

ISPC

Illinois Emergency Operations Plan ESF-16 Recovery

Appendix X-1 Community Assistance

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 Emergency Support Function (ESF) #16 Appendix X-1 Community Assistance		
Title	ESF-16 Recovery Appendix X-1 Community Assistance	
Managing Division/Branch	Division of Operations	Strategic Planning – Inter-Agency Strategic Planning Cell (ISPC)
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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
Supersedes	N/A	



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State ESF-16 Coordinator	Support Agencies & Organizations
Illinois Emergency Management Agency & Office of Homeland Security (IEMA-OHS)	Governor’s Office of Management and Budget (GOMB)
Primary State Agencies & Organizations	Illinois Department of Natural Resources (IDNR)
Illinois Emergency Management Agency & Office of Homeland Security (IEMA-OHS)	Illinois Criminal Justice Information Authority (ICJIA)
Federal ESF-16 Coordinator	Illinois Department of Central Management Services (CMS)
Department of Homeland Security (DHS)	Illinois Department of Corrections (IDOC)
Federal Emergency Management Agency (FEMA)	Illinois Department of Public Health (IDPH)
	Illinois Department of Veterans Affairs (IDVA)
	Illinois National Guard (ILNG)
	Illinois Secretary of State (SOS)
	Illinois State Police (ISP)
	Office of the Illinois Attorney General (OIAG)
	Voluntary Agencies Active in Disaster (IL VOAD)



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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. The coordination of state, federal, and non-governmental partners to aid local governments in building their local capabilities to plan for and manage recovery effectively.

1.2. Scope

- 1.2.1. This appendix pertains to community assistance associated with post-disaster long-term recovery efforts.

1.3. Policy

- 1.3.1. A gubernatorial proclamation is required for certain assistance programs and processes.
- 1.3.2. A presidential declaration is required for certain assistance programs and processes.
- 1.3.3. State disaster relief funding shall not be provided to private persons sustaining property damage or personal injury because of the disaster.
- 1.3.4. The Authority Having Jurisdiction (AHJ) over a resource will retain command and control of that resource throughout short-term and long-term recovery.
- 1.3.5. The Governor or designee will authorize and direct the use of state resources to provide support and assistance to long-term community recovery and mass care for internal and external organizations after consideration of priority and cost.
- 1.3.6. At the direction of the Governor or designee, state agencies may be tasked with providing agency personnel in support of long-term community recovery operations.
- 1.3.7. State employees and resources may be reassigned in accordance with the IEMA Act.
- 1.3.8. State agency personnel will be trained for the assigned mission and be made aware of the potential risks involved.



- 1.3.9. Staff from responding agencies, organizations, mutual aid agreements, and compacts are responsible for adhering to operational policies established herein.
- 1.3.10. All services will be provided without unlawful discrimination as defined by the Illinois Human Rights Act.

1.4. Situation

- 1.4.1. A disaster has occurred, resulting in the disruption of some or all of the eight community lifelines.
- 1.4.2. Local, state, and/or federal emergency declarations are in place.
- 1.4.3. At a minimum, the State Coordinating Officer (SCO) has activated the Illinois Recovery Task Force (IRTF) and the Community Assistance Recovery Support Function (RSF).
- 1.4.4. Conditions warrant the development and implementation of a post-disaster recovery plan.

1.5. Assumptions

- 1.5.1. The community has established or will establish a Long-Term Recovery Committee (LTRC) or similar entity to guide post-disaster recovery planning and operations, which include representatives of the whole community, including those with Access and Functional Needs.
- 1.5.2. The community has a pre-disaster recovery plan.
- 1.5.3. A Local Disaster Recovery Manager (LDRM) or equivalent position/entity has been empowered to represent the affected community(s).

2. Concept of Operations

2.1. General

- 2.1.1. State-supported operations are scalable and modular based on the scope and magnitude of the event and the capability and capacity of the AHJ.



- 2.1.2. The SEOC will coordinate the integration of state agencies, private sector resources, and non-governmental, voluntary, and faith-based organizations required for LTVRM operations.
- 2.1.3. LTVRM operations will be coordinated through the SEOC in accordance with the IEOP.

2.2. Notification, Alert, and Warning (NAW)

- 2.2.1. SEOC NAW of SEOC Agency Representatives will be handled in accordance with IEOP ESF-2, Appendix X-1, Notification, Alert, and Warning.

2.3. Activation

- 2.3.1. The SCO will activate the Community Assistance RSF by contacting the RSF chair or their designee.
- 2.3.2. The RSF chair or their designee will contact the RSF member agencies needed to address the incident-specific recovery tasks, recovery objectives, and recovery goals.
- 2.3.3. Given that recovery activities may last for years, different agencies may be activated over time as conditions dictate the need for their areas of expertise.

2.4. Communications

- 2.4.1. Communications will be conducted in accordance with standard operating procedures and managed using established procedures, processes, and policies outlined in IEOP ESF 2, Communications.

2.5. Resource Management

- 2.5.1. Resource management and logistics will be carried out in accordance with IEOP ESF 7, Logistics.

2.6. Location

- 2.6.1. As recovery activities may last for years, the SEOC is not available to support long-term recovery operations. The SCO may select, but is not limited to, the following options:



- 2.6.1.1. Alternate physical location,
 - 2.6.1.2. Co-location with the Joint Field Office,
 - 2.6.1.3. Virtual meetings,
 - 2.6.1.4. Virtual/physical hybrid meetings.
- 2.6.2. If a virtual or hybrid option is selected, RSF agencies are responsible for ensuring their staff has adequate computer and connectivity resources to participate in a virtual environment, including accommodations for their personnel who have Access and Functional Needs.
- 2.6.3. RSF agencies are responsible for travel and accommodations should a physical location outside employees' normal working area be selected.

2.7. Operations

- 2.7.1. The RSF members pursue and complete recovery tasks, recovery objectives, and recovery goals assigned by the RSF chair.
- 2.7.2. RSF members identify and report additional recovery needs to the chair for action, who may refer larger issues to the IRTF.
- 2.7.3. RSF members identify opportunities for potential assistance, including, but not limited to:
- 2.7.3.1. FEMA Public Assistance Program.
 - 2.7.3.2. FEMA Individual Assistance Program.
 - 2.7.3.3. Identification of other assistance programs and grant opportunities.
 - 2.7.3.4. Provision of technical assistance.
 - 2.7.3.5. Provision of resources such as personnel, equipment, and supplies.
 - 2.7.3.6. Identification of state facilities to support recovery activities, if applicable.
 - 2.7.3.7. Coordination of mutual aid resources, as appropriate.
 - 2.7.3.8. Logistical coordination, if applicable.



- 2.7.3.9. Assistance with document replacement and waiving of fees.
- 2.7.3.10. Participation in Multi-Agency Resource Centers, if applicable.
- 2.7.4. RSF members coordinate with federal and local partners to implement programs.
- 2.7.5. Coordination and cooperation with other RSF agencies and IRTF members to achieve recovery tasks, recovery objectives, and recovery goals.

2.8. Operational Priorities

- 2.8.1. Recovery operations will incorporate operational priorities in an equitable fashion that include, but are not limited to:
 - 2.8.1.1. Life Safety,
 - 2.8.1.2. Property protection,
 - 2.8.1.3. Environmental protection,
 - 2.8.1.4. Restoration of essential utilities,
 - 2.8.1.5. Restoration of essential program functions, and
 - 2.8.1.6. Coordination as appropriate.
- 2.8.2. These priorities, in conjunction with the State of Illinois' long-term recovery priorities in the table below, guide recovery efforts, aid in decision-making, and the prioritization of recovery resources.

Long-Term Recovery Priorities				
Priority		Community Lifeline(s)	Assigned Recovery Support Function	Assigned Organization(s)
1.	Permanent restoration of critical infrastructure	Energy, Communications	Infrastructure	ICC, OSFM
2.	Providing temporary/interim long-term housing	Food, Hydration, Shelter	Housing	ARC, IDHA, IDHS, IDOA



Long-Term Recovery Priorities				
Priority		Community Lifeline(s)	Assigned Recovery Support Function	Assigned Organization(s)
3.	Repairing or replacing private property through established aid programs	Safety and Security	Community Assistance	IEMA-OHS
	Providing human services	Health and Medical	Health and Social Services	IDPH, IDHS
	Repairing or replacing public property	Safety and Security	Community Assistance	IEMA-OHS
	Permanent debris removal/management	Transportation	Infrastructure	IDOT
	Economic recovery through established programs	Safety and Security	Economic	DCEO
	Hazard mitigation	Safety and Security	Community Assistance	IEMA-OHS

2.9. Organization

- 2.9.1. The Community Assistance RSF is a part of the IRTF. As such, the chair of the RSF represents and serves as a subject matter expert on Community Assistance to the IRTF.
- 2.9.2. The chair may call upon other RSF members to brief the IRTF on specific aspects of Community Assistance as needed.
- 2.9.3. The chair delegates Community Assistance recovery tasks, recovery objectives, and recovery goals to the member agency(s) best equipped to address them.
- 2.9.4. RSF agencies coordinate and cooperate to achieve assigned recovery tasks, recovery objectives, and recovery goals.
- 2.9.5. If RSF agency priorities or resource needs conflict, the chair resolves the dispute.
- 2.9.6. The chair facilitates coordination and cooperation with other RSFs and the LDRM as needed to achieve assigned recovery tasks, recovery objectives, and recovery goals.



- 2.9.7. The chair manages the RSF in accordance with methods described in the IRTF Charter, recovery procedures, and job aids.

2.10. Reporting Requirements

- 2.10.1. Upon activation of the SEOC, all SEOC Agency Representatives for agencies having a role in LTVRM operations will compile and disseminate situational reports.
- 2.10.2. SEOC information, intelligence, and situation reporting will be conducted in accordance with the SEOC Situation and Rapid Needs Assessment SOG.

2.11. Organization

2.11.1. Direction and Control

- 2.11.1.1. State agencies and external organizations retain operational control of their LTVRM resources.
- 2.11.1.2. The SEOC is the single point of coordination for state support of LTVRM operations.
- 2.11.1.3. For unity of command, coordination, and management of the SEOC, the SEOC Manager will transfer command to the SCO at the cessation of short-term recovery efforts.

2.11.2. Coordinating Elements

- 2.11.2.1. SEOC NAW of SEOC Agency Representatives will be handled in accordance with IEOP ESF 2, Communications, Appendix X-1, Notification, Alert, and Warning.
- 2.11.2.2. State Unified Area Command (SUAC) and State Area Command (SAC) elements may be deployed by the SEOC to coordinate information and resource requirements.
- 2.11.2.3. One or more Lines of Effort (LOE) may be implemented by the SEOC for specific strategic action planning for LTVRM or LTVRM sub-functions.



- 2.11.2.4. LOEs are responsible for short-term, intermediate, and long-term operational planning and coordination, and resource allocation.
- 2.11.2.5. LOEs operate as strategic planning and coordinating elements of the SEOC and do not play an operational role.
- 2.11.2.6. Additional agency staff will be assigned to LOEs based on the level of activation established by the SEOC.

2.11.3. Federal Coordination

- 2.11.3.1. RSF members coordinate directly with federal representatives who are members of the RSF.
- 2.11.3.2. RSF members coordinate with federal counterparts in accordance with their enabling authority.
- 2.11.3.3. Coordination with federal agencies that are not RSF members or in accordance with the enabling authority is facilitated by the RSF chair through the SCO and FCO.

2.11.4. Demobilization

- 2.11.4.1. The RSF chair takes the following actions when notified by the SCO to consider demobilization of resources:
 - 2.11.4.1.1. Coordinate with RSF members and local partners to determine existing and anticipated resource needs.
 - 2.11.4.1.2. Provide estimated completion times for assigned recovery tasks/objectives/goals.
 - 2.11.4.1.3. Provide resource status updates.
 - 2.11.4.1.4. Finalize disaster-related costs and gather or complete required supporting documentation for reimbursement.
 - 2.11.4.1.5. Close out grant and loan program projects, including submission of needed documentation.
 - 2.11.4.1.6. Capture after-action recommendations and lessons learned.



2.11.4.1.7. Develop and implement corrective actions.

2.11.4.1.8. Identify possible mitigation strategies for inclusion in future mitigation plans.

3. Roles and Responsibilities

3.1. State ESF Coordinator

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

- 3.1.1.1. Coordinates, integrates, and manages overall State efforts for ESF 16 – Recovery
- 3.1.1.2. Manages and updates resource availability for ESF 16 – Recovery
- 3.1.1.3. Assist in planning during activations and updating the overall ESF plan.
- 3.1.1.4. Chair the Community Assistance RSF.
- 3.1.1.5. Coordinate and monitor all capacity-building activities.
- 3.1.1.6. Provide continual technical assistance and resources to LTRCs, VOADs, and COADs.
- 3.1.1.7. Provide technical assistance on recovery assistance programs.
 - 3.1.1.7.1. Statewide Interoperability Coordinator (SWIC)
 - 3.1.1.7.1.1. Provide guidance and technical assistance to communities on communication projects.
 - 3.1.1.7.1.2. Provide personnel and critical resources to support recovery activities, as requested.
 - 3.1.1.7.1.3. Coordinate mutual aid requests for communication resources to support recovery operations.



3.2. Support State Agencies/Organizations

3.2.1. Illinois Department of Public Health (IDPH)

- 3.2.1.1. Provide technical assistance for shelter operations, including food safety, safe drinking water, sanitary waste disposal, vector control, and structural pest control management, ensuring that all guidance accounts for individuals with Access and Functional Needs (AFN). Assistance should incorporate CMIST principles to address accessibility of food and water for individuals with dietary restrictions or mobility limitations, availability of accessible restroom facilities, and communication of public health information in formats and languages suitable for all shelter residents.

3.2.2. Governor's Office of Management and Budget (GOMB)

- 3.2.2.1. Provide guidance and technical assistance regarding budget and fund allocation issues.
- 3.2.2.2. Assist in identifying and providing additional financial resources when existing resources are insufficient for recovery efforts.
- 3.2.2.3. Analyze state agency programs and budgets.
- 3.2.2.4. Evaluate personnel and operating needs.
- 3.2.2.5. Provide personnel and critical resources to support recovery activities, as requested.

3.2.3. Voluntary Organizations Active in Disaster (IL VOAD)

- 3.2.3.1. Support Long-Term Recovery Group activities.
- 3.2.3.2. Communicate community recovery needs to non-governmental organizations.
- 3.2.3.3. Coordinate VOAD activities to leverage all available resources while avoiding duplication of efforts.
- 3.2.3.4. Provide personnel and critical resources, including resources which may be used to assist individuals with mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments with



Functional Need Support Services (FNSS), to support recovery activities, as requested.

- 3.2.3.5. Coordinate member participation in a Multi-Agency Resource Center (MARC) upon request, as well as provide any technical expertise in the planning of a MARC.

3.2.4. Illinois Department of Central Management Services (CMS)

- 3.2.4.1. Provide mobile vehicle maintenance through traveling mechanics.
- 3.2.4.2. Coordinate the use of CMS-managed state facilities and property, including state fuel depots and garages.
- 3.2.4.3. Assist in recruiting state employees available for assignment at recovery facilities.
- 3.2.4.4. Coordinate the purchase of state and federal surplus resources.

3.2.5. Illinois Department of Corrections (IDOC)

- 3.2.5.1. Provide Offender Labor to assist with recovery activities.
- 3.2.5.2. Coordinate the assignment of external resources and personnel with specialized skills. (e.g., food service staff, mental health personnel, health care personnel, and logistics staff.)

3.2.6. Illinois Department of Veterans Affairs (IDVA)

- 3.2.6.1. Coordinate the use of Illinois Veterans' Homes and IDVA facilities in support of recovery operations.

3.2.7. Illinois National Guard (ILNG)

- 3.2.7.1. Provide logistical support, including air and ground transportation, for recovery supplies, personnel, and equipment in support of disaster assistance.
- 3.2.7.2. Coordinate the provision of resources to support humanitarian aid, essential life-safety needs, well-being services, and security and protection, including resources that may be used to assist individuals



with mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments with Functional Need Support Services (FNSS).

3.2.8. Office of the Illinois Attorney General (OIAG)

- 3.2.8.1. Provide technical support regarding consumer protection for unregistered and unlicensed charities.
- 3.2.8.2. Provide technical support regarding consumer protection for contractor fraud and illegal business practices.
- 3.2.8.3. Coordinate the Crime Victims Compensation Program to assist qualifying victims of violent crime.
- 3.2.8.4. Participate in a Multi-Agency Resource Center upon request.

3.2.9. Illinois Department of Natural Resources (IDNR)

- 3.2.9.1. Provide guidance and technical assistance to communities on flood insurance and the enforcement of floodplain regulations.
- 3.2.9.2. Provide guidance on state flood mitigation programs.
- 3.2.9.3. Participate in a Multi-Agency Resource Center upon request.

3.2.10. Illinois Criminal Justice Information Authority (ICJIA)

- 3.2.10.1. Coordinate the Victims of Crime Act to provide crime victims with assistance, support, and services as they move through the criminal justice process.
- 3.2.10.2. Coordinate the Antiterrorism and Emergency Assistance Program to support victims of mass violence and terrorism.

3.2.11. Illinois State Police (ISP)

- 3.2.11.1. Provide security for recovery activities.
- 3.2.11.2. Coordinate the use of law enforcement mutual aid resources in support of recovery.

3.2.12. Illinois Secretary of State (SOS)



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- 3.2.12.1. Coordinate the use of State Capitol Complex facilities for recovery activities.
- 3.2.12.2. Assist in the replacement of state identification, including driver's licenses, state ID cards, vehicle titles, and license plates.
- 3.2.12.3. Provide for the issuance of specialized identification for restricted access to recovery locations and activities.
- 3.2.12.4. Participate in a Multi-Agency Resource Center upon request.

4. Authorities

- 1. The Illinois Emergency Management Act (20 ILCS 3305/)
- 2. Illinois Local Records Act (50 ILCS 205), as amended.
- 3. Illinois State Records Act (5 ILCS 160), as amended.
- 4. The CMS Law (20 ILCS 405), as amended.
- 5. CDB Act (20 ILCS 3105), as amended.
- 6. The Disaster Relief Act (15 ILCS 30/1-3)
- 7. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (as amended)
- 8. The Disaster Mitigation Act of 2000
- 9. The Post-Katrina Emergency Management Reform Act of 2006
- 10. Sandy Recovery Improvement Act of 2013
- 11. National Response Framework, as amended.
- 12. National Disaster Recovery Framework, as amended.
- 13. The Single Audit Act of 1984
- 14. 13 CFR Part 123, Small Business Administration Disaster Loan Program
- 15. 2 CFR Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards



16. 44 CFR Part 13, Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments
17. 44 CFR Part 14, Administration of Grants: Audits of State and Local Governments
18. 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared on or after November 23, 1988

5. References

1. Emergency Management Standard, Emergency Management Accreditation Program, 2019.
2. Federal Emergency Management Agency Individual Assistance Program.
3. Federal Emergency Management Agency Public Assistance Program.
4. The Illinois Emergency Operations Plan (IEOP), as amended.
5. Illinois Emergency Management Agency, Program Management Plan (PgMP), November 2022.
6. Illinois Natural Hazard Mitigation Plan (INHMP), as amended.
7. State of Illinois Hazard Mitigation Grant Program Administrative Plan, as amended.
8. State of Illinois, Public Assistance Program Administrative Plan, as amended.
9. State of Illinois, Individuals and Households State Administrative Plan, as amended.
10. State of Illinois, Statewide Communication Interoperability Plan, September 2016.
11. SIRC DR3 Position (Agency Representative) Guides.
12. U.S. Department of Housing and Urban Development Community Development Block Grant.
13. U.S. Department of Housing and Urban Development Community Development Block Grant Disaster Recovery Program.
14. U.S. Small Business Administration Disaster Assistance program.
15. Recovery Federal Interagency Operational Plan, Second Edition, Federal Emergency Management Agency, August 2016.
16. Operational Area Recovery Plan, Unified San Diego County Emergency Services Organization and County of San Diego, September 2019.



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.