

Illinois Emergency Operations Plan

ESF-1 Transportation

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) #1 Transportation

Title	ESF-1 Transportation	
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
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State of Illinois Emergency Operations Plan (IEOP)
Emergency Support Function (ESF) # 1 Transportation
Version: September 23, 2026

State ESF-1 Coordinator	Support Agencies & Organizations
Illinois Department of Transportation (IDOT)	Illinois Commerce Commission (ICC) Illinois Department of Central Management Services (CMS) Illinois Department of Natural Resources (IDNR) Illinois Department of Revenue (IDOR) Illinois Environmental Protection Agency (IEPA) Illinois National Guard (ILNG) Illinois Secretary of State (SOS) Illinois State Police (ISP) Illinois Public Works Mutual Aid Network (IPWMAN)
Primary State Agencies & Organizations	
Illinois Department of Transportation (IDOT)	
Federal ESF-1 Coordinator	
Department of Transportation	



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1. Introduction

1.1. Purpose

- 1.1.1. To establish strategic and operational guidance necessary for the protection, utilization, re-establishment, and restoration of critical modes of transportation to support short-term, intermediate, and long-term recovery efforts.

1.2. Scope

- 1.2.1. For this annex, transportation is defined as the movement of resources and people using publicly and privately owned ground, air, water, and rail infrastructure.
- 1.2.2. Critical modes of transportation addressed may extend beyond the state's geographical boundaries through established mutual aid agreements.
- 1.2.3. This annex does not address tactical responses to all potential incidents.
- 1.2.4. Laws, rules, regulations, and policies of the United States government and agencies involved in risk management, assessment, protective measures, and prevention activities for critical transportation are considered valid and/or applicable within the state.
- 1.2.5. Transportation support includes but is not limited to:
 - 1.2.5.1. Identification of ingress and egress routes for the public and first responders.
 - 1.2.5.2. Provision of information on safe transportation routes to the public in a clear and accessible manner regardless of physical, mobility, visual, auditory, cognitive, or financial needs, abilities, or impairments.
 - 1.2.5.3. Support to affected populations leaving impacted areas regardless of physical, mobility, visual, auditory, cognitive, or financial needs, abilities, or impairments.
 - 1.2.5.4. Restoration of all modes of transportation.
 - 1.2.5.5. Coordination of movement of resources across transportation modes.
 - 1.2.5.6. Support to the private sector for the restoration of critical lifeline services.



- 1.2.5.7. This annex does not address the pipeline mode of transportation, which can be found in the ESF-12 Energy Plan.

1.3. Policy

- 1.3.1. Procedures for utilization, control, and use will incorporate operational priorities that include, but are not limited to:

- 1.3.1.1. Protection of life.
- 1.3.1.2. Public health and safety.
- 1.3.1.3. Property protection.
- 1.3.1.4. Environmental protection.
- 1.3.1.5. Restoration of essential utilities.
- 1.3.1.6. Restoration of essential program functions.
- 1.3.1.7. Coordination as appropriate.

- 1.3.2. The Governor or designee will authorize and direct the use of state resources to provide support and assistance to response and recovery efforts after consideration of both priorities of need and cost.
- 1.3.3. The Governor or designee will authorize waivers of certain restrictions.
- 1.3.4. Transportation personnel will be trained for assigned missions and made aware of the potential risks involved.

1.4. Situation

- 1.4.1. A disaster has occurred resulting in damage to transportation infrastructure, disruption of day-to-day activities, and a threat to life safety across one or more impacted areas.
- 1.4.2. Transportation support is required for short-, intermediate-, and long-term recovery operations.
- 1.4.3. Arterial routing is required to ensure unimpeded traffic flow.
- 1.4.4. State resources available in the impacted area(s) have initiated or are assisting in immediate response activities.



1.5. Assumptions

- 1.5.1. Local jurisdiction resources will be fully engaged, and capability will be exceeded.
- 1.5.2. Local county highway/public works officials will conduct damage assessments of locally maintained transportation infrastructure.
- 1.5.3. Private sector organizations will conduct damage assessments of owner-controlled transportation infrastructure.
- 1.5.4. Access to disaster areas will be dependent upon the establishment of priority routes.
- 1.5.5. Rapid damage assessment of the disaster area will be required.
- 1.5.6. Emergency response permits will be required in accordance with state statutes.
- 1.5.7. Environmental assistance and assessments will be required based on notifications, event conditions, and operational posture.
- 1.5.8. Mutual aid and/or federal resources will be requested.
- 1.5.9. Information from whole community partners concerning the viability of transportation routes will become available after the onset of a disaster.
- 1.5.10. Loss of transportation resources: infrastructure will adversely and disparately interrupt individuals with access and functional needs.

2. Concept of Operations

2.1. General

- 2.1.1. Short, intermediate, and long-term recovery from incidents with transportation components is coordinated among agencies, departments, boards, or commissions with enabling authority, and with the advisement from agencies, departments, boards, or commissions with Subject Matter Expertise on the needs or requirements of individuals who may be using each mode of transportation.
- 2.1.2. Immediately following a disaster, agencies take independent immediate action to identify requirements, mobilize assets, and deploy resources in support of local government response.



- 2.1.3. Agencies will provide information through established channels to stakeholders, key decision-makers, and executive officers following internal protocols, policies, and procedures.
- 2.1.4. Upon implementation of the IEOP, requests for assistance from local jurisdictions will be directed through the State Emergency Operations Center (SEOC).
- 2.1.5. Needs identified through transportation operations will be incorporated into the SEOC common operating picture and situational reports.

2.2. Notification, Alert, and Warning (NAW)

- 2.2.1. Notification of state agencies and organizations will be carried out in accordance with ESF-2, Appendix X-1 Notification, Alert, and Warning.
- 2.2.2. Primary and support agencies are responsible for internal and support partner notification.
- 2.2.3. For facilities regulated by the state, release notifications will be carried out in accordance with local, state, and federal laws, rules, regulations, policies, and procedures.
- 2.2.4. Primary and support SEOC Agency Representatives will identify situations affecting environmental safety.

2.3. Activation

- 2.3.1. SEOC activation level standard operating procedure will be used to determine staffing levels necessary for transportation coordination.
- 2.3.2. The Illinois Public Works Mutual Aid Network (IPWMAN) may be activated at the request of a local member agency or organization or the request of the IEMA-OHS Director or designee.

2.4. Communications

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



2.5. Resource Management

- 2.5.1. Resource management and logistics will be carried out in accordance with the ESF-7 Resource Management and Logistics.
- 2.5.2. Resource management includes mutual aid and assistance agreements, the use of federal and state teams, and resource mobilization protocols.

2.6. Reporting Requirements

- 2.6.1. The IDOT Agency Representative will serve as the coordination point for transportation management and will maintain situational updates, develop required intelligence briefings, and provide critical and priority information to stakeholders, key decision-makers, executive officers, and the SEOC.
- 2.6.2. As appropriate for the type, scope, and magnitude of transportation management requirements, IDOT will report disruptions, including overall minor disruptions that may cause a disproportionately significant impact on specific users, to potentially affected stakeholders, key decision-makers, and executive officers.
- 2.6.3. The IDOT Agency Representative will coordinate directly with state agency representatives to ensure coordination of transportation information, situational awareness, and intelligence.
- 2.6.4. SEOC Agency Representatives coordinating transportation management are required to maintain situational updates, develop required intelligence briefings, and provide critical and priority information to key decision-makers, executive officers, and the SEOC.

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 Governor or designee has the authority to exercise overall coordination of resources belonging to the state.
- 2.7.1.3. The SEOC Manager, in coordination with the SEOC IDOT Agency Representatives, may establish Lines of Effort (LOE) for transportation management.



- 2.7.1.4. The SEOC IDOT Agency Representative may coordinate the use of county or local jurisdiction resources for assigned missions and tasks with the IPWMAN.
- 2.7.1.5. The SEOC Agency Representative will coordinate with local, state, federal, and private organizations in implementing transportation management plans to provide meaningful service regardless of physical, mobility, visual, auditory, cognitive, or financial needs, abilities, or impairments.

2.7.2. Coordinating Elements

- 2.7.2.1. State Unified Area Command (SUAC) or State Area Command (SAC) elements may be deployed by the SEOC to coordinate information and resource requirements for operations.
- 2.7.2.2. One or more LOEs may be implemented by the SEOC for specific strategic action planning for transportation management.
- 2.7.2.3. Strategic and operational guidance on LOE operations can be found in IEOP Annex 4, Lines of Effort, Coordination and Management.
- 2.7.2.4. Coordination between private sector organizations and state damage assessment organizations will be maintained through the SEOC and Business Emergency Operations Center (BEOC).

2.7.3. Federal Coordination

- 2.7.3.1. IDOT will coordinate directly with the Federal Highway Administration (FHWA).
- 2.7.3.2. Under a presidential declaration of a major disaster or emergency, state agencies may coordinate with their federal counterparts when federal assets are required.

3. Roles and Responsibilities

3.1. State ESF Coordinator

3.1.1. Illinois Department of Transportation (IDOT)

- 3.1.1.1. Coordinates the utilization of required ESF-1 support to execute missions presented by the SEOC Manager.



- 3.1.1.2. Coordinates, integrates, and manages overall State efforts for ESF 1–Transportation.
- 3.1.1.3. Manages and updates resource availability for ESF 1–Transportation.
- 3.1.1.4. Assists in planning during activations and updates to the overall ESF plan.

3.2. Primary State Agency/Organization

3.2.1. Illinois Department of Transportation (IDOT)

- 3.2.1.1. Coordinate activities with appropriate state agencies to support transportation operations.
- 3.2.1.2. Coordinate the conveyance of transportation resources that pertain to the agency capabilities, to include the need to address all people’s paratransit needs.
- 3.2.1.3. Provide inspection and/or repair of critical transportation routes on state and federal highways.
- 3.2.1.4. Provide IDOT traffic control devices, barricades, signage, etc., ensuring accessibility and clear communication for individuals with access and functional needs, including those with physical, mobility, visual, auditory, or cognitive impairments
- 3.2.1.5. Working with stakeholders will provide transportation information to include temporary closures of bridges and roads and route status as it pertains to the motoring public on federal and state highway systems.
- 3.2.1.6. Coordinate inspections of critical transportation systems and infrastructure, including bridges and overpasses.
- 3.2.1.7. Identify primary, secondary, and tertiary transportation routes.
- 3.2.1.8. Provide routing information upon request to all other organizations.
- 3.2.1.9. Coordinate and implement waiver request procedures for weight, height, and load requirements in accordance with ESF–1 Transportation, Appendix X-2 Waivers and Exemptions.
- 3.2.1.10. Assist with appropriate state agencies in identifying fueling locations and the establishment of fuel depots for response vehicles.



- 3.2.1.11. Coordinate with ISP and other stakeholders, both state and federal, in the development of traffic management plans to facilitate the orderly ingress and egress of responders and the affected population.
- 3.2.1.12. Assist in coordinating with the SEOC and applicable state agencies to restore and recover critical transportation systems and infrastructure.
- 3.2.1.13. Assist with damage and transportation assessments for state and federal disaster relief officials.
- 3.2.1.14. Provide IDOT facilities to serve as transportation resource staging areas, if available.
- 3.2.1.15. Provide IDOT aircraft and UAS assets for aerial reconnaissance, if available.
- 3.2.1.16. Provide technical assistance through civil engineers in the evaluation and repair of damages to airport facilities.
- 3.2.1.17. Arrange for space at aviation facilities to serve as transportation equipment staging areas.
- 3.2.1.18. Coordinate requests for waivers/exemptions in accordance with ESF–1 Transportation, Appendix X-2 Waivers and Exemptions.

3.3. Support State Agencies/Organizations

3.3.1. Illinois Commerce Commission (ICC)

- 3.3.1.1. Act as an Agency Representative to utilities (to include electric, landline telecommunications, and gas pipeline), railroads, and emergency response personnel.
- 3.3.1.2. Provide track safety and hazardous materials inspectors.
- 3.3.1.3. Coordinate requests for rerouting of trains.

3.3.2. Illinois Department of Central Management Services (CMS)

- 3.3.2.1. Provide and/or procure vehicles and specialized equipment for use in recovery operations.



- 3.3.2.2. Maintain a list of fuel vendors on contract with the state, maintain a cache of emergency fuel cards, and assist in the procurement of fuel for response vehicles and generators.
- 3.3.2.3. Assist in providing support for transportation of personnel and equipment, including onsite repair, parts, and service, while ensuring transportation resources are accessible and inclusive of individuals with access and functional needs.
- 3.3.2.4. Assist in the coordination of establishing refueling depots.

3.3.3. Illinois Department of Natural Resources (IDNR)

- 3.3.3.1. Provide engineers and technical staff to provide damage assessment assistance for dams that are under the IDNR-Office of Water Resources authority, levees, and other water control structures during the emergency response phase.
- 3.3.3.2. Coordinate the use of trucks, bulldozers, excavators, scrapers, and tractors that can be used for debris removal or infrastructure repairs.
- 3.3.3.3. Provide boats and trailers with operators that can be used for law enforcement patrols, damage assessment of water control structures, and other emergency protective measures.
- 3.3.3.4. Provide chainsaws that can be used to conduct disaster response activities.
- 3.3.3.5. Provide support in the event of a catastrophic earthquake using the Mines and Minerals Analytical Laboratory.
- 3.3.3.6. Provide boats and operators for water transportation of personnel, supplies, and equipment.
- 3.3.3.7. Provide all-terrain vehicles, snowmobiles, and four-wheel drive vehicles (pick-up trucks/sport utility vehicles).

3.3.4. Illinois Department of Revenue (IDOR)

- 3.3.4.1. Coordinate activities with other agencies that support transportation operations.
- 3.3.4.2. Assist with waiver request procedures for the Motor Fuel Tax Law.



- 3.3.4.3. Coordinate activities with other agencies to ensure proper notification regarding the waiver of the Motor Fuel Tax Law.
- 3.3.4.4. Assist in the development of traffic management plans in coordination with IDOT to facilitate the orderly ingress and egress of responders in the impacted region.
- 3.3.4.5. Provide Motor Fuel Tax Law waiver information to the motoring public and requesting organizations.
- 3.3.4.6. Coordinate requests for waivers/exemptions in accordance with ESF–1 Transportation, Appendix X-2 Waivers and Exemptions.

3.3.5. Illinois Environmental Protection Agency (IEPA)

- 3.3.5.1. Provide technical assistance on potential environmental considerations for transportation management operations.

3.3.6. Illinois National Guard (ILNG)

- 3.3.6.1. Provide aerial capabilities to support civil authorities in restoring normal conditions to affected areas.
- 3.3.6.2. Provide direct support to ISP in assisting stranded motorists and assist IDOT in providing support to local jurisdictions with welfare checks.
- 3.3.6.3. Provide high-clearance transportation support to assist with the movement of any displaced individuals regardless of physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments, while also offering flexible transportation capabilities for high-water movement, supply transport, and medical logistics support.
- 3.3.6.4. Assist with providing fuel for critical assets identified by IEMA-OHS to sustain equipment.
- 3.3.6.5. Provide quick response for the removal and clean-up of debris in support of partner agencies to enhance recovery operations in affected areas.

3.3.7. Illinois Secretary of State (SOS)

- 3.3.7.1. Coordinate requests for waivers/exemptions in accordance with ESF–1 Transportation, Appendix X-2 Waivers and Exemptions.



- 3.3.7.2. Assist in maintaining all modes of transportation.
- 3.3.7.3. Coordinate licensures, certifications, and inspections of vehicles.
- 3.3.7.4. Assist in the verification of licensures and certifications for individuals.

3.3.8. Illinois State Police (ISP)

- 3.3.8.1. Coordinate activities with other agencies that support transportation operations.
- 3.3.8.2. Assist in the placement of traffic control devices, barricades, signage, etc., ensuring accessibility and clear communication for individuals with access and functional needs, including those with physical, mobility, visual, auditory, or cognitive needs, abilities, or impairments.
- 3.3.8.3. Assist in coordinating information to the motoring public, public transit users, and requesting organizations, ensuring clear and accessible communication regardless of physical, mobility, visual, auditory, cognitive, or financial needs, abilities, or impairments.
- 3.3.8.4. Assist IDOT with collecting, mapping, and providing traffic information and route status.
- 3.3.8.5. Assist in identifying primary, secondary, and tertiary transportation routes and implement tracking of resources.
- 3.3.8.6. Assist in establishing and securing fueling depots.
- 3.3.8.7. Develop traffic management plans in coordination with IDOT to facilitate the orderly ingress and egress of responders and the affected population.
- 3.3.8.8. Coordinate and/or provide traffic control in response to expedited routing for supply missions or personnel movement.
- 3.3.8.9. Provide ISP aircraft in support of operations.
- 3.3.8.10. Coordinate requests for waivers/exemptions in accordance with ESF–1 Transportation, Appendix X-2 Waivers and Exemptions.

3.3.9 Illinois Public Works Mutual Aid Network (IPWMAN)

- 3.3.9.1. Provide volunteer resources in support of local operations.



- 3.3.9.2. Coordinate activities with other agencies that support transportation operations.
- 3.3.9.3. Assist in the placement of traffic control devices, barricades, signage, etc., ensuring accessibility and clear communication for individuals with access and functional needs, including those with physical, mobility, visual, auditory, or cognitive needs, abilities, or impairments.
- 3.3.9.4. Provide routing information to the motoring public and requesting organizations, ensuring all public communications are clear and accessible regardless of physical, mobility, visual, auditory, cognitive, or financial needs, abilities, or impairments.
- 3.3.9.5. Assist in inspections of critical transportation systems and infrastructure, including bridges and overpasses.
- 3.3.9.6. Assist in waiver request procedures for local jurisdiction weight, height, and load requirements.
- 3.3.9.7. Assist with the identification of fueling facilities and depots.
- 3.3.9.8. Assist in the development and dissemination of local jurisdiction traffic management plans.
- 3.3.9.9. Assist in the restoration and recovery of critical transportation systems and infrastructure, allowing for all individuals to resume their normal travel.
- 3.3.9.10. Assist in providing damage assessment and transportation assistance for state and federal disaster relief officials.
- 3.3.9.11. Assist in identifying facilities to serve as transportation resource staging areas.
- 3.3.9.12. Provide personnel and equipment for the transportation or relocation of resources, including personnel, supplies, and equipment.

4. Authorities

- 1. IEMA Act, 20 ILCS 3305, as amended.
- 2. Central Management Services (CMS) Law, 20 ILCS 405/405-1, et seq., as amended.



3. State Vehicle Use Act, 30 ILCS 617, as amended.
4. State Police Act, 20 ILCS 2610, as amended.
5. Environmental Protection Act, 415 ILCS 5, as amended.
6. Intergovernmental Cooperation Act, 5 ILCS 220, as amended.
7. State of Illinois/IPWMAN Mutual Aid Agreement, as amended.
8. Motor Fuel Tax Law, 35 ILCS 505, as amended.
9. Illinois Secretary of State 625 ILCS 5 Illinois Vehicle Code, as amended.
10. Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, 42 U.S.C. § 5121 et seq., as amended.

5. References

1. IDOT Emergency Response Plans and supporting documentation, as amended.
2. ISP Emergency Response Plans and supporting documentation, as amended.
3. IPWMAN Articles of Incorporation, 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.