

Illinois Emergency Operations Plan

ESF-5 Information and Planning

Appendix X-1 Direction, Control, and Coordination

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 Emergency Operations Plan (IEOP)
Emergency Support Function (ESF) #5 Information and Planning
Appendix X-1 Direction, Control, and Coordination
Version: September 23, 2026



State of Illinois Managed Plan Emergency Support Function (ESF) #5 Appendix X-1 Direction, Control, and Coordination

Title	ESF-5 Information and Planning Appendix X-1 Direction, Control, and Coordination	
Managing Division/Branch	Division of Operations	Strategic Planning – Inter-Agency Strategic Planning Cell (ISPC)
Drafted/Evaluated	The ISPC, in coordination with the ESF planning group	September 2025
Evaluated Against	1. Prior version, if applicable. 2. Federal statutes and regulations. 3. State statutes and administrative codes. 4. Federal, state, and IEMA-OHS policies and directives. 5. National Preparedness Goal 6. National Response Framework 7. NRF Emergency Support Function Annexes 8. FEMA Community Lifelines 9. National Disaster Recovery Framework (NDRF) 10. IEMA-OHS policies, plans, and common definitions list. 11. Corrective actions from After-Action Reports (AARs) and real-world events where this ESF was engaged.	
Plan Type	☐ New ☒ Revised	
Branch Manager Review and Approval	Scott Gauvin, Manager of Strategic Operations and Preparedness	July 7, 2026
Senior Official Review and Approval	Theodore ‘Ted’ Berger, Director Clayton Kuetemeyer, Deputy Director Christopher Dodd, Chief of Operations Louise Conway, Chief Legal Counsel	September 23, 2026
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State ESF-5, X-1 Coordinator	Support Agencies & Organizations
Illinois Emergency Management Agency and Office of Homeland Security (IEMA-OHS)	General Requirements for Other State Agencies, Boards, Commissions, and MSTs activated through the State Emergency Operations Center (SEOC)
Primary State Agencies & Organizations	
Illinois Emergency Management Agency and Office of Homeland Security (IEMA-OHS)	
Federal ESF-5, X-1 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	September 2025	Biannual Review	Glenn Smith



1. Introduction

1.1. Purpose

- 1.1.1. Provide strategic and operational command, coordination, and control for state resources and support organizations upon implementation of the Illinois Emergency Operations Plan (IEOP) from initial activation through long-term recovery.

1.2. Scope

- 1.2.1. This function applies to all state agencies, boards, commissions, non-governmental organizations (NGO), and mutual-aid partners having a role or responsibility in the direction, control, and coordination of response and recovery operations.
- 1.2.2. The function does not address:
 - 1.2.2.1. Continuity of operations planning (COOP) activities, including restoration of critical processes, reconstitution, and devolution; see IEOP Base Plan, Appendix X-6, Continuity of Operations, and agency-specific COOP supportive documentation.
 - 1.2.2.2. Private sector coordination; see IEOP ESF-14, Cross Sector Business and Infrastructure.
 - 1.2.2.3. Programmatic functions, authorities, and financial and administrative processes for individual agency operations.

1.3. Policy

- 1.3.1. Implementation of this function will not supersede any individual agency, local Authority Having Jurisdiction (AHJ), or private sector administrative protocols, policies, and procedures.
- 1.3.2. All state and federal resources with an approved mission assignment through the State Emergency Operations Center (SEOC) will remain under the operational control of the SEOC, State Unified Area Command (SUAC), or State Area Command (SAC) but will be assigned to the tactical control of the AHJ.



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- 1.3.3. Disaster intelligence and information collected through individual agency operations will be provided to and shared through the SEOC in accordance with IEOP ESF-5, Information, and Planning.
- 1.3.4. The SEOC will provide technical and logistical assistance in support of operations as requested and approved.
- 1.3.5. The SEOC is the single point of strategic and operational coordination and management and is the official verification source for any event requiring implementation of the IEOP.
- 1.3.6. The SEOC Manager is responsible for the overall direction and control of the state incident management system.
- 1.3.7. Individual agencies will coordinate through the SEOC for the utilization of state-controlled resources.
- 1.3.8. Each state agency or organization with a role in disaster response and recovery through the SEOC is responsible for the following:
 - 1.3.8.1. Assigning trained personnel to report to the SEOC to perform agency representative duties.
 - 1.3.8.2. Provide up to 24-hour, 7-day-a-week representation to the SEOC, as requested.
 - 1.3.8.3. Train personnel in the requirements and processes of SEOC operations.
 - 1.3.8.4. Ensure agency representatives assigned to the SEOC have sufficient knowledge of their agency or organization's capabilities and resources.
 - 1.3.8.5. Ensure agency representatives have the authority to fulfill designated responsibilities directed by the SEOC Manager.
- 1.3.9. At the direction of the Governor, or designee, state agencies without a direct response or recovery role may be tasked with providing agency personnel in support of SEOC operations.
- 1.3.10. Mobile Support Teams (MST) are activated by the SEOC function under operational control of the SEOC throughout response and recovery, although they may be tasked to support other organizations or incident commands.



1.4. Situation

- 1.4.1. A pre-planned, cascading, or immediate event requires activation and mobilization of state resources.
- 1.4.2. Agency staff and executives are contacting the SEOC regarding assistance.
- 1.4.3. Coordination among the whole community is necessary to affect a timely response and recovery, and in some cases will require alternate command, control, communications, and coordination (C4) methods.

1.5. Assumptions

- 1.5.1. State assistance will be required to support local response and recovery efforts.
- 1.5.2. Mutual Aid Agreements (MAA), Memoranda of Understanding (MOU), Memoranda of Agreement (MOA), compacts, and service agreements will be required.
- 1.5.3. Rapid Needs Assessment (RNA) will be critical in determining the level of SEOC activation required.
- 1.5.4. Individual agency resources require augmentation from the state for direction, coordination, and control of responding resources.
- 1.5.5. Local capabilities and resources (personnel, equipment, critical facilities, and supplies) are engaged in response and recovery efforts.
- 1.5.6. Operations are not directly affected by secondary threats or hazards.
- 1.5.7. Individual agency training and exercises have been conducted to ensure personnel familiarity with plans and procedures.
- 1.5.8. Agencies will independently implement internal plans or procedures.
- 1.5.9. Key personnel required for implementation of the IEOP are available, and agencies will determine resource requirements for staff augmentation.



2. Concept of Operations

2.1. General

- 2.1.1. Direction, coordination, and control actions ensure affected populations are provided:
 - 2.1.1.1. Life-safety,
 - 2.1.1.2. Life-essential services,
 - 2.1.1.3. Protection of the environment and natural, cultural, and historical buildings and collections, and
 - 2.1.1.4. Critical infrastructure is in place to support ongoing operations and public safety.
- 2.1.2. Staff from responding agencies and organizations are responsible for adhering to strategic and operational policies and guidelines developed by the IEMA-OHS Inter-Agency Strategic Planning Cell (ISPC) and IEMA-OHS Senior Leadership in coordination with the SEOC Manager.
- 2.1.3. For purposes of recovery, the SEOC Manager may transition command and control to the State Disaster Recovery Coordinator (SDRC) in accordance with Standard Operating Procedures (SOP) and SEOC Resource Management Processes.
- 2.1.4. Response and recovery operations will be conducted in accordance with laws, rules, regulations, and policies of the state and requirements established by the federal government.
- 2.1.5. The Illinois Disaster Management System (IDMS) and National Incident Management System (NIMS) will be utilized for all operations.

2.2. Notification, Alert, and Warning (NAW)

- 2.2.1. SEOC NAW of SEOC Agency Representatives will be handled through RAVE in accordance with IEOP ESF-2, Communications, Appendix X-1, Notification, Alert, and Warning.
- 2.2.2. State agencies are responsible for internal agency and partner notification.



2.3. Activation

- 2.3.1. The SEOC Management and Coordination SOP will be used to determine staffing levels necessary for SEOC operations and will be carried out in accordance with SEOC guidelines and procedures.
- 2.3.2. State agencies are responsible for the activation of agency support staff.

2.4. Communications

- 2.4.1. Communications throughout response and recovery will be conducted in accordance with SOPs and managed using established procedures, processes, and policies outlined in IEOP ESF-2, Communications.
- 2.4.2. Communications will be conducted in a NIMS-compliant manner utilizing clear text and frequencies coordinated with SEOC.

2.5. Resource Management

- 2.5.1. Resource management and logistics will be carried out in accordance with IEOP ESF-7, Resource Management and Logistics.
- 2.5.2. Resource management includes MAAs, MOAs, MOUs, and assistance compacts; use of special teams; and resource mobilization protocols.

2.6. Reporting Requirements

- 2.6.1. SEOC information, intelligence, and situation reporting will be conducted in accordance with SEOC guidelines.
- 2.6.2. The SEOC Manager will develop Commanders Critical Information Requirements (CCIRs)/Priority Information Requirements (PIRs) for each phase of response and recovery, and each responding agency will be required to provide and maintain situational awareness.
- 2.6.3. Individual agencies will develop internal Essential Elements of Information (EEI) requirements to support SEOC CCIRs/PIRs.

2.7. Organization

2.7.1. Direction and Control



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- 2.7.1.1. The SEOC is an emergency support function-based command element that combines discipline and function for operational coordination.
- 2.7.1.2. State agencies and external organizations retain operational control of their resources.
- 2.7.1.3. SEOC staffing will be established utilizing pre-identified activation levels and agency representatives' requirements in accordance with SEOC policies, guidelines, and procedures.
- 2.7.1.4. The SEOC Manager will coordinate with the IEMA-OHS Director, or designee, to determine the most effective structure for establishing state field operations.
- 2.7.1.5. If a SUAC or SAC element is activated, the SEOC Manager will coordinate assignments of staff necessary to fill positions in accordance with established SEOC SOPs and SOGs identified in this appendix.

2.7.2. Coordinating Elements

- 2.7.2.1. The SEOC may coordinate the state's overall response directly with the appropriate state agencies, private sector entities, NGOs, and volunteer and faith-based organizations having a role and responsibility in response or recovery operations.
- 2.7.2.2. The SEOC may establish scheduled reporting requirements, situation updates, and common operating picture needs to support the SEOC's strategic priorities.

2.7.3. Federal Coordination

- 2.7.3.1. The SEOC will coordinate the inclusion of federal assets into state operations.
- 2.7.3.2. SEOC Agency Representatives, state agencies, boards, and commissions will coordinate with federal counterparts in accordance with their enabling authority.
- 2.7.3.3. Under a Presidential Declaration of a major disaster or emergency, federal resources may be coordinated with federal counterparts



through a Joint Field Office (JFO), utilizing the National Disaster Recovery Framework (NDRF) Recovery Support Functions (RSFs) to seamlessly align state recovery task forces with federal asset deployment.

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. Coordinate the utilization of required ESF-5 support to execute missions presented by the SEOC Manager.
- 3.1.1.2. Coordinates, integrates, and manages overall State efforts for ESF 5 X-1 Direction Control and Coordination.
- 3.1.1.3. Manages and updates resource availability for ESF 5 X-1 Direction Control and Coordination.
- 3.1.1.4. Assists in planning during activations and updates for ESF 5 X-1 Direction Control and Coordination.

3.2. Primary State Agency/Organization

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

- 3.2.1.1. Establish the collection, receipt, and compilation of intelligence and information to develop and maintain actionable situational awareness of SEOC activities and supporting elements.
- 3.2.1.2. Develop and maintain maps, visual aids, and displays to establish a Common Operating Picture (COP), Senior Leadership Briefing (SLB), and situation reports (SITREP) to enhance knowledge management within the SEOC.
- 3.2.1.3. Establish strategic priorities for direction, control, and coordination, and manage the deployment of SUAC/SAC Representatives to conduct operations consistent with SEOC policies, plans, and procedures.



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- 3.2.1.4. Coordinate with state agencies, private sector entities, NGOs, and volunteer and faith-based organizations to secure resources required for response and recovery operations.
- 3.2.1.5. Distribute strategic priorities internally and externally with higher, lateral, and subordinate organizations.
- 3.2.1.6. Coordinate with federal agencies and representatives to determine the need for federal disaster assistance.
- 3.2.1.7. Coordinate with all levels of government to distribute CCIR/PIR.

3.3. Support State Agencies/Organizations

3.3.1. State Agencies, Boards, and Commissions

- 3.3.1.1. Activate staff necessary to support SEOC operations.
- 3.3.1.2. Provide resources in support of requests approved by the SEOC.
- 3.3.1.3. Coordinate with the private sector, NGOs, and volunteer organizations throughout response and recovery operations.
- 3.3.1.4. Coordinate assignment of resources for SEOC-approved missions to support response and recovery operations.
- 3.3.1.5. Maintain situational awareness with decision makers and personnel internal to agencies or organizations activated to the SEOC based on the battle rhythm of the incident.
- 3.3.1.6. Establish internal agency EEI requirements to support SEOC CCIR/PIR development and participate in COP and SLB development.

4. Authorities

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



5. References

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

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.