

Illinois Emergency Operations Plan

Base Plan

Appendix X-4 Mutual Aid 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)
Base Plan
Appendix X-4 Mutual Aid Coordination
Version: September 23, 2026

 State of Illinois Managed Plan Base Plan Appendix X-4 Mutual Aid Coordination		
Title	Base Plan Appendix X-4 – Mutual Aid Coordination	
Managing Division/Branch	Operations	Strategic Planning – Inter-Agency Strategic Planning Cell (ISPC)
Drafted/Evaluated	The ISPC, in coordination with the ESF Planning Group	May 2026
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
Supersedes	August 2021, IEOP, Annex 19 Mutual Aid	



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State ESF - Coordinator	Support Agencies & Organizations
Illinois Emergency Management Agency and Office of Homeland Security (IEMA-OHS)	Illinois Department of Public Health (IDPH) Illinois Law Enforcement Alarm System (ILEAS) Mutual Aid Box Alarm System (MABAS) Illinois Medical Emergency Response Team (IMERT)
Primary State Agencies & Organizations	Illinois Public Works Mutual Aid Network (IPWMAN) Illinois Public Health Mutual Aid System (IPHMAS)
Federal ESF - 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	May 2026	Biannual Review	Glenn Smith



1. Introduction

1.1. Purpose

- 1.1.1. This function describes overall concepts for managing inter and intra-state mutual aid with Mobile Support Teams (MST) and Emergency Management Assistance Compact (EMAC) requests.

1.2. Scope

- 1.2.1. Provisions outlined in this function specify the means by which intra-state mutual aid and EMAC are conducted by the State Emergency Operations Center (SEOC).

1.3. Policy

- 1.3.1. Local governments shall utilize all available resources for response to and recovery from natural, technological, or human-caused incidents.
- 1.3.2. State-recognized mutual aid organizations will fully participate in response and recovery operations.
- 1.3.3. A gubernatorial proclamation is required for certain assistance programs and processes.
- 1.3.4. All mutual aid services will be provided without unlawful discrimination, as defined by the Illinois Human Rights Act, and will follow discipline-specific chains in support of response and recovery operations.
- 1.3.5. The SEOC Manager will authorize and direct the use of state-recognized mutual aid organizations' response and recovery operations.
- 1.3.6. Staff responding from mutual aid organizations and through agreements or compacts will be trained in the assigned mission, are responsible for adhering to policies established by the State, and will be made aware of potential risks involved.
- 1.3.7. State-supported mutual aid requests for equipment, personnel, and services will be coordinated through the SEOC.



1.4. Situation

- 1.4.1. A natural, human-caused, or technological incident has occurred, and intra-state mutual aid and/or Emergency Management Assistance Compact (EMAC) assistance is required.
- 1.4.2. A gubernatorial proclamation is in place within the state or from a requesting state.

1.5. Assumptions

- 1.5.1. Authorities Having Jurisdiction (AHJ) responding to the event will have exhausted their capabilities and resources, requiring mutual aid support.
- 1.5.2. Local mutual aid agreements will have been exhausted.
- 1.5.3. Mutual aid requests have been made to the SEOC by the AHJ.
- 1.5.4. The SEOC will have evaluated requests against available intra-state resources from mutual aid organizations and MSTs and deployed resources, if available.
- 1.5.5. If state mutual aid resources are not available, the SEOC will utilize the EMAC to acquire resources from outside of the state.

2. Concept of Operations

2.1. General

- 2.1.1. AHJs, where an event has occurred, will assess internal resource inventory and existing local mutual aid agreements to determine resource gaps.
- 2.1.2. When local resources are exhausted and mutual aid is needed, the AHJ will request assistance from the SEOC.
- 2.1.3. All requests for state assistance will be coordinated through the SEOC.
- 2.1.4. The SEOC will be staffed with agency representatives from authorized state mutual aid organizations. These representatives will assist in fulfilling requests from the local AHJ or EMAC.
- 2.1.5. The SEOC Manager will determine the availability of requested resources through SEOC mutual aid representatives.



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- 2.1.6. If the SEOC Manager determines requested resources are not available within the Restoration of essential services state, the SEOC EMAC Coordinator (EMAC designated contact) will identify EMAC requirements and submit a request for support through the EMAC Emergency Operations System (EOS).
- 2.1.7. If the SEOC receives an EMAC support request through EMAC EOS, the SEOC EMAC Coordinator will manage the request and provide the following information to the requesting state:
 - 2.1.7.1. Identify the responding agency's deployable resources,
 - 2.1.7.2. Identify and track expenses,
 - 2.1.7.3. Identify special requirements,
 - 2.1.7.4. Outline deployment timeline, and
 - 2.1.7.5. Outline deployment requirement details.
- 2.1.8. Procedures for utilization and control of mutual aid will incorporate operational priorities that include, but are not limited to:
 - 2.1.8.1. Protection of life,
 - 2.1.8.2. Public health and safety,
 - 2.1.8.3. Property protection,
 - 2.1.8.4. Environmental protection,
 - 2.1.8.5. Restoration of essential services, and rapid stabilization of FEMA Community Lifelines (e.g., Food, Water, Sheltering, Safety and Security, Energy),
 - 2.1.8.6. Coordination as appropriate.

2.2. Notification, Alert and Warning (NAW)

- 2.2.1. Notice, Alert, and Warning (NAW) to representatives required to fulfill mutual aid requests will be made through the Agency's Mass Notification System in accordance with ESF-2, X-1.



2.3. Activation

- 2.3.1. The SEOC will activate representatives in accordance with the SEOC Activation Level Standard Operating Procedure (SOP).
- 2.3.2. The State EMAC Coordinator will activate in accordance with the SEOC Management and Coordination SOP.

2.4. Communications

- 2.4.1. Communications will be conducted in accordance with SOPs 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, Resource Management and Logistics.

2.6. Reporting Requirements

- 2.6.1. Information collection, analysis, and dissemination requirements and procedures for the state are outlined in the IEOP ESF 5 – Information and Planning.

2.7. Organization

2.7.1. Direction and Control

- 2.7.1.1. State agencies and external organizations retain operational control of their resources.
- 2.7.1.2. The SEOC is the primary point of coordination for state-supported operations.
- 2.7.1.3. The SEOC Manager, or designees, may establish a Line of Effort (LOE) Coordination Team for mutual aid or EMAC coordination.

2.7.2. Coordinating Elements

- 2.7.2.1. The SEOC Manager, or designee, may assign Incident Management Teams (IMT) to assist with local or state operations.



- 2.7.2.2. State Unified Area Command (SUAC)/State Area Commands (SAC) may be deployed by the SEOC to coordinate mutual aid resource requirements.

2.7.3. Federal Coordination

- 2.7.3.1. Under a presidential declaration of a major disaster or emergency, the SEOC will coordinate the inclusion of federal assets into state operations.

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 involving the collecting, analyzing, planning, reporting, and displaying of information.
- 3.1.1.2. Manages and updates resources and availability for all agencies assigned to the IEOP Base Plan, Appendix X-5 Mutual Aid Coordination.
- 3.1.1.3. Assists in planning during activations and updates to the overall IEOP Base Plan, Appendix X-5 Mutual Aid 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. Process mutual aid requests for personnel, equipment, and material relating to state-supported response and recovery operations.
- 3.2.1.2. Activate the SEOC EMAC Coordinator to facilitate the fulfillment of EMAC requests.



- 3.2.1.3. Deploy recognized MST representatives to the SEOC to support intra-state mutual aid requests from AHJs.

3.3. Support State Agencies/Organizations

3.3.1. Illinois Department of Public Health (IDPH)

- 3.3.1.1. Deploy a representative to the SEOC to represent IPHMAS and IMERT.

3.3.2. Illinois Law Enforcement Alarm System (ILEAS)

- 3.3.2.1. Deploy a representative to the SEOC.
- 3.3.2.2. Coordinate the request for equipment, personnel, and/or services that can be committed in response to a request from an AHJ.
- 3.3.2.3. Notify the SEOC of any requested equipment, personnel, and/or services that cannot be provided, and coordinate acquisition through EMAC.
- 3.3.2.4. Coordinate and maintain requests and requirements for law enforcement support.
- 3.3.2.5. Coordinate and maintain evacuation routes and traffic control.
- 3.3.2.6. Coordinate and maintain crowd control.
- 3.3.2.7. Assist in the coordination of search and rescue operations.
- 3.3.2.8. Coordinate and maintain site security.
- 3.3.2.9. Develop, maintain, and deploy Mission Ready Packages (MRP) for response and recovery.

3.3.3. Mutual Aid Box Alarm System (MABAS)

- 3.3.3.1. Confirm that the MABAS deploys a representative to the SEOC.
- 3.3.3.2. Coordinate the request for equipment, personnel, and/or services that can be committed in response to a request from an AHJ.



- 3.3.3.3. Notify the SEOC of any requested equipment, personnel, and/or services that cannot be provided, and coordinate acquisition through EMAC.
- 3.3.3.4. Develop, maintain, and deploy Mission Ready Packages (MRP) for response and recovery.

3.3.4. Illinois Public Health Mutual Aid System (IPHMAS)

- 3.3.4.1. Confirm that the Illinois Department of Public Health (IDPH) deploys a representative to the SEOC.
 - 3.3.4.1.1. IDPH serves as IPHMAS's representative in the SEOC.
- 3.3.4.2. Coordinate the request for equipment, personnel, and/or services that can be committed in response to a request from an AHJ.
- 3.3.4.3. Notify the SEOC of any requested equipment, personnel, and/or services that cannot be provided, and coordinate acquisition through EMAC.
- 3.3.4.4. Develop, maintain, and deploy Mission Ready Packages (MRP) for response and recovery.

3.3.5. Illinois Public Works Mutual Aid Network (IPWMAN)

- 3.3.5.1. Confirm that the IPWMAN deploys a representative to the SEOC.
- 3.3.5.2. Coordinate the request for equipment, personnel, and/or services that can be committed in response to a request from an AHJ.
- 3.3.5.3. Notify the SEOC of any requested equipment, personnel, and/or services that cannot be provided, and coordinate acquisition through EMAC.
- 3.3.5.4. Develop, maintain, and deploy Mission Ready Packages (MRP) for response and recovery.

4. Authorities

1. The Robert T. Stafford Relief and Emergency Assistance Act (P. L. 93-288), as amended.



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2. The Illinois Emergency Management Agency Act (20 ILCS 3305), as amended.
3. Intergovernmental Cooperation Act (5 ILCS 220), as amended.
4. Illinois Police Training Act (50 ILCS 705), as amended.
5. Illinois Line of Duty Compensation Act (820 ILCS 315), as amended.
6. Volunteer Emergency Worker Job Protection Act (50 ILCS 748), as amended.
7. Fire Department Promotion Act (50 ILCS 742), as amended.
8. Local Governmental and Governmental Employees Tort Immunity Act (745 ILCS 10/7- 101 et seq.), as amended.
9. Illinois Municipal Code (65 ILCS 5/11-1-2.1)
10. Emergency Management Assistance Compact Act (45 ILCS 151)

5. References

1. The Illinois Emergency Operations Plan (IEOP), as amended.
2. MABAS – Illinois Master Agreement, as amended.
3. ILEAS Law Enforcement Mutual Aid Agreement, as amended.
4. Illinois Public Works Mutual Aid Network Agreement, as amended.
5. Illinois Emergency Management Mutual Aid System Agreement, as amended.
6. Emergency Management Assistance Compact Operations Manual, as amended.

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.