

Illinois Emergency Operations Plan

ESF-16 Recovery

Appendix X-2 Economic Recovery

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) #16 Recovery
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 State of Illinois Managed Plan Emergency Support Function (ESF) #16 Appendix X-2 Economic Recovery		
Title	ESF-16 Recovery Appendix X-2 Economic Recovery	
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.	May 2026
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Plan Type	☒ New ☐ Revised	
Branch Manager Review and Approval	Scott Gauvin, Manager of Strategic Operations and Preparedness	July 7, 2026
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Supersedes	N/A	



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State ESF - 16 Coordinator	Support Agencies & Organizations
Illinois Emergency Management Agency and Office of Homeland Security (IEMA-OHS)	Illinois Board of Higher Education (IBHE) Illinois Community College Board (ICCB) Illinois Department of Human Services (IDHS) Illinois Department of Insurance (IDOI) Illinois Department of Labor (IDOL) Illinois Department of Revenue (IDOR) Illinois State Board of Education (ISBE)
Primary State Agencies & Organizations	
Department of Commerce and Economic Opportunity (DCEO)	
Federal ESF - 16 Coordinator	
Department of Homeland Security (DHS) Federal Emergency Management Agency (FEMA) United States Department of Agriculture (USDA)	



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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	Biannual Review	Glenn Smith



1. Introduction

1.1. Purpose

- 1.1.1. The return of economic and business activities (including agriculture) to a state of health and the development of new economic opportunities that result in a sustainable and economically viable community.

1.2. Scope

- 1.2.1. This appendix pertains to developing conditions that foster economic activity to sustain and rebuild businesses, employment, and economic opportunities following a disaster.

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 should not be provided to private people 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.



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- 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 Economic 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, at the local level, a Long-Term Recovery Committee (LTRC) or similar entity to guide post-disaster recovery planning and operations, which includes 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/communities.

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 Economic Recovery 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. Location

- 2.4.1. 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:
 - 2.4.1.1. Alternate physical location
 - 2.4.1.2. Co-location with the Joint Field Office
 - 2.4.1.3. Virtual meetings
 - 2.4.1.4. Virtual/physical hybrid meetings
- 2.4.2. 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.
- 2.4.3. RSF agencies are responsible for travel and accommodation should a physical location outside employees' normal working area be selected.



2.5. Operations

- 2.5.1. The RSF members pursue and complete recovery tasks, recovery objectives, and recovery goals assigned by the RSF chair.
- 2.5.2. RSF members identify and report additional recovery needs to the chair for action, who may refer larger issues to the IRTF.
- 2.5.3. RSF members identify opportunities for potential assistance, including, but not limited to:
 - 2.5.3.1. Evaluate the economic effects of disaster on businesses, non-profits, and governmental institutions.
 - 2.5.3.2. Small Business Administration (SBA) Disaster Loan Program.
 - 2.5.3.3. Identification of economic recovery programs and grant opportunities, both general and sector specific.
 - 2.5.3.4. Assist with the creation of local economic development plans.
 - 2.5.3.5. Provision of technical assistance.
 - 2.5.3.6. Provision of resources such as personnel, equipment, and supplies.
 - 2.5.3.7. Collect, receive, compile, develop, and submit situational reports on costs associated with recovery.
 - 2.5.3.8. Participation in Multi-Agency Resource Centers, if applicable.
 - 2.5.3.9. Investigation of consumer complaints.
- 2.5.4. RSF members coordinate with federal and local partners to implement programs.
- 2.5.5. Coordination and cooperation with other RSF agencies and IRTF members to achieve recovery tasks, recovery objectives, and recovery goals.

2.6. Operational Priorities

- 2.6.1. Recovery operations will incorporate operational priorities in an equitable fashion that include, but are not limited to:
 - 2.6.1.1. Life safety,



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- 2.6.1.2. Property protection,
- 2.6.1.3. Environmental protection,
- 2.6.1.4. Restoration of essential utilities,
- 2.6.1.5. Restoration of essential program functions, and
- 2.6.1.6. Coordination as appropriate.

2.6.2. 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
3.	Repairing or replacing private property through established aid programs	Safety and Security	Community Assistance	IEMA-OHS
4.	Providing human services	Health and Medical	Health and Social Services	IDPH, IDHS
5.	Repairing or replacing public property	Safety and Security	Community Assistance	IEMA-OHS
6.	Permanent debris removal/management	Transportation	Infrastructure	IDOT
7.	Economic recovery through established programs	Safety and Security	Economic	DCEO
8.	Hazard mitigation	Safety and Security	Community Assistance	IEMA-OHS



- 2.6.3. The Economic Recovery RSF is a part of the IRTF. As such, the chair of the RSF represents and serves as a subject matter expert on Economic Recovery to the IRTF.
- 2.6.4. The chair may call upon other RSF members to brief the IRTF on specific aspects of Economic Recovery as needed.
- 2.6.5. The chair delegates Economic Recovery tasks, recovery objectives, and recovery goals to the member agency or agencies best equipped to address them.
- 2.6.6. RSF agencies coordinate and cooperate to achieve assigned recovery tasks, recovery objectives, and recovery goals.
- 2.6.7. If RSF agency priorities or resource needs conflict, the chair resolves the dispute.
- 2.6.8. The chair facilitates coordination and cooperation with other RSFs and the LDRM as needed to achieve assigned recovery tasks, recovery objectives, and recovery goals.
- 2.6.9. The chair manages the RSF in accordance with methods described in the IRTF Charter, recovery procedures, and job aids.

2.7. Communications

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

2.8. Resource Management

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

2.9. Reporting Requirements

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



2.10. Organization

2.10.1. Direction and Control

- 2.10.1.1. State agencies and external organizations retain operational control of their LTVRM resources.
- 2.10.1.2. The SEOC is the single point of coordination for state support of LTVRM operations.
- 2.10.1.3. 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.

2.10.2. Coordinating Elements

- 2.10.2.1. SEOC NAW of SEOC Agency Representatives will be handled in accordance with IEOP ESF 2, Communications, Appendix X-1, Notification, Alert, and Warning.
- 2.10.2.2. State Unified Area Command (SUAC) and State Area Command (SAC) elements may be deployed by the SEOC to coordinate information and resource requirements.
- 2.10.2.3. One or more Lines of Effort (LOE) may be implemented by the SEOC for specific strategic action planning for LTVRM or LTVRM sub-functions.
- 2.10.2.4. LOEs are responsible for short-term, intermediate, and long-term operational planning and coordination and resource allocation.
- 2.10.2.5. LOE operates as strategic planning and coordinating elements of the SEOC and does not play an operational role.
- 2.10.2.6. Additional agency staff will be assigned to LOE based on the level of activation established by the SEOC.

2.10.3. Federal Coordination



- 2.10.3.1. RSF members coordinate directly with federal representatives who are members of the RSF.
- 2.10.3.2. RSF members coordinate with federal counterparts in accordance with their enabling authority.
- 2.10.3.3. 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.

2.10.4. Demobilization

- 2.10.4.1. The RSF chair takes the following actions when notified by the SCO to consider demobilization of resources:
 - 2.10.4.1.1. Coordinate with RSF members and local partners to determine existing and anticipated resource needs.
 - 2.10.4.1.2. Provide estimated completion times for assigned recovery tasks/objectives/goals.
 - 2.10.4.1.3. Provide resource status updates.
 - 2.10.4.1.4. Finalize disaster-related costs and gather or complete required supporting documentation for reimbursement.
 - 2.10.4.1.5. Close out grant and loan program projects, including submission of needed documentation.
 - 2.10.4.1.6. Capture after-action recommendations and lessons learned.
 - 2.10.4.1.7. Develop and implement corrective actions.
 - 2.10.4.1.8. 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 and 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. Assists in planning during activations and updating the overall ESF plan.
- 3.1.1.1. Manages Public Assistance and Individual Assistance grant programs.
- 3.1.1.2. Coordinates financial and administrative actions with state agencies, federal agencies, and external organizations for recovery activities.
- 3.1.1.3. Coordinates and manages the collection, receipt, compilation, and development of situational reports on costs associated with recovery.
- 3.1.1.4. Coordinate the Small Business Administration Economic Injury Declaration process.
 - 3.1.1.4.1. Business Emergency Operations Center (BEOC)
 - 3.1.1.4.1.1. Serve as a conduit for referrals to acquire technical expertise to aid in long-term recovery.

3.2. Primary State Agency/Organization

3.2.1. Department of Commerce and Economic Opportunity (DCEO)

- 3.2.1.1. Assign an agency representative to the SEOC and local agency EOCs as staff availability allows.



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- 3.2.1.2. Determine the necessity of and identify and coordinate the opening, management, and closing of emergency shelters.
- 3.2.1.3. Coordinate the provision of Functional Needs Support Services (FNSS) within Red Cross-managed facilities.
- 3.2.1.4. Establish and maintain public information, messaging, and education for the affected population in coordination with the IEMA-OHS and local community PIOs.
- 3.2.1.5. Coordinate the provision of temporary feeding and hydration services for mass care facilities and the community as a whole until community resources return.
- 3.2.1.6. Coordinate the distribution of emergency supplies to affected communities, including procuring material, supporting, or establishing distribution sites, and demobilizing equipment and supplies.
- 3.2.1.7. Support reunification efforts in coordination with community and government partners.
- 3.2.1.8. Coordinate response and recovery efforts with the whole community, especially counterpart voluntary agencies and the Illinois VOAD.
- 3.2.1.9. Coordinate emergency mental health, spiritual care, and basic health care services (such as replacement of medications and eyewear) in mass care facilities and the community as a whole.
- 3.2.1.10. Process, assign, and manage Event-Based Volunteers that are not already affiliated with a volunteer disaster response organization in coordination with local government and the IL VOAD.

3.3. Support State Agencies/Organizations

3.3.1. Illinois Board of Higher Education (IBHE)

- 3.3.1.1. Coordinate the assignment of external resources and personnel with specialized skills (e.g., food service staff, foreign language interpreters, mental health personnel, health care personnel, and logistics staff) available to assist in recovery.



3.3.2. Illinois Community College Board (ICCB)

- 3.3.2.1. Coordinate the assignment of external resources and personnel with specialized skills (e.g., food service staff, foreign language interpreters, mental health personnel, health care personnel, and logistics staff) available to assist in recovery.

3.3.3. Illinois Department of Human Services (IDHS)

- 3.3.3.1. Collect, receive, compile, develop, and submit situational reports on costs associated with recovery.
- 3.3.3.2. Provide personnel and critical resources to support recovery activities, as requested.

3.3.4. Illinois Department of Labor (IDOL)

- 3.3.4.1. Ensure that emergency work is done in compliance with the Illinois Prevailing Wage Act (820 ILCS 130/1) and the federal Davis-Bacon Act, as amended (107-217-August 21, 2002), regarding labor rates and standards for contracts using Public Assistance Program funds.

3.3.5. Illinois Department of Revenue (IDOR)

- 3.3.5.1. Provide guidance and technical assistance to taxing bodies regarding regulations suspended or changed due to a gubernatorial proclamation, to include tax implications.
- 3.3.5.2. Participate in the Multi-Agency Resource Center (MARC) upon request.

3.3.6. Illinois State Board of Education (ISBE)

- 3.3.6.1. Provide guidance and technical assistance related to education licensure and standards.
- 3.3.6.2. Collect, receive, compile, develop, and submit situational reports on costs associated with recovery.
- 3.3.6.3. Provide personnel and critical resources to support recovery activities, as requested.



3.3.7. Regional Office of Education (ROE)

- 3.3.7.1. Provide guidance and technical assistance to school districts within their assigned region.
- 3.3.7.2. Collect, receive, compile, develop, and submit situational reports on costs associated with recovery.
- 3.3.7.3. Provide personnel and critical resources to support recovery activities, as requested.

3.3.8. Illinois Department of Insurance (IDOI)

- 3.3.8.1. Provide guidance and technical assistance on insurance-related matters.
- 3.3.8.2. Investigate insurance-related consumer complaints.
- 3.3.8.3. Provide personnel and critical resources to support recovery activities, as requested.
- 3.3.8.4. 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.



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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.