

Illinois Emergency Operations Plan

ESF-12 Energy

Appendix X-1 National Fuel Contingency Plan

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) # 12 Appendix X-1 National Fuel Contingency Plan		
Title	ESF – 12 Energy Appendix X-1 National Fuel Contingency Plan	
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
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 # 12 Annex 8. FEMA Community Lifelines 9. National Disaster Recovery Framework (NDF) 10. IEMA-OHS policies, plans, and common definitions list. 11. Corrective actions from After Actions 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, Transportation Management Annex August 2021, National Fuel Contingency Plan	



State of Illinois Emergency Operations Plan (IEOP)
Emergency Support Function (ESF) # 12 – Energy
Appendix X-1 National Fuel Contingency Plan
Version: September 23, 2026

State ESF-12 X-1 Coordinator	Support Agencies & Organizations
Illinois Commerce Commission (ICC)	Illinois Commerce Commission (ICC) Illinois Department of Agriculture (IDOA) Illinois Department of Central Management Services (CMS)
Primary State Agencies & Organizations	Illinois Department of Revenue (IDOR) Illinois Department of Transportation (IDOT) Illinois Environmental Protection Agency (IEPA) Illinois National Guard (ILNG)
Illinois Emergency Management Agency & Office of Homeland Security (IEMA-OHS)	Illinois Office of the State Fire Marshal (OSFM) Illinois Secretary of State (SOS) Illinois State Police (ISP)
Federal ESF-12 X-1 Coordinator	
Department of Energy (DOE) Federal Emergency Management Agency (FEMA)	



Table of Contents

Record of Changes	4
1. Introduction.....	5
1.1. Purpose.....	5
1.2. Scope	5
1.3. Policy	6
1.4. Situation	7
1.5. Assumptions	7
2. Concept of Operations	7
2.1. General	7
2.2. Notification, Alert, and Warning (NAW)	8
2.3. Activation.....	8
2.4. Communications.....	9
2.5. Resource Management	9
2.6. Reporting Requirements	10
2.7. Organization	10
3. Roles and Responsibilities	12
3.1. State ESF Coordinator.....	12
3.2. Primary State Agency/Organization	13
3.3. Support State Agencies/Organizations	16
4. Authorities	19
5. References.....	19
6. Acronyms & Definitions.....	19



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	Bi-annual Review	Glenn Smith



1. Introduction

1.1. Purpose

- 1.1.1. Provide strategies, coordinating processes, and operational guidance for requesting federal fuel support and integration into state response and recovery activities.

1.2. Scope

- 1.2.1. This appendix will be implemented immediately upon recognition of a significant shortage in fuel capacity in areas affected by a disaster or cyber incident, where internal fuel supplies are not available or have been exhausted.
- 1.2.2. This appendix addresses the following types of fuel:
 - 1.2.2.1. Mogas (gasoline, all types).
 - 1.2.2.2. Diesel.
 - 1.2.2.3. Jet A.
 - 1.2.2.4. Propane.
- 1.2.3. This appendix addresses situations where no alternatives for fuel supplies are available internally, and all contractual sources are exhausted.
- 1.2.4. This appendix will be implemented when provisions for obtaining fuel in ESF-12, Energy, X-2 Fuel Management, have been exhausted.
- 1.2.5. This appendix will only be implemented if there is a presidential disaster or emergency declaration.
- 1.2.6. For this appendix, fueling sites are defined as:
 - 1.2.6.1. Bulk: Large tanks owned by state or local governments and commercial gas stations, and
 - 1.2.6.2. Retail facilities: non-mobile locations (i.e., Critical Infrastructure and Key Resource [CIKR] generators) and remote vehicle fuel stations (i.e., state staging areas, pop-up stations, etc.).



- 1.2.7. This appendix does not address transportation waivers or exemptions that may be required.

1.3. Policy

- 1.3.1. 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 priority and cost.
- 1.3.2. Provisions made in accordance with this appendix will be terminated upon restoration of adequate fuel supply and distribution at the determination of the SEOC Manager or designee.
- 1.3.3. Fuel requested through this appendix will be received at pre-identified state facilities or alternate sites designated by the State Emergency Operations Center (SEOC) in coordination with state agencies having a role or responsibility in fuel receipt and distribution, and FEMA.
- 1.3.4. To receive federal fuel support, the SEOC must submit a resource request form (RRF) approved by FEMA.
- 1.3.5. The policies and procedures of FEMA and the state must be followed for the request and use of supplies provided through the RRFs.
- 1.3.6. State-operated/owned fuel receiving sites must be within 300 miles of the designated FEMA staging area (site depot).
- 1.3.7. The SEOC may authorize fuel for private sector vehicles determined eligible to conduct response and recovery operations.
- 1.3.8. Procedures for control and use of fuel resources will incorporate operational priorities that include, but are not limited to:
- 1.3.8.1. Protection of life.
 - 1.3.8.2. Public health and safety.
 - 1.3.8.3. Property protection; Environmental protection.
 - 1.3.8.4. Restoration of essential utilities.
 - 1.3.8.5. Restoration of essential program functions.



1.3.8.6. Coordination as appropriate.

1.3.9. Personnel will be trained for assigned missions and made aware of potential risks involved.

1.4. Situation

1.4.1. An emergency or disaster has occurred resulting in significant damage to critical infrastructure, private residences, or public property, significantly impacting fuel supplies and distribution.

1.4.2. The state's ability to procure and supply fuel is overwhelmed, resulting in the need to request federal assistance.

1.4.3. A Presidential Declaration has been granted.

1.5. Assumptions

1.5.1. Fuel supplies are available through federal disaster support.

1.5.2. Requested fuel will arrive within 72 hours.

1.5.3. State-designated fueling sites will be secured, accessible, ready to receive supplies, and operable.

1.5.4. Just-in-time training (JITT) will be required.

1.5.5. Emergency response permits will be required for the transport of fuel.

1.5.6. Special permits for temporary or ad hoc fueling sites will be required.

1.5.7. Force security and protection will be required for fuel transport and distribution, and storage sites.

2. Concept of Operations

2.1. General

2.1.1. Requests for fuel supplies and resources will be directed through the SEOC.

2.1.2. Primary and support agency SEOC representatives will identify situational considerations affecting fuel requirements.



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/restoration of lifeline sectors:
 - 2.2.1.1. Transportation
 - 2.2.1.2. Power/Energy
 - 2.2.1.3. Communications
 - 2.2.1.4. Water/Wastewater
- 2.2.2. Prioritization will also consider the reconstitution of normal fuel distribution within the state's capability to maintain routine operations and priorities.

2.3. Notification, Alert, and Warning (NAW)

- 2.3.1. Notifications to 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. Resources and logistics support necessary to implement and sustain operational capabilities will be provided through processes established in ESF-7, Logistics.
- 2.6.2. The RRF must report and document that the state has exhausted its own capabilities to secure this fuel, including any applicable public or private sector sources.
- 2.6.3. The SEOC will submit an RRF for fuel support for approval by FEMA that includes, but is not limited to:
 - 2.6.3.1. The type of fuel required.
 - 2.6.3.2. The quantity of fuel required.
 - 2.6.3.3. Delivery location(s) and any special information or equipment needed to deliver and download the fuel.
 - 2.6.3.4. How point(s) of contact are authorized to receive the fuel will be identified.
- 2.6.4. A request for bulk fuel support to commercial gas stations must include:
 - 2.6.4.1. Identification of how the fuel provided to a private sector recipient will contribute to saving lives, protection of property, or maintenance of public health and safety.
 - 2.6.4.2. The state must enter into an agreement with the commercial entity receiving the fuel detailing the financial terms. FEMA must approve this agreement.



- 2.6.4.3. The state should certify that any gas station receiving fuel has backup power and is located near a major transportation route.
- 2.6.4.4. If the gas station fails to meet these requirements, the state should explain why it is necessary to supply fuel to these locations.
- 2.6.5. For retail fuel support, if the SEOC requests the vendor move among locations and fuel specified equipment at each location, each location and a description of the equipment to be fueled must be included.
 - 2.6.5.1. For a fixed vehicle fueling station, the state must detail criteria to determine what vehicles are considered responder eligible to receive fuel.
 - 2.6.5.1.1. Responder vehicles are not limited to government-owned vehicles. They may include private vehicles essential to the response effort, such as private ambulances, power company vehicles, or vehicles belonging to certain voluntary organizations identified by the state.
 - 2.6.5.1.2. Point(s) of contact to receive the fuel and the point(s) of contact who will sign for custody of fuel (if different people), or if the site is a fuel station, it would be the person in charge of the site.
- 2.6.6. The SEOC should detail security precautions at any fuel station. The RRF documentation must clearly detail additional security requirements.

2.7. Reporting Requirements

- 2.7.1. Reporting requirements will be coordinated and managed in accordance with state and federal laws, rules, regulations, policies, and procedures.

2.8. Organization

2.8.1. Direction and Control

- 2.8.1.1. Organizations retain operational control of their agency resources owned/obtained for use in response and recovery.



- 2.8.1.2. The Governor or designee has the authority to exercise overall coordination of resources belonging to the state.
- 2.8.1.3. The SEOC is the single point of coordination for state use of federally supplied fuel.
- 2.8.1.4. The SEOC will retain state control and ownership of fuel supplies provided by the federal government and direct distribution through established priorities.

2.8.2. Coordinating Elements

- 2.8.2.1. Line of Effort (LOE) – Fuel Support will be activated at the direction of the SEOC Manager.
- 2.8.2.2. For federally supplied fuel, the SEOC will coordinate with state agencies, local units of government, the private sector, and non-governmental organizations (NGO).

2.8.3. Federal Coordination

- 2.8.3.1. For requesting federal fuel supplies, the SEOC will coordinate with FEMA to:
 - 2.8.3.1.1. Identify the need and requirements for activation of the national fuel contract.
 - 2.8.3.1.2. Submit a completed resource request form (RRF) to the FEMA coordinating element as appropriate (i.e., SEOC FEMA Representative, Incident Management Assistance Team (IMAT), Joint Field Office (JFO), etc.).
 - 2.8.3.1.3. Deliver and receive fuel commodities to an authorized point-of-contact and the site designated by the SEOC.
 - 2.8.3.1.4. Establish the location of FEMA Fuel Task Monitors.
- 2.8.3.2. SEOC Agency Representatives: State agencies, boards, and commissions will coordinate with federal counterparts in accordance with the enabling authority.

2.8.4. System Capabilities and Structure



State of Illinois Emergency Operations Plan (IEOP)
Emergency Support Function (ESF) # 12 – Energy
Appendix X-1 National Fuel Contingency Plan
Version: September 23, 2026

- 2.8.4.1. System Capabilities and Structure
- 2.8.4.2. The SEOC utilizes pre-identified resources, regardless of the type of operation, for the delivery of assistance.
- 2.8.4.3. The SEOC will formulate a strategy, develop plans, and utilize immediately available resources, drawing on other state agency personnel and mobile support teams, to conduct operations.
- 2.8.4.4. The SEOC is responsible for ensuring the alignment of fuel support operations with local and state government, private sector, and federal activities.
- 2.8.4.5. The SEOC will pre-identify gas stations or fueling facilities that would be essential to response efforts.
- 2.8.4.6. The SEOC will ensure that pre-identified facilities have security, backup power, and are located near major transportation routes.
- 2.8.4.7. State employees are the primary source of personnel for fuel support operations.
- 2.8.4.8. State personnel may be augmented by mobile support teams having met specialized training requirements and approved for deployment by the SEOC Manager.

3. Roles and Responsibilities

3.1. State ESF Coordinator

3.1.1. Illinois Commerce Commission (ICC)

- 3.1.1.1. Coordinate the utilization of ESF-12 support to execute missions presented by the SEOC Manager.
- 3.1.1.2. Coordinate with public, municipal, cooperative, and private sector utilities to identify necessary waivers and exemptions.
- 3.1.1.3. Coordinate with public, municipal, cooperative, and private sector utilities to identify facilities capable of receiving, distributing, and storing fuel, ensuring equitable distribution strategies that prioritize



accessibility for individuals with physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments.

3.1.1.4. Disseminate information to ICC Transportation Division and ICC police officers.

3.1.1.5. Coordinate with the ICC PIO and SEOC PIO on authorized waivers and exemptions.

3.2. Primary State Agency/Organization

3.2.1. Illinois Emergency Management Agency & Office of Homeland Security (IEMA-OHS)

3.2.1.1. SEOC Manager

3.2.1.1.1. Coordinate the actions of SEOC agency representatives to complete a rapid needs assessment (RNA) of fuel supplies and distribution capabilities using resources in impacted areas.

3.2.1.1.2. Coordinate with the local emergency management agency (EMA) and Authority Having Jurisdiction (AHJ) to receive RNA information on fuel supplies and distribution capabilities.

3.2.1.1.3. Coordinate with the SEOC private sector representative to receive RNA information on private sector fuel supplies and distribution capabilities to verify that no alternatives for fuel supplies are available internally and all contractual sources are exhausted.

3.2.1.1.4. Verify loss, absence, or significant shortage in internally available fuel supplies and capacity.

3.2.1.1.5. Certify that a loss, absence, or significant shortage in internally available fuel supplies and capacity exists requiring a request for support through federal fuel support.



State of Illinois Emergency Operations Plan (IEOP)
Emergency Support Function (ESF) # 12 – Energy
Appendix X-1 National Fuel Contingency Plan
Version: September 23, 2026

- 3.2.1.1.6. Ensure a presidential emergency or major disaster declaration was granted.
- 3.2.1.1.7. Complete an RRF for federal fuel support, identifying types, quantities, delivery location(s), and any special information or equipment needed to deliver and download the fuel.
- 3.2.1.1.8. Maintain contact with the FEMA coordinating element as appropriate on the status of the RRF.
- 3.2.1.1.9. Ensure SEOC staff assignment and resourcing to coordinate with FEMA Fuel Task Monitors and vendors.
- 3.2.1.1.10. Activate resources and coordinate LOE in support of state-identified fuel operations.
- 3.2.1.1.11. Ensure coordination of fuel support processes among SEOC agency representatives, fuel locations, and the State Unified Area Command (SUAC), if activated.
- 3.2.1.1.12. Ensure maps, visual aids, and displays are developed to guide situational awareness, bulk and retail fuel locations, and transportation routes.
- 3.2.1.1.13. Coordinate with ISP to provide and support force security and protection efforts.
- 3.2.1.1.14. Coordinate with state agencies having responsibility or authority for transportation emergency response permits emergency response permits required for emergency fueling.
- 3.2.1.1.15. Coordinate with state agencies having responsibility or authority for environmental monitoring, permitting, or emergency response permits for distribution and service.
- 3.2.1.1.16. Coordinate with the governor's office to implement fuel rationing or permitted use provisions.
- 3.2.1.1.17. Coordinate with the SEOC agency representatives to develop and disseminate updates, briefings, and



State of Illinois Emergency Operations Plan (IEOP)
Emergency Support Function (ESF) # 12 – Energy
Appendix X-1 National Fuel Contingency Plan
Version: September 23, 2026

intelligence. Ensure that all communication with the public is timely, clear, and accessible, regardless of physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments.

3.2.1.1.18. Coordinate with the SEOC Statewide Terrorism and Intelligence Center (STIC) Representative for coordination and de-confliction of disaster intelligence.

3.2.1.1.19. Coordinate and disseminate public information, crisis communications, and educational messaging with SEOC public information officer (PIO), local governments, and the private sector. Ensure that all communication with the public is timely, clear, and accessible, regardless of physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments.

3.2.1.2. SEOC Finance Representative

3.2.1.2.1. Maintain documentation and records of transactions.

3.2.1.2.2. Maintain contact with the FEMA coordinating element as appropriate.

3.2.1.2.3. Compile, analyze, track, record, and disseminate procurement and expenditure information.

3.2.1.2.4. Prepare reports and supportive documentation on the use of federal fuel support and associated state expenditures.

3.2.1.3. SEOC Logistics Chief

3.2.1.3.1. Complete an RRF for federal fuel support in coordination with the FEMA coordinating element, identifying types, quantities, delivery location(s), and any special information or equipment needed to deliver and download the fuel.

3.2.1.3.2. Coordinate with SEOC Agency Representative to track state-activated resources used for the receipt, transfer,



distribution, and resupply of fuel in support of response and recovery.

3.2.1.4. SEOC Public Information Officer (SEOC PIO)

3.2.1.4.1. Serve as the single point of public information, crisis communications, and rumor control for the state.

3.2.1.4.2. Coordinate with the SEOC Manager, SEOC Agency Representatives, designated FEMA coordinating element, and private sector on fuel supply and distribution information and messaging.

3.2.1.4.3. Coordinate with SEOC agency public information officers, key decision makers, executive officials, local and federal government agencies, and media organizations to develop and disseminate public information, crisis communications, and educational messaging. Ensure that all communication with the public is timely, clear, and accessible, regardless of physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments.

3.3. Support State Agencies/Organizations

3.3.1. Illinois Department of Transportation (IDOT)

3.3.1.1. Identify state facilities capable of receiving, distributing, and storing fuel. Identified locations must ensure ADA accessibility and compliance to allow for support for the whole community, regardless of physical, mobility, visual, hearing, cognitive, financial needs, abilities, or impairments.

3.3.1.2. Evaluate the necessity of and requirements for waivers and exemptions based on threat to life, health, and public safety.

3.3.1.3. Coordinate with the SEOC legal representative to incorporate waivers and exemptions into the proclamation draft.



State of Illinois Emergency Operations Plan (IEOP)
Emergency Support Function (ESF) # 12 – Energy
Appendix X-1 National Fuel Contingency Plan
Version: September 23, 2026

- 3.3.1.4. Coordinate the issuance of waivers for Hours-of-Service (HOS) for the transportation of fuel resources as it pertains to related response.
- 3.3.1.5. Identify appropriate arterial routes for the movement of fuel resources arriving through the Federal Fuel Support Plan.
- 3.3.1.6. Coordinate with local officials on waivers and exemptions and routing regarding fuel vehicles and locations.
- 3.3.1.7. Coordinate with SEOC Agency representatives and federal counterparts on authorized waivers and exemptions, routes, or special circumstances affecting fuel delivery.

3.3.2. Illinois State Police (ISP)

- 3.3.2.1. Coordinate with applicable SEOC, FEMA Representative, and local law enforcement to identify the need for and, if needed, provide security to approved fuel sites, facilities, and operations.
- 3.3.2.2. Coordinate with applicable SEOC Agency Representative to discuss the need for and, if necessary, provide force security and protection for the arrival, transit, transport, distribution, storage, and exit of fuel resources.
- 3.3.2.3. Disseminate information to all ISP sworn officers on fuel sites, facilities, and operations.

3.3.3. Illinois Secretary of State Police (SOS)

- 3.3.3.1. Provide force security and protection for the arrival, transit, transport, distribution, storage, and exit of fuel resources.
- 3.3.3.2. Disseminate information to all SOS sworn officers on fuel sites, facilities, and operations.
- 3.3.3.3. Coordinate emergency response permits with SOS sworn officers.

3.3.4. Illinois Department of Revenue (IDOR)

- 3.3.4.1. Coordinate with the SEOC Legal Representative to incorporate emergency response permits into the proclamation draft.



- 3.3.4.2. Coordinate with SEOC Agency Representatives on authorized waivers and exemptions.

3.3.5. Illinois Department of Agriculture (IDOA)

- 3.3.5.1. Oversee weight and measures controls.

3.3.6. Illinois Department of Central Management Services (CMS)

- 3.3.6.1. Identify state facilities capable of receiving, distributing, and storing fuel. Identified locations must ensure ADA accessibility and compliance to allow for support for the whole community, regardless of physical, mobility, visual, hearing, cognitive, financial needs, abilities, or impairments.
- 3.3.6.2. Coordinate the fuel master contract with vendors/suppliers and the SEOC.

3.3.7. Illinois Environmental Protection Agency (IEPA)

- 3.3.7.1. Provide guidance and expertise to ensure environmental protection measures are in place.

3.3.8. Illinois National Guard (ILNG)

- 3.3.8.1. Support the development, coordination, and execution of the Fuel Support Plan (FSP) by providing planning expertise, operational input, and integration of military fuel capabilities as required.
- 3.3.8.2. Provide logistical support for fuel operations, including management, storage, transportation, and distribution of fuel resources to sustain response operations and critical infrastructure, ensuring equitable distribution strategies that prioritize accessibility for individuals with physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments.

3.3.9. Illinois Office of the State Fire Marshal (OSFM)

- 3.3.9.1. Regulation of Underground Storage Tanks (USTs) is done by OSFM, and inspections of USTs are done by inspectors in the Petroleum and



Chemical Safety Division. The Division is the implementing agency for all federal EPA UST regulations.

- 3.3.9.2. Regulation of above-ground storage tanks is done by OSFM, and inspections of above-ground storage tanks are done by OSFM inspectors in the Fire Prevention Division.
- 3.3.9.3. State agencies will need to coordinate with OSFM's Petroleum and Chemical Safety Division for any emergency response permits for fuel management, storage, and dispensing repairs pertaining to underground storage tanks.
- 3.3.9.4. Regulation of mobile fueling sites is under the authority of OSFM, and inspections and permitting of mobile fueling sites are done by inspectors in the Fire Prevention Division.
- 3.3.9.5. Assist state agencies with identifying fuel storage capacities at UST sites by accessing the OSFM Petroleum and Chemical Safety Division's UST database.
- 3.3.9.6. Assist the IEPA Leaking UST Division on any releases from underground storage tanks and/or associated piping and dispensers.

4. Authorities

- 1. 20 ILCS 3305, IEMA Act, as amended.
- 2. 430 ILCS 15/2, The Gasoline Storage Act, as amended.
- 3. Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. § 5121 et seq., as amended.

5. References

- 1. National Response Framework (NRF)
- 2. National Disaster Recovery Framework (NDRF)

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.