

Illinois Emergency Operations Plan

ESF-12 Energy

Appendix X-2 Fuel Management 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-2 Fuel Management Plan

Title	ESF-12 Energy Appendix X-2 Fuel Management Plan	
Managing Division/Branch	Division of Operations	Strategic Planning – Inter-Agency Strategic Planning Cell (ISPC)
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State ESF-12 X-2 Coordinator	Support Agencies & Organizations
Illinois Commerce Commission (ICC)	Illinois Department of Agriculture (IDOA) Illinois Department of Central Management Services (CMS)
Primary State Agencies & Organizations	Illinois Department of Natural Resources (IDNR) Illinois Department of Revenue (IDOR)
Illinois Department of Transportation (IDOT)	Illinois Emergency Management Agency & Office of Homeland Security (IEMA-OHS)
Federal ESF-12 X-2 Coordinator	Illinois Environmental Protection Agency (IEPA) Illinois National Guard (ILNG) Illinois Office of the State Fire Marshal (OSFM) Illinois Secretary of State (SOS) Illinois State Police (ISP)
Department of Energy (DOE)	



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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	Bi-annual Review	Glenn Smith



1. Introduction

1.1. Purpose

- 1.1.1. Provide strategies, coordinating processes, and operational guidance for identifying, locating, acquiring, storing, transporting, securing, timely distributing, prioritizing, and accounting for services and materials, fuel supplies, and support during state response and recovery activities.

1.2. Scope

- 1.2.1. This appendix will be implemented immediately upon recognition of a shortage (potential or actual) in fuel capacity in areas affected by a disaster, where fuel supplies are not available, have been exhausted, or where direct management of fuel resources is required to continue response and recovery.
- 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. Natural gas
 - 1.2.2.4. Propane
- 1.2.3. For this appendix, Mogas and diesel are specific to the use of supplies necessary for response and recovery activities and critical infrastructure support.
- 1.2.4. For this appendix, natural gas and propane are specific uses of supplies necessary to support critical infrastructure.
- 1.2.5. This appendix addresses situations where fuel supplies are internally available and accessible.
- 1.2.6. This appendix addresses situations where fuel supplies are available for procurement through contractual sources.
- 1.2.7. This appendix will only be implemented if there is approval by the Governor, or designee, of the state.
- 1.2.8. For this appendix, fueling sites are defined as:



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- 1.2.8.1. Permanent: State-owned and operated facilities or gas stations with underground or above-ground storage tanks capable of dispensing fuel to a wide variety of vehicles and equipment.
- 1.2.8.2. Temporary: State-owned and operated remote vehicle and equipment fueling sites or stations established in secure areas for response and recovery operations (i.e., state staging areas, temporary stations, etc.).
- 1.2.8.3. Commercial: Fixed and mobile locations owned by private sector organizations.
- 1.2.8.4. Fueling sites identified in the Federal Fuel Plan.
- 1.2.9. This appendix does not address transportation waivers or exemptions that may be required; see ESF-1 – Transportation, Appendix X-2 – Waivers and Exemptions.
- 1.2.10. This appendix does not address security that may be required.
- 1.2.11. This appendix does not address aviation fuel; see ESF-1 – Transportation, Appendix X-1 – Aviation Coordination Group.

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 both 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 State Emergency Operations Center (SEOC) Manager or designee.
- 1.3.3. Fuel requested or procured through implementation of this appendix will be received at locations designated by the SEOC in coordination with state agencies and local authorities having jurisdiction (AHJ) with a role in fuel management.
- 1.3.4. Agencies and organizations requesting fuel support must submit a Resource Request through the SEOC.
- 1.3.5. The policies and procedures of the State of Illinois must be followed for the request and use of supplies provided through the SEOC.



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- 1.3.6. State-operated/owned fuel sites must be accessible, secure, and capable of sustained operations.
- 1.3.7. The SEOC may back-fill fuel supplies drawn from individual agency fuel resources upon transition to recovery and resumption of routine fuel supply capabilities to sustain state services and operations.
- 1.3.8. Procedures for utilization of state-designated fuel resources will consider 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.
 - 1.3.8.4. Environmental protection.
 - 1.3.8.5. Restoration of essential utilities.
 - 1.3.8.6. Restoration of essential program functions.
 - 1.3.8.7. Coordination as appropriate.
- 1.3.9. Personnel will be trained in assigned missions and be made aware of the potential risks involved.
- 1.3.10. The SEOC may authorize fuel for private sector vehicles, commercial sites, and non-governmental organizations (NGO) determined eligible to support prioritized response and recovery operations.

1.4. Situation

- 1.4.1. An emergency or disaster has occurred, resulting in significant damage to critical infrastructure and/or public/private property, impacting fuel supplies and distribution.
- 1.4.2. The state can maintain, take possession of, procure, restrict, or ration fuel supplies through establishing fuel sites at permanent, temporary, or commercial locations.
- 1.4.3. The Governor, or designee, has authorized and directed the use of state resources to sustain fuel supplies for response and recovery operations.



1.5. Assumptions

- 1.5.1. Fuel supplies are available through existing state-owned and operated facilities and commercial sites.
- 1.5.2. Requested fuel will arrive at permanent or temporary sites on schedules determined by the state to sustain operations.
- 1.5.3. Fuel supplies are temporarily, but not permanently, disrupted to commercial sites and critical infrastructure.
- 1.5.4. State-designated fueling sites will be secured, accessible, ready to receive supplies, and operable.
- 1.5.5. Just-in-time training will be required at temporary locations.
- 1.5.6. Waivers and exemptions will be required for transport, receipt, storage, and dispensing of fuel.
- 1.5.7. Force security and protection will be required for fuel transport, distribution, and storage sites.
- 1.5.8. Mutual aid and contractual services will be implemented.

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. SEOC Agency Representatives will identify situational considerations affecting fuel requirements.
- 2.1.3. Fuel stores and resource availability will be sustained through the following courses of action in order of priority:
 - 2.1.3.1. State-owned and operated permanent or temporary locations.
 - 2.1.3.2. Re-supply through Master Contract vendors.
 - 2.1.3.3. Non-contracted commercial vendors.
 - 2.1.3.4. Non-retail commercial vendors/wholesale facilities/refineries.



2.1.3.5. State request to implement the Federal Fuel Plan.

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 that are listed below.

2.2.1.1. Critical Transportation.

2.2.1.2. Infrastructure Systems - Power/Energy.

2.2.1.3. Operational Communications.

2.2.1.4. Infrastructure Systems - Water/Wastewater.

2.2.1.5. Public Health and Emergency Medical Services.

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. Notification 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. 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 agency-owned/obtained resources 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 fuel management throughout response and recovery operations.
- 2.8.1.4. The SEOC will retain state control and ownership of fuel supplies and resources procured through the private sector or federal government and direct distribution through established priorities.

2.8.2. Coordinating Elements

- 2.8.2.1. For requesting fuel supplies and support, CMS and IDOT will coordinate to:



- 2.8.2.1.1. Identify the need and requirements for the implementation of this appendix and procurement of fuel supplies.
- 2.8.2.1.2. Submit a completed resource request through the state's information management system for approval by the SEOC Manager.
- 2.8.2.1.3. Order, receive, store, secure, and distribute fuel supplies to authorized resources/organizations and sites designated by the SEOC.
- 2.8.2.2. Line of Effort (LOE) – Fuel Management will be activated at the direction of the SEOC Manager.
- 2.8.2.3. For state or federally supplied fuel, the SEOC will coordinate with state agencies, local units of government, the private sector, and NGO.

2.8.3. Federal Coordination

- 2.8.3.1. Strategic and operational guidance on the use of federal fuel support can be found in the federal fuel management plan.
- 2.8.3.2. SEOC Agency Representatives will coordinate with federal counterparts in accordance with the enabling authority.

2.8.4. System Capabilities and Structure

- 2.8.4.1. 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.
- 2.8.4.2. The SEOC is responsible for ensuring the alignment of fuel support operations with local and state government, private sector, and federal activities.
- 2.8.4.3. The SEOC will identify fuel sites (permanent or temporary and commercial) that would be essential to response and recovery efforts.



- 2.8.4.4. The SEOC will ensure that identified facilities have security, backup power, and are located near major transportation routes.
- 2.8.4.5. State personnel may be augmented by mobile support teams having met specialized training requirements (hazardous materials, equipment operation, etc.) and personal protective equipment 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 required ESF-12 support to execute missions presented by the SEOC Manager.
- 3.1.1.2. Coordinate with SEOC agencies having a role in fuel management to identify and establish permanent and temporary sites capable of receiving, distributing, and storing fuel.
- 3.1.1.3. Coordinate with public, cooperative, and private sector utilities to identify fuel requirements and requests for support.
- 3.1.1.4. Coordinate with public, cooperative, and private sector utilities to identify sites capable of receiving, distributing, and storing fuel.
- 3.1.1.5. Coordinate with regulated facilities to identify natural gas requirements, shortfalls, and capabilities.
- 3.1.1.6. Coordinate with facilities to identify propane requirements, shortfalls, and capabilities.
- 3.1.1.7. Coordinate with the SEOC Private Sector Agency Representative and private sector organizations responsible for rail, telecommunications, energy, and other regulated industries to determine unmet needs or shortfalls in fuel supplies.
- 3.1.1.8. Disseminate information to regulated industries regarding SEOC fuel management information.



3.2. Primary State Agency/Organization

3.2.1. Illinois Department of Transportation (IDOT)

- 3.2.1.1. Coordinate with SEOC agencies having a role in fuel management to identify and establish permanent and temporary sites 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.
- 3.2.1.2. Coordinate the issuance of Hours-of-Service (HOS) waivers for the transportation of fuel resources as it pertains to the related response.
- 3.2.1.3. In conjunction with other applicable state agencies, assist in addressing the potential shortage of available fuel supplies and capacity.
- 3.2.1.4. Identify appropriate arterial routes for the movement of fuel resources.
- 3.2.1.5. Coordinate with AHJs on the use of non-state-maintained routes.

3.3. Support State Agencies/Organizations

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

- 3.3.1.1. SEOC Manager
 - 3.3.1.1.1. Coordinate actions of SEOC Agency Representatives to complete rapid needs assessment (RNA) of fuel supplies and distribution capabilities using resources in impact areas.
 - 3.3.1.1.2. Coordinate with the local emergency management agency (EMA) and AHJ to receive RNA information on fuel supplies and distribution capabilities.



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- 3.3.1.1.3. Coordinate with the SEOC Private Sector Agency Representative to receive RNA information on private sector fuel supplies and distribution capabilities to determine whether fuel supplies are available internally and contractual sources are identified.
- 3.3.1.1.4. Determine and 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.
- 3.3.1.1.5. Ensure a Presidential Emergency or Major Disaster Declaration was granted if requesting federal fuel support.
- 3.3.1.1.6. Activate resources and coordinate LOE in support of state-identified fuel operations.
- 3.3.1.1.7. Ensure coordination of fuel support processes between SEOC Agency Representative and State Unified Area Command(s) (SUAC), or State Area Commands (SAC), if activated.
- 3.3.1.1.8. Ensure maps, visual aids, and displays are developed to guide situational awareness, permanent, temporary, and retail fuel locations, and transportation routes.
- 3.3.1.1.9. Coordinate with state agencies having responsibility or authority for transportation waivers and exemptions required for emergency fueling. Mobile fueling, including emergency vehicles, is regulated by the Office of the State Fire Marshal, Division of Fire Prevention under 41 IAC 174, Subpart D.
- 3.3.1.1.10. Coordinate with state agencies having responsibility or authority for environmental monitoring, permitting, or waivers and exemptions for distribution, service, and taxation. The Office of the State Fire Marshal, Division of Petroleum & Chemical Safety, regulates underground storage tank permitting and contractor licensing, such as leak monitors/detectors.



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- 3.3.1.1.11. Coordinate with the Governor's and Attorney General's offices to implement fuel rationing or permitted use provisions.
- 3.3.1.1.12. Coordinate with the SEOC Agency Representatives to develop and disseminate updates, briefings, and intelligence.
- 3.3.1.1.13. Coordinate with the SEOC Public Safety - Statewide Terrorism and Intelligence Center (PS-STIC) Representative for coordination and de-confliction of disaster intelligence on fuel supplies, distribution, rationing, and/or violations of law.
- 3.3.1.1.14. Coordinate and disseminate public information, crisis communications, and educational messaging with the 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.

3.3.1.2. SEOC Finance Section Chief

- 3.3.1.2.1. Maintain documentation and records of transactions.
- 3.3.1.2.2. Maintain contact with the state agencies and FEMA coordinating element as appropriate.
- 3.3.1.2.3. Compile, analyze, track, record, and disseminate procurement and expenditure information.
- 3.3.1.2.4. Prepare reports and supportive documentation on the use of state-owned, procured, and contracted fuel supplies.
- 3.3.1.2.5. Prepare reports and supportive documentation on the use of federal fuel support and associated state expenditures.

3.3.1.3. SEOC Logistics Chief



- 3.3.1.3.1. Coordinate with SEOC Agency Representatives responsible for fuel management to track and account for types, quantities, delivery locations, and any special information or equipment needed to deliver or download fuel.
- 3.3.1.3.2. Coordinate with the SEOC Agency Representative and SEOC Finance Section Chief to track and account for the receipt, expense, and documentation related to fuel use and procurement.

3.3.2. Illinois State Police (ISP)

- 3.3.2.1. Coordinate with the SEOC, FEMA Representative, ILEAS, and local law enforcement to identify the need for and provide security to approved fuel sites, facilities, and operations.
- 3.3.2.2. Coordinate force security and protection for the arrival, transit, transport, distribution, storage, and exit of fuel resources.
- 3.3.2.3. Coordinate with applicable SEOC Agency Representatives to ensure information regarding fuel sites, facilities, and operations is disseminated to all law enforcement agencies.

3.3.3. Illinois Secretary of State (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 and critical personnel on fuel sites, facilities, and operations.
- 3.3.3.3. Coordinate with SEOC Agency Representatives on authorized waivers and exemptions.

3.3.4. Illinois Department of Revenue (IDOR)

- 3.3.4.1. Coordinate with the SEOC legal Representative to incorporate waivers and exemptions 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. Coordinate with SEOC agencies having a role in fuel management to identify and establish permanent and temporary sites 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.

3.3.6. Illinois Department of Central Management Services (CMS)

- 3.3.6.1. Assist with location and assessment of existing state fuel assets for potential use during response and recovery, to include verifying loss, absence, or significant shortage in internally available fuel supplies and capacity.
- 3.3.6.2. Coordinate with SEOC agencies having a role in fuel management to identify and establish permanent and temporary sites 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.
- 3.3.6.3. 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, or financial needs, abilities, or impairments.
- 3.3.6.4. Establish and maintain master contracts for motor vehicle fuel, which can be utilized during response and recovery.
- 3.3.6.5. Assist and coordinate with all partners having a role in fuel management to procure, receive, store, distribute, and track fuel as needed during response and recovery, ensuring equitable distribution strategies that prioritize accessibility for individuals with physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments.

3.3.7. Illinois Environmental Protection Agency (IEPA)



- 3.3.7.1. Coordinate with SEOC agencies having a role in fuel management to identify and establish permanent and temporary sites 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.
- 3.3.7.2. Consult with other agencies on environmental considerations and protection measures for permanent, temporary, or commercial dispensing sites.

3.3.8. Illinois National Guard (ILNG)

- 3.3.8.1. Coordinate with SEOC agencies involved in fuel management to identify, assess, and establish both permanent and temporary sites capable of receiving, storing, and distributing fuel in support of emergency operations, ensuring equitable distribution strategies that prioritize accessibility for individuals with physical, mobility, visual, hearing, cognitive, or financial needs, abilities, or impairments.
- 3.3.8.2. Collaborate with SEOC agencies to determine and implement appropriate security measures for the safe transport, handling, and distribution of fuel resources within the incident area.
- 3.3.8.3. Establish, operate, and secure Forward Supply Points (FSPs) to support ILNG operational sustainment. FSPs serve as temporary, mobile logistics hubs for the issuance of supplies, services, and materials to forward-deployed units during incident response.
- 3.3.8.4. Provide personnel, equipment, and logistical support to assist SEOC-led fuel management and distribution operations across the incident support area, 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 State Fire Marshal (OSFM)

- 3.3.9.1. Coordinate with SEOC agencies having a role in fuel management to identify and establish permanent, temporary, and commercial sites 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.

- 3.3.9.2. Coordinate with the OSFM Division of Petroleum and Chemical Safety to conduct inspections of underground storage and dispensing infrastructure.
- 3.3.9.3. Coordinate with the OSFM Division of Fire Prevention to conduct inspections of aboveground storage sites and dispensing infrastructure.
- 3.3.9.4. Coordinate with the OSFM Division of Petroleum and Chemical Safety on the issuance of waivers and exemptions for fuel management and storage and dispensing repairs.
- 3.3.9.5. Identify fuel storage capacities at registered underground sites.
- 3.3.9.6. Assist in identifying critical infrastructure sites with Underground Storage Tanks (USTs) supplying fuel for backup generators, including hospitals, airports, communication centers, prisons, and government buildings.

3.3.10. Illinois Department of Natural Resources (IDNR)

- 3.3.10.1. Provide force security and protection for the arrival, transit, transport, distribution, storage, and exit of fuel resources.
- 3.3.10.2. Disseminate information to all IDNR sworn officers and critical personnel on fuel sites, facilities, and operations.
- 3.3.10.3. Coordinate waivers and exemptions with SOS.

4. Authorities

1. Illinois Emergency Management Act (20ILCS3305), as amended.
2. Illinois Secretary of State, 625 ILCS 5/ Illinois Vehicle Code, as amended.
3. Gasoline Storage Act: 430 ILCS 15/2, Jurisdiction; regulation of underground storage tanks, as amended.



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4. Illinois Administrative Code, Title 41. Fire Protection; Part 174. General Requirements for Underground Storage Tanks and the Storage, Transportation, Sale, and Use of Petroleum and Other Regulated Substances, as amended.
5. 220 ILCS et al, as amended, Utilities.
6. 49 CFR Part 190-192 – Natural Gas.
7. Central Management Services (CMS) Law, 20 ILCS 405 / 405-1, et seq.

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. 41 IAC 174.100 Underground Storage Tank Regulation, 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.