

Illinois Emergency Operations Plan

ESF-1 Transportation

Appendix X-1 Aviation Coordination Group

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)
Emergency Support Function (ESF) #1 Transportation
Appendix X-1 Aviation Coordination Group
Version: September 23, 2026

		
State of Illinois Managed Plan Emergency Support Function (ESF) # 1 Appendix X-1 Aviation Coordination Group		
Title	ESF-1 Transportation Appendix X-1 Aviation Coordination Group	
Managing Division/Branch	Division of Operations	Strategic Planning – Inter-Agency Strategic Planning Cell (ISPC)
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State ESF-1, X-1 Coordinator	Support Agencies & Organizations
Illinois Department of Transportation (IDOT)	Civil Air Patrol (CAP) Illinois National Guard (ILNG) Illinois State Police (ISP)
Primary State Agencies & Organizations	
Illinois Department of Transportation (IDOT)	
Federal ESF-1, X-1 Coordinator	
Department of Transportation	



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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	September 2025	Biannual Review	Glenn Smith



1. Introduction

1.1. Purpose

- 1.1.1. To establish consistent policies, organizational structures, and procedures for the use of aviation resources in support of response and recovery missions.

1.2. Scope

- 1.2.1. This Appendix establishes parameters for the integration and management of aviation assets.
- 1.2.2. This Appendix does not supersede regulations established by the Federal Aviation Administration (FAA).
- 1.2.3. For this appendix, aviation assets include all aircraft, both manned and unmanned.

1.3. Policy

- 1.3.1. Procedures for utilization, control, and use of aviation assets will incorporate and/or consider 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. Resource and/or mission requests must be appropriate and allocable, and remain consistent with the laws, rules, regulations, policies, and processes established by the state.



- 1.3.3. For storage, maintenance, and testing, all agencies and organizations are responsible for equipment, commodities, and materials required for response and recovery in accordance with the Illinois Emergency Operations Plan (IEOP).

1.4. Situation

- 1.4.1. Hazard onset, current weather, and infrastructure conditions allow for the utilization of aviation assets for short-, intermediate-, and long-term recovery operations.
- 1.4.2. Aviation assets are available for use, and personnel are aware of the risks involved with assigned missions and tasks.
- 1.4.3. An incident has occurred requiring the activation and deployment of state and federal aviation assets.

1.5. Assumptions

- 1.5.1. A disaster has occurred resulting in the notification, activation, deployment, coordination, implementation, and sustainment (NADCIS) of aviation assets.
- 1.5.2. The State Emergency Operations Center (SEOC) and local Emergency Operations Centers (EOCs) will be activated.
- 1.5.3. State resources will be activated in advance of county and municipal requests for staging and the conduct of life safety missions.
- 1.5.4. Mutual aid agreements and compacts will be activated to carry out response and recovery operations.
- 1.5.5. Disasters or preplanned events will result in a need for aviation support operations in impacted designated areas.
- 1.5.6. Aviation assets will not be readily available within a single organization or jurisdiction based on the type, scope, and magnitude of the event.

2. Concept of Operations

2.1. General



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- 2.1.1. The SEOC is responsible for strategic coordination and prioritization of aviation operations throughout response and recovery.
- 2.1.2. The SEOC Agency Representatives from the Illinois Department of Transportation – Division of Aeronautics (IDOT-A) are responsible for serving as the point of contact between the SEOC and the Aviation Coordination Group (ACG).
- 2.1.3. To ensure aviation asset coordination throughout operations, the SEOC will establish an ACG consisting of the following agencies:
 - 2.1.3.1. Illinois Department of Transportation.
 - 2.1.3.2. Civil Air Patrol (CAP).
 - 2.1.3.3. Illinois National Guard (ILNG).
 - 2.1.3.4. Illinois State Police (ISP).
- 2.1.4. The ACG will be supported throughout operations, as requested, by federal agencies that include but are not limited to:
 - 2.1.4.1. Federal Emergency Management Agency (FEMA).
 - 2.1.4.2. United States Coast Guard (USCG).
 - 2.1.4.3. Transportation Security Administration (TSA).
 - 2.1.4.4. Federal Aviation Administration (FAA).
 - 2.1.4.5. Department of Defense (DOD).
 - 2.1.4.6. Federal Highway Administration (FHWA).
 - 2.1.4.7. United States Customs and Border Protection (CBP).
- 2.1.5. The ACG is a state-level management asset responsible for the coordination of aviation fixed-wing, rotary, and unmanned air assets utilized during response and recovery efforts for missions approved by the SEOC.
- 2.1.6. The ACG is supported throughout operations, as requested, by other governmental, private, non-governmental, and volunteer organizations.



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- 2.1.7. The ACG will assign and coordinate the use of aviation assets based on authorized priorities established by the SEOC.
- 2.1.8. Primary responsibilities of the ACG are to:
 - 2.1.8.1. Identify available aviation assets.
 - 2.1.8.2. Assess overall statewide capability and posture.
 - 2.1.8.3. Determine capability shortfalls and methods of resolution.
 - 2.1.8.4. Maintain tracking and accountability of mission-assigned resources.
 - 2.1.8.5. Coordinate ongoing sustainment operations during response and recovery.
- 2.1.9. The ACG will facilitate planning and management for air support to joint, multi-agency task forces.
- 2.1.10. Agencies will aid in accordance with plans and procedures developed in support of this appendix. It is the responsibility of each agency to maintain the capabilities and resources necessary to carry out assigned missions and tasks.
- 2.1.11. Agencies will deploy resources and personnel in accordance with the laws, rules, regulations, policies, and operating procedures established through local, state, and federal authorities as appropriate.

2.2. Operational Priorities

- 2.2.1. Operational priorities will be determined based on the scope and magnitude of the event, geographical locations, resource availability, environmental conditions, and support to or restoration of lifeline sectors that are listed below.
 - 2.2.1.1. Life-safety and life-essential missions.
 - 2.2.1.2. Disaster intelligence and situational awareness.
 - 2.2.1.3. Damage assessment and analysis.
 - 2.2.1.4. Deployment of critical resources to impact areas.
 - 2.2.1.5. Delivery of alerts, warnings, notifications, and public information.



2.3. Notification, Alert, and Warning (NAW)

- 2.3.1. Notifications of state agencies and organizations will be carried out in accordance with ESF-2 Appendix X-1, Notification, Alert, and Warning.
- 2.3.2. Primary and support agencies are responsible for internal and support partner notification.
- 2.3.3. 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.
- 2.3.4. Primary and support agency SEOC Agency Representatives will identify situations affecting environmental safety.

2.4. Activation

- 2.4.1. The SEOC will provide state support through the activation of identified Agency Representatives in accordance with SEOC Standard Operating Procedure Management and Coordination

2.5. Communications

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

2.6. Resource Management

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

2.7. Reporting Requirements

- 2.7.1. The IDOT Agency Representatives 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.

- 2.7.2. As appropriate for the type, scope, and magnitude of transportation management requirements, IDOT will report disruptions, including overall minor disruptions which may cause a disproportionately significant impact on specific users, to potentially affected stakeholders, key decision-makers, and executive officers.
- 2.7.3. The IDOT Agency Representatives will coordinate directly with state agency representatives to ensure coordination of transportation information, situational awareness, and intelligence.
- 2.7.4. 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.

2.8. Organization

2.8.1. Direction and Control

- 2.8.1.1. Upon activation of the ACG by the SEOC, the ACG Leader is the centralized point of contact for coordination of all aviation operations.
- 2.8.1.2. IDOT-A will serve as, or designate, an Air Coordination Group Leader.
- 2.8.1.3. Upon approval by the SEOC, the ACG will coordinate the deployment of subject matter expert Agency representative officer(s) to be sent to an alternate location(s) to ensure chain and unity of command.

2.8.2. Coordinating Elements

- 2.8.2.1. SEOC notification, alert, and warning of SEOC Agency Representatives will be handled in accordance with ESF – 2, Appendix X-1 Notification, Alert, and Warning.
- 2.8.2.2. Primary and support agencies are responsible for internal and support partner notification.
- 2.8.2.3. To ensure operational and tactical coordination of communications throughout operations, the ACG, in coordination with the ESF-1



Coordinator, will establish an integrated aviation communications plan for use by all aviation resources.

- 2.8.2.4. Upon the request of the SEOC IDOT-A Agency Representatives and ACG Leader, the SEOC Manager may approve the transition of ACG operations to the ILNG 183rd Wing Abraham Lincoln National Airport (KSPI) or other designated facility.
- 2.8.2.5. Upon approval of the transition, the ACG Leader will ensure ongoing coordination and management of air assets by assigning an Agency Representative to remain at the SEOC.

2.8.3. Federal Coordination

- 2.8.3.1. The ACG Leader, or designee, will serve as an operational interface with the FAA.
- 2.8.3.2. The FAA has jurisdictional authority over the National Airspace System (NAS) and Air Traffic Control (ATC) matters.

2.9. System Capabilities and Structure

- 2.9.1. The ACG is responsible for the coordination of SEOC-approved aviation missions, including airspace management, flight operations, air mission coordination, aviation logistics, and aviation safety.
- 2.9.2. To ensure operational coordination among all organizations and to affect missions, the ACG will develop an event-specific aviation coordination plan.
- 2.9.3. The level of ACG activation will determine the positions required to respond to a given disaster.

3. Roles and Responsibilities

3.1. State ESF Coordinator

3.1.1. Illinois Department of Transportation (IDOT)

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



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- 3.1.1.2. Ensure operational coordination and communications with the SEOC Manager and aviation resources active throughout response and recovery.
- 3.1.1.3. Maintain situational awareness, coordinate, and supervise aeronautical activity within the state during response and recovery operations.
- 3.1.1.4. Determine the need to activate the ACG in coordination with SEOC Agency Representatives having a supportive role in aviation coordination.
- 3.1.1.5. Coordinate activation of the ACG with the SEOC Manager.
- 3.1.1.6. As directed by the SEOC Manager, coordinate air transportation for responders, executive staff, constitutional officers, and other authorized personnel from government agencies.
- 3.1.1.7. Coordinate with the SEOC manager, SEOC Agency Representatives, federal agencies, and designated private sector organizations to coordinate and implement programs for air safety and other aeronautical-related areas.

3.2. Primary State Agency/Organization

3.2.1. Illinois Department of Transportation (IDOT)

- 3.2.1.1. Identify and provide maintenance facilities and personnel to provide logistical support to state aircraft dedicated to response and recovery operations.
- 3.2.1.2. Maintain lists of available resources, including:
 - 3.2.1.2.1. Licensed pilots registered in Illinois.
 - 3.2.1.2.2. Aircraft registered in Illinois.
 - 3.2.1.2.3. State-owned aircraft, equipment, and air crews, including UAS.
 - 3.2.1.2.4. Consulting engineering firms and partner agencies with aviation specialties.



- 3.2.1.3. Coordinate the identification of appropriate arterial routes for the movement of aviation resources.
- 3.2.1.4. Coordinate the identification of appropriate civil engineering expertise in the development, construction, and maintenance of airports.
- 3.2.1.5. Provide flight safety coordinators responsible for certification and inspection of aviation facilities.
- 3.2.1.6. Maintain state-owned aviation facilities, fuel supplies, and capabilities.
- 3.2.1.7. Disseminate information to the SEOC, ACG, federal agencies, and private sector organizations on ACG and state aviation activities and operations.

3.3. Support State Agencies/Organizations

3.3.1. Illinois Department of Transportation – Aviation (IDOT-A)

- 3.3.1.1. Determine the ACG activation level necessary to coordinate aviation operations.
- 3.3.1.2. Coordinate activation of the ACG with the SEOC IDOT-A Agency Representatives and SEOC Manager.
- 3.3.1.3. Assign a deputy ACG leader as appropriate for operational coordination and communications.
- 3.3.1.4. Coordinate activities of the ACG at designated locations.
- 3.3.1.5. To ensure operational coordination among all organizations and to affect missions, the ACG will develop an event-specific aviation coordination plan.
- 3.3.1.6. Assist the SEOC in creating a prioritized air request list by state disaster priorities.
- 3.3.1.7. Manage disaster air activities and aviation information flow, for all agencies with aviation assets, including mission coordination planning, flight operations employment, air support logistical issues, and flight safety.



- 3.3.1.8. Disseminate aviation management plans in coordination with SEOC, ACG, federal agencies, and private sector organizations to facilitate the orderly ingress and egress of responders and the affected population.

3.3.2. Illinois National Guard (ILNG)

- 3.3.2.1. Identify and provide qualified personnel to assist in ACG functions.
- 3.3.2.2. Identify and provide aircraft in support of response and recovery including transportation for:
 - 3.3.2.2.1. Personnel, supplies, and equipment.
 - 3.3.2.2.2. Life-essential commodities.
 - 3.3.2.2.3. Emergency aerial evacuation.
 - 3.3.2.2.4. Support of damage assessment.
- 3.3.2.3. Identify and provide personnel and equipment for air/ground communications and material/ground handling.
- 3.3.2.4. Assist with the coordination of aerial observation, photography, and forward-looking infrared (FLIR) devices.
- 3.3.2.5. Assist with the coordination of emergency aviation fuel support.
- 3.3.2.6. Determine staffing required and the need to request SEOC activation.
- 3.3.2.7. Coordinate the use of military personnel and equipment for the transportation and relocation of resources, including personnel, supplies, and equipment assigned to aviation operations missions and tasks.
- 3.3.2.8. Collect information and intelligence on military aviation capabilities and operations.
- 3.3.2.9. Ensure the coordinated identification of primary, secondary, and tertiary military resources necessary to support or sustain SEOC-approved missions.
- 3.3.2.10. Ensure the tracking of resources staged, activated, deployed, and implemented for approved missions and tasks.



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- 3.3.2.11. Provide routing information to the SEOC on resource deployments into and out of the state.
- 3.3.2.12. Assist in the coordination of the establishment of a Forward Area Refueling Point (FARP) to support aviation operations.

3.3.3. Illinois State Police (ISP)

- 3.3.3.1. Identify and provide qualified personnel to assist in ACG functions.
- 3.3.3.2. Coordinate and/or support state agencies with damage assessments.
- 3.3.3.3. Identify and provide aerial observation, photography, and forward-looking infrared (FLIR) devices.
- 3.3.3.4. Assist with the coordination of emergency aviation fuel support.
- 3.3.3.5. Coordinate and/or support state agencies with air/ground communications.
- 3.3.3.6. Coordinate the use of ISP personnel and equipment for securing and transportation or relocation of resources, including personnel, supplies, and equipment assigned to aviation operations missions and tasks.

3.3.4. Civil Air Patrol (CAP)

- 3.3.4.1. Identify and provide aircraft in support of response and recovery including transportation for:
 - 3.3.4.1.1. Personnel, supplies, and equipment.
 - 3.3.4.1.2. Life-essential commodities.
 - 3.3.4.1.3. Support of damage assessment.
 - 3.3.4.1.4. Emergency aerial evacuation.
- 3.3.4.2. Identify and provide aerial observation, photography, and forward-looking infrared (FLIR) devices.
- 3.3.4.3. As requested by the SEOC, assist state and local governments.



3.3.4.4. Conduct state-requested USAF-assigned and approved missions under military command and control.

3.3.4.5. Supervise CAP subordinate units.

4. Authorities

1. 620 ILCS 5/1 et seq. "Illinois Aeronautics Act", as amended.
2. Rules and regulations of the Illinois Department of Transportation, Division of Aeronautics, as amended.
3. Illinois Emergency Management Act (20ILCS3305), as amended.
4. Illinois National Guard Domestic Response Plan, as amended.
5. Code of Federal Regulations, Title 14, as amended.
6. Freedom from Drone Surveillance Act, 725 ILCS 167, as amended.

5. References

1. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. § 5121 et seq., as amended.
2. National Response Framework (NRF), as amended.
3. National Disaster Recovery Framework (NDRF), as amended.
4. IDOT – Standard Operating Procedures, as amended.
5. Title 92: Transportation, Chapter I: Department of Transportation, Subchapter B: Aeronautics, Part 14 Aviation Safety, as amended.
6. FAA Advisory Circular 91-63D, Temporary Flight Restrictions, 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.