

Illinois Emergency Operations Plan

Annex 1 – Direction, Control and Coordination

Appendix 1 – State Forward Operations

Illinois Emergency Management Agency

August 2021



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Appendix 1-X1, State Forward Operations

Primary Agency: Illinois Emergency Management Agency (IEMA)

All Agencies: General Requirements for Other State Agencies, Boards,
Commissions and Mutual Aid Organizations

I. Introduction

A. Purpose

1. Provide strategies, coordinating processes and guidance for establishing and operating state forward operations required for response, short, intermediate and long-term recovery operations throughout activation, deactivation or demobilization.

B. Scope

1. State forward operations may consist of, but not limited to State Unified Area Command (SUAC), State Area Command (SAC), Resource Reception Centers (RRC), Base Camps, Islands of Response, Strike Teams, Task Force or Forward Liaison Teams.
2. IEMA will be the coordinating agency through the State Emergency Operations Center (SEOC) for all response and recovery activities utilizing state and federal capabilities.
3. State forward operations will be an extension of the SEOC in order to provide resources, assist local authorities having jurisdiction (AHJ) and return the impacted community to steady state.
4. This appendix does not address the independent or spontaneous activation of resources from local, state, federal, voluntary, private sector or military organizations.

C. Policy

1. The governor, or designee, will authorize and direct the use of state resources to provide support and assistance to response and recovery efforts after consideration of both priorities and cost.
2. State forward operation sites must be accessible, secure and capable of sustained operations.



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3. Personnel will be trained for assigned missions and made aware of potential risks involved.
4. SEOC may authorize private sector, non-governmental organizations (NGO), Lines of Effort (LOE) and faith-based organization resources to support state forward operations.
5. Resources assigned to a state forward operating area will be under the direction, control and coordination of the command structure established therein.

D. Situation Overview

1. A pre-planned, cascading, or immediate event has occurred resulting in the need of state support to an impacted AHJ.
2. The governor, or designee, has authorized and directed the use of state resources to sustain response and recovery operations.
3. The SEOC has been activated and has initiated the necessary employment of state-controlled resources to respond to and/or recover from the event.
4. The SEOC establishes state forward operations to effectively employ and manage resources moving into impacted areas for response and recovery operations in support of the AHJ.

E. Assumptions

1. State forward operating sites will be accessible, secured, operable and ready to receive resources.
2. State forward operating sites will need to be locatable and accessible for state resources coming to the impacted area.
3. Prior to pre-planned events, the state will proactively move resources into a state forward operating site.

II. Concept of Operations

A. General

1. Procedures for utilization, control and use of state forward operations sites will incorporate operational priorities that include, but are not limited to:



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- a) The protection of life, public health and safety;
 - b) Property protection;
 - c) Environmental protection;
 - d) Restoration of essential utilities;
 - e) Restoration of essential program functions, and
 - f) Coordination as appropriate.
2. State forward operations sites may be established at one or more of the following sites/locations:
- a) Airports (municipal and private);
 - b) State Fairgrounds;
 - c) ILNG Armories and facilities;
 - d) State owned-operated facilities;
 - e) State Parks;
 - f) Rest Areas;
 - g) County Fairgrounds, and
 - h) Municipal sites/facilities.
3. The SEOC will provide notifications, alerts and warnings (NAW) to agencies having a role or responsibility in establishing, implementing and sustaining any portion of state forward operations, in accordance with the IEOP Annex 3, Communications and Appendix 1, Notification, Alert and Warning.

B. Operational Priorities

1. Operational priorities will be determined based on scope and magnitude of an event, geographical locations, resource availability, environmental conditions and support or restoration of lifeline sectors as follows:
 - a) Safety and Security;
 - b) Food, Water, Shelter;



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- c) Health and Medical;
 - d) Energy;
 - e) Communications;
 - f) Transportation, and
 - g) Hazardous Materials.
2. Operational priorities will consider the state's capability to maintain essential operations.
- C. Organization
- 1. Direction, Coordination and Control
 - a) Organizations retain operational control of agency owned/obtained resources used in response and recovery.
 - b) The governor, or designee, has the authority to exercise overall coordination of resources belonging to the state.
 - c) The SEOC is the single point of coordination for state owned or operated RRC sites throughout response and recovery operations.
 - d) For the purposes of direction and control, SUAC and SAC elements will be responsible for:
 - i) Coordinating with local AHJ to determine situational awareness and support considerations.
 - ii) Communicating disaster intelligence, situational updates, and support requirements to the SEOC.
 - iii) Coordinating with the SEOC to develop objectives for achieving strategic priorities within impacted areas.
 - iv) Coordinating and developing incident objectives and strategies consistent with the AHJ requirements and SEOC objectives.
 - v) Allocating resources in assigned areas and re-allocating resources as SEOC strategic priorities change.
 - vi) Coordinating and managing resources assigned within



established areas of operation.

- vii) Coordinating with organizations, associations, and representatives of external resources assigned to SUAC/SAC elements.
 - viii) Ensuring incident management objectives are aligned with strategic priorities and objectives established by SEOC.
 - ix) Identifying critical support needs and coordinating with SEOC for adjudication.
- e) To ensure chain-of-command and unity-of-command, reporting relationships directed by the SEOC manager will be implemented upon activation of SUAC/SAC elements.

2. Coordinating Elements

- a) For directing resources and support for reception or staging operations the SEOC will:
- i) Identify the needs and requirements for implementation of this appendix.
 - ii) Coordinate with designated state agencies to determine the state's capability and capacity to establish and sustain recourse reception and staging operations.
 - iii) Order, receive, store, secure and distribute resources to authorized organizations and sites designated by the SEOC.
 - iv) Direct the notification, activation, deployment, coordination with, implementation of missions by, and sustainment of assigned agency resources for reception and staging operations.
- b) Lines of Effort (LOE) -RRC will be activated at the direction of the SEOC manager.
- i) Strategic and operational guidance on LOE operations can be found in IEOP Base Plan, Appendix 4, Lines of Effort Coordination and Management.
- c) For the purposes of state operation of RRC, the SEOC will



coordinate (LOE) with state agencies, local units of government, the private sector, NGOs and faith-based and volunteer organizations.

3. Federal Coordination

- a) The SEOC will submit Federal Emergency Management Agency (FEMA) Form 010-0-7, Resource Request Form (RRF) to FEMA, for federal support and resources as appropriate to establish or sustain operations.
- b) SEOC liaison officers (LNOs) will coordinate with federal counterparts in accordance with their enabling authority.

D. System Capabilities and Structure

1. State Forward Operating Base

- a) A State Forward Operating Base (SFOB) is established when a SUAC or multiple SAC operations are required. The SFOB functions as the forward coordinating site for local, state, and federal response entities, providing direct support to SUAC/SAC operations and may include local, state, private sector, and federal response entities.
- b) A SFOB could include an incident command area, staging area(s), commodity distribution site(s), joint information center (JIC), and reception area(s).
- c) In addition to meeting space/facility requirements established by IEMA Bureau of Operations, a SFOB should be placed in a location which is convenient to all of the SUAC/SAC operations it is supporting. It may be either in or proximal to the impact zone of the event.

2. Resource Reception Centers

- a) A RRC site is established to properly account for resources, obtain/check credentials, receive intelligence briefings and supporting information, check equipment, and prepare for travel/integration to an ongoing incident.
- b) In addition to meeting space/facility requirements established by IEMA Bureau of Operations, a RRC should be placed in a location which is convenient to the SFOB and/or SUAC/SAC operations it is



supporting. It should be outside the impact zone of the event.

3. State Unified Area Command/State Area Command
 - a) SAC is an application of ICS used when there are a number of incidents generally in the same area and often of the same kind. SUAC is an application of ICS used when there is more than one agency with incident jurisdiction. Agencies work together to establish a common set of objectives and strategies.
 - b) SUAC/SAC is deployed to provide command, control, disaster intelligence analysis, logistical support and development of common objectives and strategies for the Incident Action Plan (IAP).
 - c) In addition to meeting space/facility requirements established by IEMA Bureau of Operations, an SUAC/SAC should be placed in a location which is close, safe and practical to the event being managed. Generally, it will be in the impact zone of the event.
4. Commodity Distribution Points
 - a) A main logistics base is established when it is determined necessary to support multiple areas of operation (i.e., AC/UAC). A main logistics base must be able to perform the functions of a Commodity Distribution Point (CDP) or a smaller logistics base, plus have adequate capabilities to store (both cold and climate controlled) resources.
 - b) To increase distribution capacity, the state will utilize a “push-package” logistical concept. The state will “push” life essential commodities and supplies to victims of a major disaster or catastrophic event. Life essential commodities and supplies may include, but are not limited to water, heater meals/MRE’s, tarps, blankets, infant supplies, and medical supplies.
 - c) Structure and requirements are based on the population of the impacted area. A standard planning factor of 20% should be used when planning for a local CDP. Base line estimates in logistic planning reflect 20% of a population in a disaster would be able to and or want to transport themselves to pick up supplies. In addition to meeting the space/facility requirements established by IEMA Bureau of Operations, a logistics base should be placed in a location which is convenient to the SFOB and AC/UAC operations



it supports. It will generally be outside of but proximal to the impact zone of the event.

5. Resource Management and Logistics

- a) Resources and logistics support necessary to implement and sustain forward operational capabilities in accordance with processes established in IEOP Annex 9, Resource Management and Logistics.

6. The SEOC will coordinate resources necessary for security requirements and information on precautions at any forward operating sites approved for state operations in accordance with Annex 16, Law Enforcement Coordination and Management.

E. Islands of Response

- 1. An organization of combined capabilities that may include single resources, strike teams and/or individuals responsible for conducting missions and tasks in a defined sector or area of responsibility. Islands operate out of a base of operations to provide emergency services to inhabitants and restore critical infrastructure in an area surrounding the base of operations. Islands are scalable and modular and retain the ability to expand or contract in size based on the needs of the operational environment or increase in the assigned area of responsibility.

- a) Islands may be formed from capabilities available through public, private, non-governmental, volunteer and faith-based organizations.
- b) Typically, islands operate under command of a Task Force, but may be assigned through a Unified Area Command or Unified Command.
- c) Islands are supported and sustained through the Operations and Logistics Sections of higher-level command structures.
- d) Islands are multi-functional and a locally available support capability.

F. Task Force

- 1. Any combination of single resources, but typically two to five, assembled to meet a specific tactical need.



G. Strike Teams

1. Multiple units, often five in number, of the same resource category that have an assigned strike team leader.

III. Roles and Responsibilities

A. Illinois Emergency Management Agency

1. SEOC Manager

- a) Coordinate actions of SEOC liaisons to complete rapid needs assessment (RNA) of forward operation capabilities and requirements.
- b) Coordinate with local emergency management agency (EMA) and AHJ to receive RNA information on available locations to establish forward operations.
- c) Activate resources and coordinate LOEs in support of state identified requirements for forward operations.
- d) Ensure coordination of processes and procedures between SEOC and SUAC/SAC when activated.
- e) Ensure maps, visual aids and displays are developed to guide situational awareness on forward operating sites and associated transportation routes.
- f) Coordinate with state agencies having assigned roles and responsibilities in response and recovery in order to establish LNOs for forward operations, as necessary.
- g) Direct the NAW of state agencies and resources necessary to establish and sustain forward operations.
- h) Coordinate with the LNOs to develop and disseminate updates, briefings and intelligence.

B. General – All Agencies

1. Activate staffs necessary to support forward operations.
2. Provide resources in support of requests approved by the SEOC and coordinate resources to deploy to forward operations, as directed by SEOC.



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3. Utilize the established forward operations command structure to coordinate with the private sector, and non-governmental and volunteer organizations deployed within area of operations.
4. Establish and maintain contact with key decision-makers and emergency personnel of jurisdictional agencies for the conduct of emergency operations.
 - a) Participate in development of Common Operating Picture (COP), Senior Leadership Briefings (SLB), Commander's Critical Information Requirements (CIR), and Priority Information Requirements (PIR).
 - b) Conduct all operations in accordance with applicable local, state, and federal rules, regulations, and policies.

IV. Authorities and References

A. Authorities

1. Illinois Emergency Management Agency Act (20 ILCS 3305), as amended.
2. Illinois Emergency Operations Plan, as amended
3. Robert T. Stafford Act, as amended

B. References

1. Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG) 101, as amended.
2. National Response Framework (NRF), as amended.
3. National Incident Management System (NIMS), as amended.