

# Illinois Emergency Operations Plan

## ESF-2 Communications

### Appendix X-2 Communications Technology

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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Emergency Support Function (ESF) #2 Communications  
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|  <h2>State of Illinois Managed Plan<br/>Emergency Support Function (ESF) # 2<br/>Appendix X-2 Communications Technology</h2> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |                                                                        |
| <b>Title</b>                                                                                                                                                                                                  | ESF-2 Communications<br>Appendix X-2 Communications Technology                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                        |
| <b>Managing Division/Branch</b>                                                                                                                                                                               | Division of Operations                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | Strategic Planning –<br>Inter-Agency Strategic<br>Planning Cell (ISPC) |
| <b>Drafted/Evaluated</b>                                                                                                                                                                                      | The ISPC, in coordination with<br>the ESF planning group                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | September 2025                                                         |
| <b>Evaluated Against</b>                                                                                                                                                                                      | <ol style="list-style-type: none"><li>1. Prior version, if applicable.</li><li>2. Federal statutes and regulations.</li><li>3. State statutes and administrative codes.</li><li>4. Federal, state, and IEMA-OHS policies and directives.</li><li>5. National Preparedness Goal</li><li>6. National Response Framework</li><li>7. NRF Emergency Support Function Annexes</li><li>8. FEMA Community Lifelines</li><li>9. National Disaster Recovery Framework (NDRF)</li><li>10. IEMA-OHS policies, plans, and common definitions list.</li><li>11. Corrective actions from After-Action Reports (AARs) and<br/>real-world events where this ESF was engaged.</li></ol> |                                                                        |
| <b>Plan Type</b>                                                                                                                                                                                              | <input type="checkbox"/> New <input checked="" type="checkbox"/> Revised                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                                                                        |
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| <b>Senior Official Review and<br/>Approval</b>                                                                                                                                                                | Theodore ‘Ted’ Berger, Director<br>Clayton Kuetemeyer, Deputy<br>Director<br>Christopher Dodd, Chief of<br>Operations<br>Louise Conway, Chief Legal<br>Counsel                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | September 23, 2026                                                     |
| <b>Supersedes</b>                                                                                                                                                                                             | August 2021 – Annex 3, Communications Technology                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                                                                        |



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| State ESF-2, X-2 Coordinator                                                                        | Support Agencies & Organizations                                                                                                                                                                                                                                                                                                                                                |
|-----------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Illinois Emergency Management Agency and<br>Office of Homeland Security (IEMA-OHS)                  | Illinois Department of Central Management<br>Services (CMS)<br>Illinois Department of Information Technology<br>(DoIT)<br>Illinois National Guard (ILNG)<br>Illinois Department of Public Health (IDPH)<br>Illinois State Police (ISP)<br>Illinois Department of Transportation (IDOT)<br>Illinois Commerce Commission (ICC)<br>Auxiliary Emergency Communications<br>(AUXCOMM) |
| Primary State Agencies & Organizations                                                              |                                                                                                                                                                                                                                                                                                                                                                                 |
| Illinois Emergency Management Agency and<br>Office of Homeland Security (IEMA-OHS)                  |                                                                                                                                                                                                                                                                                                                                                                                 |
| Federal ESF-2, X-2 Coordinator                                                                      |                                                                                                                                                                                                                                                                                                                                                                                 |
| Department of Homeland Security (DHS)<br>Cybersecurity and Infrastructure Security Agency<br>(CISA) |                                                                                                                                                                                                                                                                                                                                                                                 |



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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             | September 2025 | Biannual Review           | Glenn Smith |
|               |                |                           |             |
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## 1. Introduction

### 1.1. Purpose

- 1.1.1. Guide strategies and operational use to support communications for state agencies and external organizations involved in response, short-term, intermediate, and long-term recovery.

### 1.2. Scope

- 1.2.1. This appendix applies to all state agencies and organizations involved in response, short-term, intermediate, and long-term recovery under the coordination and management of the State Emergency Operations Center (SEOC).
- 1.2.2. This appendix supports the Illinois Emergency Operations Plan (IEOP) and incorporates provisions of the National Response Framework (NRF), National Disaster Recovery Framework (NDRF), and the National Incident Management System (NIMS).
- 1.2.3. This appendix incorporates and supports policy, procedures, and guidance established in the State of Illinois Tactical Interoperable Communications Plan (TICP).
- 1.2.4. For this appendix, telecommunications will be defined as the transmission of information (voice and data) electronically by cable, telephone, or wireless with integrated encoding and decoding equipment.

### 1.3. Policy

- 1.3.1. Procedures for utilization, control, and use will incorporate operational priorities that include, but are not limited to:
  - 1.3.1.1. Protection of life.
  - 1.3.1.2. Public health and safety.
  - 1.3.1.3. Property protection.
  - 1.3.1.4. Environmental protection:
  - 1.3.1.5. Restoration of essential utilities.



- 1.3.1.6. Restoration of essential program functions, and
- 1.3.1.7. Coordination as appropriate.
- 1.3.2. All state agencies and external organizations activated by the SEOC will adhere to TICP policies, procedures, and protocols for interoperable and integrated communications.
- 1.3.3. Laws, rules, regulations, and policies of the United States government and agencies involved in communications technology are considered valid and applicable within the state.
- 1.3.4. It is the policy of the Illinois Emergency Management Agency and Office of Homeland Security (IEMA-OHS) to operate communication equipment consistent with federal and state statutes, rules, and regulations of the Federal Communications Commission (FCC) and other authorized regulatory agencies.

## 1.4. Situation

- 1.4.1. STARCOM21 (SC21) is the statewide strategic interoperable communications platform with operational talk groups for response and short, intermediate, and long-term recovery.
- 1.4.2. Legacy radio systems serve as a critical, alternate component in the state's interoperability plan.
- 1.4.3. STARCOM21, legacy, and designated state & national interoperable radio channels may serve as a tactical communications asset.
- 1.4.4. Statewide interoperable communications may be reliant on private-sector partnerships and connectivity.

## 1.5. Assumptions

- 1.5.1. An incident(s) will occur resulting in the notification, activation, deployment, coordination, implementation, and sustainment (NADCIS) of communications equipment and personnel.
- 1.5.2. Impacts on critical infrastructure will directly affect overall communication capabilities.



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- 1.5.3. Dissemination of notifications, warnings, and additional public information will require ad hoc or non-traditional means of communication to reach responders, the public, and diverse populations.
- 1.5.4. Local governments will request state assistance to establish and maintain communications, warnings, and notifications.
- 1.5.5. The SEOC, supportive state resources, and local Emergency Operations Centers (EOCs) will be operational.
- 1.5.6. State resources will be activated in advance of county and municipal requests for life safety missions and staging.
- 1.5.7. Mutual aid agreements and compacts will be activated to carry out response and short-, intermediate-, and long-term recovery.

## 2. Concept of Operations

### 2.1. General

- 2.1.1. Communications technology support for a disaster is provided by resources of state agencies and those provided by other public, private, and non-governmental organizations.
- 2.1.2. The SEOC will coordinate communications technology assets and protocols for state agencies and external organizations during response and short-, intermediate-, and long-term recovery.

### 2.2. Notification, Alert, and Warning (NAW)

- 2.2.1. SEOC NAW of SEOC Agency Representatives will be handled in accordance with ESF-2, X-1, Notification, Alert, and Warning.
- 2.2.2. Primary and support agencies are responsible for internal and support partner NAW.

### 2.3. Activation

- 2.3.1. The SEOC will provide state support through the activation of identified representatives in accordance with SEOC Standard Operating Procedure Management and Coordination.



## 2.4. Resource Management

- 2.4.1. Resource management and logistics will be carried out in accordance with ESF-7 Resource Management and Logistics.
- 2.4.2. Resource management includes mutual aid and assistance agreements, the use of federal and state teams, and resource mobilization protocols.
- 2.4.3. The SEOC may implement one or more Lines of Effort (LOE) for specific strategic action planning for communications technology.
- 2.4.4. LOEs are responsible for short-term, intermediate, and long-term operational planning, coordination, and resource allocation.
- 2.4.5. As directed by the SEOC Manager, LOEs will be coordinated and administratively supported by an SEOC Agency Representative.
- 2.4.6. LOEs operate as strategic planning and coordinating elements of the SEOC and do not play an operational role.
- 2.4.7. Additional agency staff will be assigned to LOEs based on the level of activation established by the SEOC.

## 2.5. Reporting Requirements

- 2.5.1. The Emergency Support Function – 2 Lead (ESF-2 Lead), or designee, will serve as the coordinating point for interoperable and integrated communications technology management, develop required intelligence briefings, maintain situational updates, and provide critical and priority information obtained to stakeholders, key decision makers, executive officers, and the SEOC.
- 2.5.2. As appropriate for the type, scope, and magnitude of communications technology requirements, the ESF 2 Lead, or designee, will report disruptions to potentially affected stakeholders, key decision makers, and executive officers.
- 2.5.3. The ESF 2 Lead, or designee, will coordinate directly with state agency communications representatives and private sector organizations to ensure coordination of communications technology information, situational awareness, and intelligence.
- 2.5.4. SEOC agency representatives and state agency staff in forward operational areas will coordinate the use of communications resources to maintain interoperable and



integrated systems and networks, establish a single NIMS consistent communications tactical plan, establish situational updates, develop required intelligence briefings, and provide critical and priority information obtained to key decision-makers, executive officers, and the SEOC.

## 2.6. Organization

### 2.6.1. Direction and Control

- 2.6.1.1. State agencies and external organizations retain operational control of communications equipment and systems.
- 2.6.1.2. The IEMA-OHS Director, or designee, has the authority to exercise overall coordination of communications systems belonging to the state during declared disasters and/or SEOC activations.
- 2.6.1.3. The ESF-2 Lead or designee may coordinate the use of state communications systems as designated by the IEMA-OHS Director.
- 2.6.1.4. The ESF-2 Lead, or designee, may coordinate the use of county or local jurisdiction communication systems when authorized or requested.
- 2.6.1.5. The ESF 2 Lead, or designee, will coordinate with local, state, and federal agencies in developing communications plans and systems required for response, short, intermediate, and long-term recovery efforts.
- 2.6.1.6. The ESF 2 Lead is the single point of coordination for multi-jurisdictional interoperable and integrated communications.

### 2.6.2. Coordinating Elements

- 2.6.2.1. The ESF 2 Lead, or designee, will identify communications system needs by:
  - 2.6.2.1.1. Prioritizing communications systems and processes.
  - 2.6.2.1.2. Integrating individual technical response Incident Command System (ICS) Forms 205, 205(a), and supporting documentation.
  - 2.6.2.1.3. De-conflicting resources (personnel, equipment, and channels) to maximize utilization and avoid overlap/overuse.



- 2.6.2.1.4. Disseminating interoperable communications requirements to forward operations areas and whole community partners; and
- 2.6.2.1.5. Recommending and implementing courses of action required to facilitate, restore, or complement communications capabilities.

### 2.6.3. Federal Coordination

- 2.6.3.1. Under a Presidential Disaster Declaration of a major disaster or emergency, IEMA-OHS will coordinate the inclusion of federal assets into the state communications response.
- 2.6.3.2. Direct coordination with federal agencies will occur through appropriate and designated agencies.

## 3. Roles and Responsibilities

### 3.1. State ESF Coordinator

#### 3.1.1. Illinois Emergency Management Agency and Office of Homeland Security (IEMA-OHS).

- 3.1.1.1. Coordinates the utilization of required ESF-2 support to execute missions presented by the SEOC manager.
- 3.1.1.2. Coordinates, integrates, and manages overall State efforts for ESF 2 - Communications
- 3.1.1.3. Manages and updates resource availability ESF 2 - Communications
- 3.1.1.4. Assists in planning during activations and updates to the overall ESF plan.

### 3.2. Primary State Agency/Organization

#### 3.2.1. Illinois Emergency Management Agency and Office of Homeland Security (IEMA-OHS)

- 3.2.1.1. Assign an ESF 2 Lead for coordination and management of operable and interoperable communications upon activation of the SEOC.



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- 3.2.1.1.1. Identify communications resources required to support emergency communications and ensure availability; and
- 3.2.1.1.2. Ensure resources are deployed and activated to support emergency communications.
- 3.2.1.1.3. Coordinate the use of communication resources to promote operability and interoperability.
- 3.2.1.2. Maintain operable and interoperable capabilities along with primary, redundant, and supportive communications.
- 3.2.1.3. Utilize mutual aid agreements, service contracts, and other non-state resources to support operable and interoperable communications. These support resources are locally hosted but state-deployable and under the direction of the ICTC through the Strategic Technology Reserve (STR).
- 3.2.1.4. Maintain radio cache.
- 3.2.1.5. Maintain one STARCOM21 site-on-wheels (SOWs).
- 3.2.1.6. Serve as the lead agency for NAW for the entire state

### **3.3. Support State Agencies/Organizations**

#### **3.3.1. Illinois Department of Central Management Services (CMS)**

- 3.3.1.1. Serve as initial point-of-contact for state-owned and operated facilities.

#### **3.3.2. Illinois Department of Innovation and Technology (DoIT)**

- 3.3.2.1. Serve as initial point-of-contact for state-owned and operated telecommunications (voice and data) resources.
- 3.3.2.2. Assign a telecommunications coordinator, as appropriate.
- 3.3.2.3. Assist with the establishment of hotlines and phone banks. Ensure that all communication with the public is timely, clear, and accessible, regardless of physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments.



- 3.3.2.4. Coordinate with the private sector for purchasing or contracting telecommunications equipment and services, including resources that may be used to assist individuals with physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments.
- 3.3.2.5. Coordinate with the Illinois Commerce Commission (ICC) for the restoration of telecommunications infrastructure, ensuring equitable distribution strategies that prioritize accessibility for individuals with physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments.

### **3.3.3. Illinois National Guard (ILNG)**

- 3.3.3.1. Provide High Frequency (HF) communications for secondary capability.
- 3.3.3.2. Assist with STARCOM21 communications.
- 3.3.3.3. Provide emergency communications equipment and personnel.

### **3.3.4. Illinois Department of Public Health (IDPH)**

- 3.3.4.1. Maintain Health Alert Network (HAN) to ensure timely and accessible dissemination of public health alerts and guidance. Communications should be provided in multiple formats and languages, with consideration for individuals with access and functional needs, particularly within the CMIST framework (Communication, Maintaining Health, Independence, Support & Safety, and Transportation).
- 3.3.4.2. Coordinate NAW and requests for aid through the Illinois Public Health Mutual Aid System (IPHMAS), ensuring the process incorporates considerations for individuals with access and functional needs. This includes ensuring mutual aid requests can address needs related to communication supports, durable medical equipment and technologies, assistive technologies, and other resources aligned with CMIST principles.
- 3.3.4.3. Coordinate public health and medical communications between hospitals and end users in a manner that supports equitable access to information and services. Communications should be accessible to those with communication disabilities, cognitive impairments, and other access and functional needs, ensuring consistency with CMIST categories to maintain independence and safety for all affected populations.



### **3.3.5. Illinois State Police (ISP)**

- 3.3.5.1. Maintain operable and interoperable capabilities along with primary, redundant, and supportive communications.
- 3.3.5.2. Maintain ISP communication centers throughout the state.
- 3.3.5.3. Maintain a high-band base station network known as the Illinois State Police Emergency Radio Network (ISPERN).
- 3.3.5.4. Maintain three STARCOM21 Sites on Wheels (SOWs).

### **3.3.6. Illinois Department of Transportation (IDOT)**

- 3.3.6.1. Maintain operable and interoperable capabilities along with primary, redundant, and supportive communications.
- 3.3.6.2. Maintain communication centers throughout the state.
- 3.3.6.3. Maintain an Ultra High Frequency (UHF) radio system in the Chicago area.
- 3.3.6.4. Maintain an emergency command center located in Carbondale equipped with nationally interoperable frequencies and satellite communications.
- 3.3.6.5. Maintain Mobile Emergency Operations Centers (MEOC) located in Ottawa, Dixon, Peoria, Paris, and Effingham, and a Mobile Communication Center in Springfield.

### **3.3.7. Illinois Commerce Commission (ICC)**

- 3.3.7.1. Coordinate with DoIT for the restoration of the landline telecommunications infrastructure, ensuring equitable distribution strategies that prioritize accessibility for individuals with physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments.
- 3.3.7.2. Coordinate to provide additional telecommunications staff, as needed.

## **4. Authorities**

1. Illinois Emergency Management Agency Act (20 ILCS 3305/6[5], 14 and 19), as amended
2. Emergency Telephone Communications (720 ILCS 660/0.01 et seq), as amended



3. State Police Radio Act (20 ILCS 2615), as amended
4. IAC Title 77: Public Health, Section 515.400, General Communications
5. Central Management Services (CMS) Law, 20 ILCS 405/405-1, et seq, as amended
6. Emergency Telephone System Act 50 ILCS 750/0.01-16, as amended
7. State of Illinois Tactical Interoperable Communications Plan, as amended
8. IEMA-OHS Operations Center SOPs, as amended

## 5. References

1. Federal Communications Commission (FCC) Regulations
2. Statewide Communications Interoperability Plan (SCIP), as amended
1. Tactical Interoperable Communications Plan (TICP), as amended
2. Request for Strategic Communications Resources (STR) process, as amended
3. Auxiliary Communications (AUXCOMM) Plan, as amended
4. Emergency Alert System State Plan, as amended
5. Statewide Interoperability Executive Committee (SIEC) approved documents, as amended
6. Information and Communications Technology Functional Guidance, as amended

## 6. Acronyms & Definitions

1. For all definitions and acronyms addressed in this plan, please refer to the IEOP Base Plan, Appendix X-07 Glossary of Terms.