

Illinois Emergency Operations Plan

Base Plan

Appendix X-5 Continuity of Operations

Illinois Emergency Management Agency and
Office of Homeland Security

September 23, 2026



Illinois Emergency Management Agency
and Office of Homeland Security



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State of Illinois Managed Plan Base Plan Appendix X-5 Continuity of Operations

Title	Base Plan Appendix X-5 Continuity of Operations	
Managing Division/Branch	Division of Operations	Strategic Planning – Inter-Agency Strategic Planning Cell (ISPC)
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State ESF - Coordinator	Support Agencies & Organizations
Illinois Emergency Management Agency and Office of Homeland Security (IEMA-OHS)	All Agencies, Boards & Commissions
Primary State Agencies & Organizations	
Illinois Emergency Management Agency and Office of Homeland Security (IEMA-OHS)	
Federal ESF - 5 Coordinator	
Federal Emergency Management Agency (FEMA)	



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Record of Changes

When changes are made to this document, the following procedures will be followed:

1. Changes will be issued by the Inter-Agency Strategic Planning Cell at IEMA-OHS and transmitted to agencies, personnel, and other designees specified by the IEMA-OHS Director or designee via electronic means.
2. 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	May 2026	Biannual Review	Glenn Smith



1. Introduction

1.1. Purpose

- 1.1.1. Provide strategic and operational guidance for State Emergency Operations Center (SEOC) support of state agency Continuity of Operations (COOP) Planning.

1.2. Scope

- 1.2.1. SEOC support for individual agency continuity of operations activities is addressed through the Illinois Emergency Operations Plan (IEOP) and supportive documentation.
- 1.2.2. SEOC-supported operations are scalable and modular based on the scope and magnitude of the event, and the ability of an agency to reestablish identified critical processes, reconstitute, and/or devolve.
- 1.2.3. State utilization of resources in support of individual agency continuity of operations activities is designed to augment existing efforts.
- 1.2.4. This appendix addresses support for the restoration of critical processes, reconstitution, and devolution.
- 1.2.5. For the purposes of the state, the following definitions will apply to COOP:
 - 1.2.5.1. Critical Processes – Functions, services, applications, and/or mission essential roles and responsibilities that must be continued with little or no interruption.
 - 1.2.5.2. Reconstitution - Resumption of full, normal operations with a return to the primary facility or designated alternate facilities.
 - 1.2.5.3. Devolution - The transfer of statutory authority and responsibility to other agencies, staff, and/or facilities for the continuation of critical processes.
- 1.2.6. This appendix does not address financial and administrative processes for individual agency COOP operations.
- 1.2.7. This appendix does not address the programmatic functions and authorities of individual agencies.



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- 1.2.8. This appendix applies to state agencies, boards, and commissions having a primary role or responsibility in response and short-, intermediate-, and long-term recovery.

1.3. Policy

- 1.3.1. Implementation of this appendix will not supersede any individual agency's administrative protocols or policies concerning COOP.
- 1.3.2. Procedures for utilization, control, and use of resources in support of COOP will incorporate and/or consider operational priorities that include, but are not limited to:
- 1.3.2.1. Protection of life,
 - 1.3.2.2. Public health and safety,
 - 1.3.2.3. Property protection,
 - 1.3.2.4. Environmental protection,
 - 1.3.2.5. Restoration of essential utilities,
 - 1.3.2.6. Restoration of essential program functions, and Stabilization of FEMA Community Lifeline,
 - 1.3.2.7. Coordination as appropriate.
- 1.3.3. Agencies will provide disaster intelligence collected through individual agency COOP operations to the SEOC.
- 1.3.4. Agencies requesting SEOC support of COOP operations will provide strategies and priorities required for the continuation and restoration of critical processes, and agency reconstitution or devolution.
- 1.3.5. The SEOC will provide technical and logistical assistance in support of COOP operations as requested and approved.
- 1.3.6. State agency personnel will be trained for the assigned mission and be made aware of potential risks involved.
- 1.3.7. Agencies conducting COOP operations are responsible for training personnel in requirements and processes.



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- 1.3.8. At the direction of the Governor or designee, state agencies may be tasked with providing agency personnel in support of COOP operations.
- 1.3.9. State agencies having a primary role or responsibility in response and short-, intermediate-, and long-term recovery will develop and maintain a COOP.
- 1.3.10. State agencies having a primary role in response and recovery will notify the SEOC of the implementation of individual agency COOP plans and/or the inability to perform missions directed through the IEOP.

1.4. Situation

- 1.4.1. A disaster has occurred or is expected to occur, resulting in the inability of state agencies to continue normal operations due to impacts on staff, facilities, land, or services.
- 1.4.2. Agency staff and executive officials are contacting the SEOC regarding assistance.
- 1.4.3. Agencies are engaged in COOP operations and require resource support for continuation and restoration of critical processes.

1.5. Assumptions

- 1.5.1. Agencies will independently implement COOP.
- 1.5.2. COOP implementation will require the determination of the availability of resources for staff augmentation.
- 1.5.3. Individual agency resources are insufficient for the coordination, management, and resourcing of COOP.
- 1.5.4. SEOC assistance is required to continue and restore critical processes.
- 1.5.5. Impacts on individual agency operations are not fully identified.
- 1.5.6. Pre-identified alternate facilities and work locations are available.
- 1.5.7. Individual agency COOP plans are current and accurate.
- 1.5.8. Critical processes have been identified.
- 1.5.9. Delegations of authority have been established.



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- 1.5.10. Lines of succession for senior leadership and critical processes have been established.
- 1.5.11. Vital record safety and preservation resources have been identified.
- 1.5.12. Key personnel required for COOP implementation are available.
- 1.5.13. COOP implementation and operations are not directly affected by secondary threats or hazards.
- 1.5.14. Individual agency COOP training and exercises have been conducted to ensure personnel familiarity with plans and procedures.
- 1.5.15. Reconstruction and devolution plans have been developed.

2. Concept of Operations

2.1. General

- 2.1.1. The SEOC will utilize processes established through the IEOP to support individual agency COOP operations.
- 2.1.2. Personnel activated by the state in support of COOP operations will be coordinated and managed through the SEOC or individual agencies as designated.
- 2.1.3. Needs identified through COOP operations will be incorporated into the SEOC Common Operating Picture (COP) and situational reports.
- 2.1.4. The SEOC will evaluate and assess capability, continuation of services, and immediate needs identified through individual agency COOP operations.

2.2. Governor's Declarative Authority

- 2.2.1. The Governor's declarative authority is outlined in the IEOP Base Plan: Concept of Operations, Governor's Declarative Authority.

2.3. IEOP Implementation

- 2.3.1. IEOP Implementation authority and decision-making are outlined in the IEOP Base Plan: Concept of Operations.



2.4. Notification, Alert and Warning (NAW)

- 2.4.1. SEOC Notice, Alert, and Warning (NAW) of SEOC representatives will be handled in accordance with IEOP ESF-2, X-1 Notification, Alert, and Warning.
- 2.4.2. Primary and support agencies are responsible for internal and support partner NAW.
- 2.4.3. Agencies are responsible for internal NAW for COOP implementation.

2.5. Activation

- 2.5.1. Based on the type and severity of the emergency situation, the IEMA-OHS COOP may be activated at the instruction of the Director or designated successor.
- 2.5.2. The SEOC SOP will be used to determine staffing levels necessary for damage assessment coordination.
- 2.5.3. State agencies, boards, and commissions are responsible for the activation of their COOP plans based on the requirements within.

2.6. Communications

- 2.6.1. General communications coordination requirements for the state are outlined in the IEOP Base Plan: Communications Coordination.
- 2.6.2. Detailed communications coordination requirements for the state are outlined in IEOP ESF-2 Communications.

2.7. Resource Management

- 2.7.1. General administration and finance requirements for the state are outlined in IEOP ESF-5, Appendix X-2 Financial and Administrative Management.
- 2.7.2. Logistics requirements for the state are outlined under IEOP ESF-7 Resource Management and Logistics.

2.8. Reporting Requirements

- 2.8.1. Information collection, analysis, and dissemination requirements and procedures for the state are outlined in the IEOP ESF-5 Information and Planning.



2.9. Legal Questions and Issues Resolution

- 2.9.1. Resolution of general legal questions and issues for the state is outlined in the IEOP Base Plan: Concept of Operations.

2.10. Associated Plans

- 2.10.1. IEOP Base Plan, Appendix X-7 Continuity of Government.
- 2.10.2. Primary State Agency COOP Plans.

2.11. Organization

2.11.1. Direction and Control

- 2.11.1.1. State agencies and external organizations retain operational control of owner-controlled resources.
- 2.11.1.2. The SEOC is the primary point of coordination for state support of COOP.

2.11.2. Federal Coordination

- 2.11.2.1. The SEOC will coordinate the inclusion of federal assets into state support of COOP.
- 2.11.2.2. State agencies, boards, and commissions will coordinate with federal counterparts in accordance with enabling authority.

3. Roles and Responsibilities

3.1. State Government

3.1.1. Governor's Office

- 3.1.1.1. General responsibilities of the governor's office are outlined in the IEOP Base Plan: Organization and Assignment of Responsibilities, State Government, Governor's Office.

3.1.2. State Agencies, Boards and Commissions



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- 3.1.2.1. Illinois Emergency Management Agency and Office of Homeland Security (IEMA-OHS)
 - 3.1.2.1.1. Coordinate collection, receipt, compilation, and development of situational reports on damage impacts to services, facilities, sites, and programs at the federal, state, and local levels.
 - 3.1.2.1.2. Coordinate collection, receipt, compilation, and development of situational reports based on disaster intelligence and information received from state and federal agencies.
 - 3.1.2.1.3. Collect, analyze, de-conflict, and disseminate situational reports.
 - 3.1.2.1.4. Prioritize and participate in COOP operations.
 - 3.1.2.1.5. Develop and maintain maps, visual aids, and displays for COOP in coordination with:
 - 3.1.2.1.5.1. Primary and support agencies,
 - 3.1.2.1.5.2. Boards and commissions,
 - 3.1.2.1.5.3. Voluntary and community-based organizations,
 - 3.1.2.1.5.4. Private sector organizations,
 - 3.1.2.1.5.5. Federal and external state agencies,
 - 3.1.2.1.5.6. Local governments, and
 - 3.1.2.1.5.7. Executive and senior leadership.
 - 3.1.2.1.6. Provide just-in-time training and/or site-specific training to personnel assigned responsibilities, missions, and tasks in support of individual agency COOP operations.
 - 3.1.2.1.7. Coordinate with federal agencies and representatives.



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3.1.2.1.8. Determine the need to request federal disaster assistance.

3.1.2.2. All Agencies, Boards, and Commissions: General Requirements

3.1.2.2.1. Provide resources in support of requests approved by the SEOC.

3.1.2.2.2. Identify impacts of internal and external COOP activations.

3.1.2.2.3. Notify the SEOC of the implementation of COOP plans and/or the inability to perform missions directed through the IEOP.

3.1.2.2.4. As directed by the SEOC, identify land and properties suitable for alternate facilities and work locations.

3.1.2.2.5. As directed by the SEOC, identify functions, services, applications, and/or staff available to support the continuation and restoration of the external agency's critical processes.

4. Authorities

1. Illinois Emergency Management Agency Act (20 ILCS 3305), as amended.
2. Emergency Interim Executive Succession Act (5 ILCS 275), as amended.
3. Successor Agency Act (5 ILCS 705), as amended.
4. Emergency Seat of Government Act (5 ILCS 195), as amended.
5. Individual Agency COOP Plans, most recent version.



5. References

1. Illinois Emergency Operations Plan, as amended.
2. Continuity Guidance Circular 1 (CGC 1), as amended.
3. Continuity Guidance Circular 2 (CGC 2), FEMA P789, as amended.
4. Continuity Assistance Tool (CAT), FEMA P788, as amended.

6. Acronyms & Definitions

1. For all definitions and acronyms addressed in this plan, please refer to the IEOP Base Plan, Appendix X-7 Glossary of Terms.