



Chapter 2

BACKGROUND

From the fast-paced urban lifestyle of Chicago residents to the bucolic bliss of their downstate counterparts, Illinois is a state which celebrates its diversity. Urban, rural, or somewhere in between, its people ascribe to a Midwestern code of ethics predicated on the principles of honesty, fairness, and loyalty famously exemplified by its favorite son, Abraham Lincoln. Illinois' public safety sector mirrors the diversity of its residents with more than 2,700 individual agencies serving the residents of the state. These agencies provide Illinoisans with a safe, secure quality of life in an environment which promotes interagency cooperation and interoperability.

With the completion of Illinois' original SCIP in 2007, the framework was set in place to guide the coordination and expansion of interoperability within the state. Using that plan as a dynamic blueprint for the development of interoperability policies and strategies as well as the evolution of goals, objectives, and initiatives during the upcoming years, Illinois is demonstrating that interoperability is an ongoing process whose progress is measured in incremental steps which lead to the expansion of cross-disciplinary exchanges of both voice and data information in robust TICPs.

2.1 State Overview

Nestled in the heartland of the nation, Illinois today is a microcosm of the United States with its eclectic mix of farm and factory and urban and rural areas. It is the fifth most populous state in the nation with an estimated 12,901,563 inhabitants (as of 2008). Illinois is 210 miles wide, 390 miles in length, and occupies 57,918 square miles. Because of its central location and proximity to the Rust Belt and Grain Belt, Illinois stands as a national crossroad for rail, auto, and truck traffic. In addition to its role as a distribution/transportation hub for overland cargo shipments, Illinois is a mainstay in water-based shipping as well.

Illinois has more than 500 critical infrastructures located within its borders, per the Department of Homeland Security (DHS) criteria. Ranging from buildings and bridges to pipelines and private holdings, these critical infrastructures represent a cross section of commerce, recreation, and transportation in Illinois.

2.1.1 National Incident Management System

Recognizing the inherent value of the National Incident Management System (NIMS) following its introduction in March 2004, Illinois mandated the programmatic adoption of NIMS as the model for emergency planning, unified command, and response to emergencies and disasters by all state agencies that same year.

Additionally, Executive Order Number 12 charged the Illinois Emergency Management Agency (IEMA) with the responsibility to direct state responses to emergencies and disasters under NIMS by:

- institutionalizing NIMS in state and local emergency operations plans;
- utilizing NIMS in training and exercises as well as actual emergency and disaster responses; and
- demonstrating the status of NIMS compliance by all Illinois state agencies under gubernatorial control as well as all 102 county emergency management agencies.

Disaster responses, tactical operations, and training exercises executed by Illinois public safety agencies strictly adhere to NIMS standards, including the use of the Incident Command System (ICS), at levels appropriate for the specific incidents. Working in tandem with NIMS is Illinois' own Disaster Management System (DMS) which is the blueprint for organizing cross-disciplinary responses, establishing mission-based action plans and objectives, identifying facility needs, unifying/transferring command, and managing personnel and resources in the Land of Lincoln.

As part of the Illinois Emergency Operations Plan (IEOP), the DMS was developed to streamline and accelerate response and recovery operations in any part of the state affected by a major emergency or disaster. Recognizing that local governments have the resources and capabilities to effectively handle many of their emergency needs, the DMS is only activated at the request of jurisdictions when the determination has been made that multi-agency, coordinated resources are needed to save lives and protect property.

Administered by IEMA, the DMS's response operations are closely aligned with the principles of NIMS. The IEMA Director is responsible for the overall coordination of multi-disciplinary response and recovery programs and maintains a constant liaison with the federal government, other state agencies, disaster relief organizations, and other states' disaster agencies to coordinate requests for supplemental assistance as needed.

Today, Illinois' public safety agencies are served by multiple interoperability systems which provide effective, efficient data and voice communications platforms among service-aligned agencies as well as in cross-disciplinary applications. The rollout of Illinois' STARCOM 21 radio platform raised the state of interoperability in Illinois to an unprecedented level.

2.1.1.2 National Emergency Communications Plan

Every day in cities and towns across the Nation, emergency response personnel respond to incidents of varying scope and magnitude. Their ability to communicate in real time is critical to establishing command and control at the scene of an emergency, to

maintaining event situational awareness, and to operating overall within a broad range of incidents. However, as numerous after-action reports and national assessments have revealed, there are still communications deficiencies that affect the ability of responders to manage routine incidents and support responses to natural disasters, acts of terrorism, and other incidents.¹

Recognizing the need for an overarching emergency communications strategy to address these shortfalls, Congress directed the Department of Homeland Security's (DHS) Office of Emergency Communications (OEC) to develop the first National Emergency Communications Plan (NECP). Title XVIII of the Homeland Security Act of 2002 (6 United States Code 101 et seq.), as amended, calls for the NECP to be developed in coordination with stakeholders from all levels of government and from the private sector.

In response, DHS worked with stakeholders from Federal, State, local, and tribal agencies to develop the NECP—a strategic plan that establishes a national vision for the future state of emergency communications. The desired future state is that emergency responders can communicate:

As needed, on demand, and as authorized
At all levels of government
Across all disciplines

To measure progress toward this vision, three strategic goals were established:

Goal 1—By 2010, 90 percent of all high-risk urban areas designated within the Urban Areas Security Initiative (UASI) are able to demonstrate response-level emergency communications within one hour for routine events involving multiple jurisdictions and agencies.

Goal 2—By 2011, 75 percent of non-UASI jurisdictions are able to demonstrate response-level emergency communications within one hour for routine events involving multiple jurisdictions and agencies.

Goal 3—By 2013, 75 percent of all jurisdictions are able to demonstrate response-level emergency communications within three hours, in the event of a significant incident as outlined in national planning scenarios.

2.1.1.3 IECGP

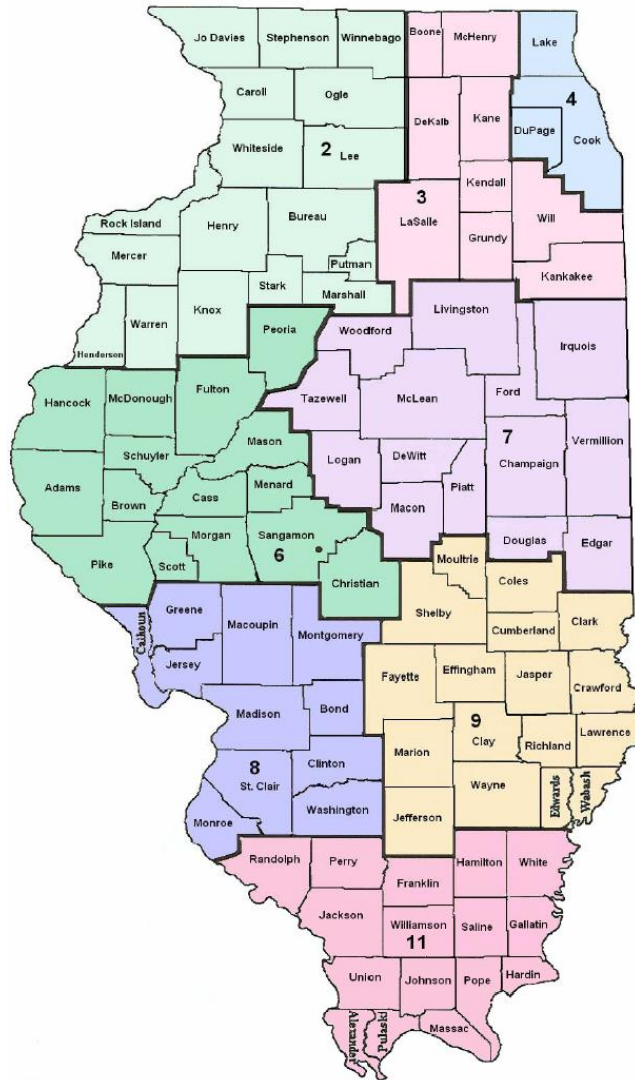
In FY 2010, IECGP provides governance, planning, training and exercise funding to states, territories, and local and tribal governments to carry out initiatives to improve interoperable emergency communications, including communications in collective response to natural disasters, acts of terrorism, and other man-made disasters. If a State Administrative Agent (SAA) and Statewide

Interoperability Coordinator (SWIC) / SCIP point of contact certify that its state or territory has fulfilled such governance, planning, training and exercise objectives, the Program provides the flexibility to purchase interoperable communications equipment with any remaining IECGP funds.

2.1.2 Regions/Jurisdictions

IEMA has organized the state into eight regions through which emergency responses are coordinated. Regional coordinators in each of these areas assist in the distribution of information to public safety agencies; provide training to field workers, and liaison with public safety practitioners through which needs assessments are developed for action. Additionally, the regional coordinators serve as direct links to the field, providing critical one-to-one interaction with police, fire, and emergency services providers at the ground level to gain direct feedback from targeted users and to gauge the effectiveness of training, communications, and preparedness exercises from direct users' perspectives. The following map illustrates the eight IEMA regions; contact information for the respective regions is found on page 2:5.

REGIONAL OFFICES



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IEMA CENTRAL OFFICE
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REGION TWO OFFICE

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 Telephone: 815.288.1455
 Fax: 815.288.5650

REGION SEVEN OFFICE

313 North Mattis Avenue, Suite 213
 Champaign, Illinois 61821-2461
 Telephone: 217.352.0163
 Fax: 217.352.1316

REGION THREE OFFICE

340 North Cash Street, P. O. Box 104
 Seneca, Illinois 61360-0104
 Telephone: 815.357.8963
 Fax: 815.357.8992

REGION EIGHT OFFICE

2105 Vandalia, Suite 6A
 Collinsville, Illinois 62234-4859
 Telephone: 618.344.1024
 Fax: 618.344.1159

REGION FOUR OFFICE

9511 West Harrison Street
 Des Plaines, Illinois 60016-1563
 Telephone: 847.294.4717
 Fax: 847.294.4715

REGION NINE OFFICE

112 West Sixth Street, P. O. Box 680
 Flora, Illinois 62839-1401
 Telephone: 618.662.4474
 Fax: 618.662.4448

REGION SIX OFFICE

2200 South Dirksen Parkway
 Springfield, Illinois 62703-4528
 Telephone: 217.782.0922
 Fax: 217.558.4810

REGION ELEVEN OFFICE

2309 West Main Street, Suite 110
 Marion, Illinois 62959-1196
 Telephone: 618.997.5847
 Fax: 618.997.2642

DISTRIBUTION OF COUNTIES PER IEMA REGION

Region 2	Region 3	Region 4	Region 6	Region 7	Region 8	Region 9	Region 11
Bureau	Boone	Cook	Adams	Champaign	Bond	Clark	Alexander
Carroll	DeKalb	DuPage	Brown	DeWitt	Calhoun	Clay	Franklin
Henderson	Grundy	Lake	Cass	Douglas	Clinton	Coles	Gallatin
Henry	Kane		Christian	Edgar	Greene	Crawford	Hamilton
Jo Daviess	Kankakee		Fulton	Ford	Jersey	Cumberland	Hardin
Knox	Kendall		Hancock	Iroquois	Macoupin	Edwards	Jackson
Lee	LaSalle		Mason	Livingston	Madison	Effingham	Johnson
Marshall	McHenry		McDonough	Logan	Montgomery	Fayette	Massac
Mercer	Will		Menard	Macon	Monroe	Jasper	Perry
Ogle			Morgan	McLean	St. Clair	Jefferson	Pope
Putnam			Peoria	Piatt	Washington	Lawrence	Pulaski
Rock Island			Pike	Tazewell		Marion	Randolph
Stark			Sangamon	Vermilion		Moultrie	Saline
Stephenson			Schuyler	Woodford		Richland	Union
Warren			Scott			Shelby	White
Whiteside						Wabash	Williamson
Winnebago						Wayne	

2.1.3 TIC Plans

Illinois' plan is to have a TICP developed by each of the 102 counties. The IECGP grant programs for years 2008, 2009, and 2010 will provide funding to develop TICPs in over 75 of the 102 counties in IL. The remaining counties will be completed as funding is identified. Three counties in Illinois are part of the two UASI's in IL; Cook County is part of the Chicago Cook County (C3) UASI and St Clair & Madison Counties and part of the St Louis, MO UASI (St. Louis Area Regional Response System). The C3 TICP will be the County TICP for Cook. Madison and St Clair Counties will have their own individual county TICP but will be also included in the St Louis, MO TICP efforts.

TICP rollout strategy will be as follows:

First Rollout: Illinois has 11 Metropolitan Statistical Areas (MSAs) which are defined by the federal government (U. S. Census Bureau) as areas which have at least one urbanized area of 50,000 or more population, plus adjacent territory that has a high degree of social and economic integration with the core as measured by commuting ties.

Second Rollout: Counties with Universities as well as potential strategic targets (i.e., nuclear power facilities, Federal prisons, State prisons, etc.). Also included in this rollout will be the remaining Counties North of I-80 in the northern portion of Illinois.

Third Rollout: The southernmost 42 Counties in Illinois considered the "earthquake zone" which refers to the Illinois counties closest to the San Madrid fault.

Subsequent Rollouts: The goal is to have 102 County TICPs completed. This will be dependent on funding and resources.

Phase II TICP implementation will take the 102 County TICPs and align them in with the 8 existing Illinois Emergency Management regions to create a multi-county/regional approach to interoperable communications. This will integrate the intra-county communications plan and create a more robust communications interoperability plan for larger area/regional events.

2.2 Participating Agencies and Points of Contact

Primary responsibility for the development of Illinois' SCIP was assigned to the Illinois Terrorism Task Force (ITTF) Communications Committee; the Statewide Interoperability Executive Committee (SIEC) was formatively engaged in its development as well. Duality of membership by selected representatives on both the ITTF Communications Committee and the SIEC ensured voices from both bodies were heard during the drafting process of the plan, and both groups were kept apprised by participating representatives during the months of planning, writing, and editing of the SCIP.

While the SIEC and the ITTF Communications Committee share solidarity in purpose and a commitment to achieving the state's interoperability mission and vision, Illinois purposely opted to employ a bifurcated process in the development and administration of its SCIP. Delegating responsibility for the development of the

plan to the ITTF Communications Committee ensured direct input from subject matter experts. The SIEC subsequently organized working groups in tandem with the critical elements of the plan, i.e., technology, standard operating procedures, training/exercises, usage, and governance. By aligning working groups along these elements, statewide involvement in all areas of planning is assured. Conversely, by charging the SIEC with the administration of the SCIP, Illinois is ensuring its governance body enjoys exclusivity in its oversight of all interoperability issues associated with the public safety sector.

2.3 Statewide Plan Point of Contact

IEMA designated a full-time Interoperability Coordinator in 2007. Illinois' Interoperability Coordinator is responsible for managing the development and implementation of the SCIP and serves in a leadership role on both the ITTF Communications Committee and the SIEC. Additionally, the Interoperability Coordinator serves as a direct policy advisor to the Director of IEMA and the Governor's Homeland Security Advisor for communications interoperability issues. The Interoperability Coordinator can be reached at the following email address: ema.scip@illinois.gov.

2.4 Scope and Timeframe

Through its well-defined statewide plan, key long-term and short-term strategic initiatives have been identified which will enable Illinois to improve its communications interoperability. Additionally, the statewide plan serves as a mechanism to align emergency responders at all levels in the state with a common vision for communications interoperability. The plan serves as a roadmap for all agencies and jurisdictions in terms of the direction for moving forward and working cooperatively to address communications interoperability issues at the local, regional, state agency, and statewide levels.

Illinois has ambitiously adopted an all-inclusive scope for its statewide interoperability plan by paralleling the SAFECOM Interoperability Continuum. Fundamental elements of Illinois' strategic interoperability plan include:

- Governance
- Standard Operating Procedures
- Technology
- Training and Exercises
- Usage

This strategy is predicated on a multi-year timetable with an overarching goal of preparedness. In so doing, Illinois is working to achieve the optimal level on the Interoperability Continuum: a high degree of leadership, planning, and collaboration among jurisdictions and disciplines with a commitment to and investment in the sustainability of systems and documentation.