a list of personnel with specialized training and capabilities that could be used to supplement the resources of other state agencies involved in the disaster response/recovery efforts. This list should be shared with the IEMA DI staff and the resource management staff,
  10. provides a list of available resources that can be utilized in the collection or relay of disaster-related intelligence. This equipment may include the IEMA mobile command post, communications vehicles, the Radiological Emergency Assessment Center (REAC), etc.

B. Support Agencies

1. Capital Development Board

- a. provides information on building stock in the impacted area to IEMA DI staff for analysis of buildings available for use as shelters, feeding sites, command posts, etc.,
- b. provides staff to serve as building inspectors in impacted areas. If needed, CDB personnel can be quickly trained on ATC 20 (post-earthquake building inspection) before deploying into affected areas,
- c. maintains list of architectural and consulting/engineering firms which can be put on contract for State use in emergency operations.

2. Illinois Commerce Commission

- a. provides information to the IEMA DI staff on the condition of railroad lines, pipelines, etc. in the impacted areas. In addition to gathering information about the condition of these lines, the ICC shall work with railroad companies on plans to re-establish rail service both into and through the impacted areas,
- b. works with the IEMA SEOC staff to facilitate the disbursement of needed commodities into and through the impacted areas, if railroad lines are not impacted or can be repaired quickly,
- c. provides IEMA with information concerning the condition of private sector resources in the impacted areas. As ICC regulates much of the private sector commerce in Illinois, they may have access to this information through their contacts with the private sector.

3. Illinois Department of Commerce and Economic Opportunity
  - a. provides information on the demographics and infrastructure of the municipalities in the affected areas to IEMA DI staff for use in forecasting the economic impact,
  - b. contacts local officials inquiring about damage to and plans for restoration of vital services in the impacted area.
4. Illinois Department of Corrections
  - a. informs the IEMA DI staff of the condition of their facilities in the impacted areas,
  - b. assesses the capability of their institutions to assist in disaster response and recovery activities (feeding, providing manpower, etc.) and report these capabilities to IEMA DI staff,
  - c. inventories any food commodities that could be donated to assist in mass feeding programs and reports such to the IEMA DI staff.
5. Illinois Environmental Protection Agency
  - a. provides the IEMA DI staff intelligence reports on hazardous material emergencies that are occurring in the disaster environment,
  - b. provides information to the IEMA DI staff on the condition of public water/wastewater treatment facilities,
  - c. provides the UAC lists of engineers and other environment professionals that could assume field duties in the response/recovery phase.

6. Illinois Department of Military Affairs

- a. operates the IDMA intelligence function as a normal response to large scale disasters. The IDMA can provide to the IEMA DI staff information that has been compiled by this intelligence cell,
- b. provides intelligence reports on the number of personnel and equipment that they have operating in the disaster response/recovery environment and the activities in which these personnel and equipment are engaged. IDMA field staff will also be able to analyze the environment in which they are working and report this in the intelligence reports,
- c. provides equipment to assist in the collection of disaster intelligence information such as aerial platforms and specialized vehicles to navigate into and around damaged areas.

7. Illinois Department of Natural Resources

- a. provides information on IDNR owned/operated facilities and any water-related evacuations, rescues, or transports,
- b. provides information concerning hydraulic/ hydrology/ climatological data relative to the State's water resources through professional personnel with expertise in surface water, groundwater, and atmospheric conditions,
- c. provides data concerning flooding risks to the public and identifies critical structural facilities such as roadways and levees that are threatened,
- d. provides hard data on the earthquake epicenter and magnitude and provides Estimated Modified Mercalli Intensities of affected areas based on soil conditions and other related factors through State Geological Survey personnel who have expertise in geographical and

- topographical maps for use in operational planning and decision-making,
- e. assesses the capability of state parks to serve as shelters, staging areas, etc. This information would be used in both the DI function and the mass care function,
  - f. inventories equipment to see if specialized resources such as boats, 4-wheel-drive trucks, pumps, etc., could be useful in the collection of damage assessment information or in solving resource shortfall problems,
  - g. assists the IEMA Information Technologies Services Section and DI functions in GIS and database mapping,
  - h. provides current editions of topographic maps,
  - i. provides information on earthquake magnitudes and intensities, and boundaries of affected areas.
8. Illinois Department of Public Health
- a. evaluates the condition of local health departments, hospitals, emergency medical services, long term care facilities and all local and regional health and medical facilities and provides this information to the IEMA DI staff,
  - b. determines the location of casualty collection points in the affected areas and assists IEMA DI with the development plans to move casualties out of the area via evacuation plans, resources and assets,
  - c. determines the availability of health and medical resources and will assist in the development of a plan in concert with the SEOC staff to mobilize resources into affected areas,
  - d. determines the public health of the general population in the State and reports this information to IEMA DI staff,

- e. determines the operational status of facilities and organizations regulated by IDPH , as well as local and regional health and medical agencies, reporting this information to the IEMA DI staff,
  - f. determines status of and provides information on the health and medical effects of biological, chemical, radiological, and nuclear events to IEMA DI staff.
9. Illinois State Board of Education
- a. provides information to the IEMA DI staff about school buildings and populations in the affected areas to help with:
    - (1) planning for search and rescue considerations in case of partial or total collapse,
    - (2) locating emergency shelters, cooking sites, staging areas, casualty collection points, etc. in affected areas,
    - (3) determining if commodities stored in schools could be used in mass feeding operations.
  - b. notifies IEMA of conditions of school buildings in affected and unaffected areas as class resumption plans are developed and implemented.
10. Illinois State Police
- a. immediately reports all damage, injuries, and/or fatalities from the responding officers to the district operations. This information will then be relayed to the ISP Springfield Communications Center who will share this information with the IEMA DI staff. This will include the approximate number of injuries/fatalities; structural damage to any buildings; damage to streets, highways, and bridges; and any other critical information which

would severely hamper rescue/evacuation efforts,

- b. through its Statewide Terrorism & Intelligence Center (STIC), which is the primary fusion center for Illinois, situational reports concerning activities, events, or suspicious activity will be forwarded to the ISP Liaison desk for sharing with the SEOC. This can be very useful both in a natural disaster, as well as criminal or terrorism related incidents. For example, if a building was exploded, with many injured, it would be important to know if an ambulance, ambulance driver uniform, police uniform, or other emergency vehicle had been stolen recently in the area. This is a common tactic by terrorists, to commit a secondary attack against first responders,
  - c. provides assistance with real time intelligence through the Support Services Bureau's use of digital imaging and provide analytical support following a disaster. Computers, analytical tools imaging and image transfer and connectivity to remote sites such as command posts and EOC will be utilized. The Intelligence Bureau will provide analysis of information collected after the incident. This information will also be provided to operations for post event response and to IEMA DI staff,
  - d. provides staff support to the IEMA DI staff at the State EOC.
11. Illinois Department of Transportation - Division of Highways
- a. compiles information on road and bridge damage and shares this information with the IEMA DI staff,
  - b. develops a priority routing plan for the affected areas and shares this information with the IEMA DI staff.
12. Illinois Department of Transportation - Division of Aeronautics
- a. assesses their capability to provide airframes to support

disaster intelligence activities and report this capability to the IEMA DI staff,

- b. compiles a list of usable facilities (airports) in the affected areas and reports the list to the IEMA DI staff.

13. Office of the State Fire Marshal

- a. provides information on regulated above and underground storage tanks, boilers, and pressure vessels,
- b. provides statewide specialized fire resources,
- c. provides intelligence reports to the IEMA DI staff of the conditions of the facilities that are regulated by OSFM,
- d. provides preliminary evaluation of the condition of fire departments to IEMA DI staff,
- e. compiles a list of available personnel and equipment which could be used in the DI function and report this information to the IEMA DI staff,
- f. interacts with local fire departments to obtain information about fires and Haz-Mat emergencies and report this information to the IEMA DI staff,
- g. provides staff support to the IEMA DI staff at the SEOC.

14. American Red Cross

- a. coordinates with the IEMA DI staff on the placement of resource staging areas,
- b. identifies ARC shelter and mass care locations that have been established and determines the capacity of such facilities to shelter and care for displaced residents and report this information to the IEMA DI staff.

15. Illinois Department of Central Management Services
  - a. Illinois Information Service's Video, Satellite, and Photography Division will document all disaster events:
    1. Video footage can be recorded or broadcast live anywhere in the nation via the KU-Band satellite uplink,
    2. Events can also be viewed within the Capitol complex through a closed circuit feed,
    3. Photographers can record events digitally for immediate electronic distribution. Black and white and color film may also be used for recording purposes, if requested.

## **V. References**

### **A. Implementing Procedures**

1. Information Management
  - a. IEMA Incident Report Form
  - b. SEOC Message Form
  - c. Incident Report Form
2. Information Reporting
  - a. Situation Report
  - b. Executive Summary
3. Mapping
4. Intelligence Analysis and Action Planning