

Illinois Emergency Operations Plan

Annex 4 – Transportation

Appendix 2 – Fuel Management Plan

Illinois Emergency Management Agency

August 2021





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Management Plan
Dated August 2021

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Appendix 4-X2 - Fuel Management Plan

Primary Agency: Illinois Department of Transportation (IDOT)
Illinois Department of Central Management Services (CMS)

Support Agencies: Illinois Commerce Commission (ICC)
Illinois Department of Agriculture (IDOA)
Illinois Emergency Management Agency (IEMA)
Illinois Environmental Protection Agency (IEPA)
Illinois Department of Natural Resources (IDNR)
Illinois Department of Revenue (IDOR)
Illinois National Guard (ILNG) Illinois State Police (ISP)
Office of the Attorney General (OAG)
Office of the State Fire Marshal (OSFM)
Illinois Secretary of State (SOS)

Other Organizations: County and Municipal Government
Private Sector Organizations

I. Introduction

A. Purpose

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.

B. Scope

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 are required to continue response and recovery.
2. This appendix addresses the following types of fuel:
 - a) Mogas (gasoline all types)
 - b) Diesel
 - c) Natural gas



d) Propane

3. For the purposes of this appendix, Mogas and diesel are specific to use of supplies necessary for response and recovery activities and critical infrastructure support.
4. For the purposes of this appendix, natural gas and propane are specific use of supplies necessary to support critical infrastructure.
5. This appendix addresses situations where fuel supplies are internally available and accessible.
6. This appendix addresses situations where fuel supplies are available for procurement through contractual sources.
7. This appendix will only be implemented if there is approval by the governor, or designee, of the state.
8. For the purposes of this appendix, fueling sites are defined as:
 - a) Permanent: State-owned and operated facilities or gas stations with underground or aboveground storage tanks capable of dispensing fuel to a wide variety of vehicles and equipment;
 - b) 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.);
 - c) Commercial: Fixed and mobile locations owned by private sector organizations; and
 - d) Fueling sites identified in the Federal Fuel Plan.
9. This appendix does not address transportation waivers or exemptions that may be required; see Annex 4 – Transportation, Appendix X3 – Waivers and Exemptions.
10. This appendix does not address security that may be required; see Annex 16 Law Enforcement Coordination and Management.
11. This appendix does not address aviation fuel; see Annex 4 – Transportation, Appendix X1 – Disaster Aviation.

C. Policy



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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.
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.
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.
4. Agencies and organizations requesting fuel support must submit a Resource Request through the SEOC.
5. The policies and procedures of the state of Illinois must be followed for request and use of supplies provided through the SEOC.
6. State operated/owned fuel sites must be accessible, secure and capable of sustained operations.
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.
8. Procedures for utilization of state designated fuel resources will consider operational priorities that include but are not limited to:
 - a) Protection of life;
 - b) Public health and safety;
 - c) Property protection;
 - d) Environmental protection;
 - e) Restoration of essential utilities;
 - f) Restoration of essential program functions, and
 - g) Coordination as appropriate.
9. Personnel will be trained for assigned missions and be made aware of the potential risks involved.



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.

D. Situation Overview

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

E. Assumptions

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

II. Concept of Operations

A. General

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



SEOC.

2. SEOC liaisons will identify situational considerations affecting fuel requirements.
3. Fuel stores and resource availability will be sustained through the following courses of action in order of priority:
 - a) State-owned and operated permanent or temporary locations;
 - b) Re-supply through Master Contract vendors;
 - c) Non-contracted commercial vendors;
 - d) Non-retail commercial vendors/wholesale facilities/refineries, and
 - e) State request to implement the Federal Fuel Plan.

B. Operational Priorities

1. Operational priorities will be determined based on scope and magnitude of event, geographical locations, resource availability, environmental conditions and support/restoration of lifeline sectors that are listed below.
 - a) Critical Transportation;
 - b) Infrastructure Systems - Power/Energy;
 - c) Operational Communications;
 - d) Infrastructure Systems - Water/Wastewater, and
 - e) Public Health and Emergency Medical Services.
2. Prioritization will also consider the reconstitution of normal fuel distribution within the state's capability to maintain routine operations and priorities.

C. Organization

1. Direction, Coordination and Control
 - a) Organizations retain operational control of agency owned/obtained resources for use in response and recovery.
 - b) The governor, or designee, has the authority to exercise overall



coordination of resources belonging to the state.

- c) The SEOC is the single point of coordination for state fuel management throughout response and recovery operations.
- d) 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. Coordinating Elements

- a) For requesting fuel supplies and support the CMS and IDOT will coordinate to:
 - i) Identify the need and requirements for implementation of this appendix and procurement of fuel supplies.
 - ii) Submit a completed resource request through the state's information management system for approval by the SEOC Manager.
 - iii) Order, receive, store, secure and distribute fuel supplies to authorized resources/organizations and sites designated by the SEOC.
- b) Line of Effort (LOE) – Fuel Management will be activated at the direction of the SEOC Manager.
 - i) Strategic and operational guidance on LOE operations can be found in Base Plan, Appendix 4 - LOE Coordination and Management.
- c) For the purposes of state or federally supplied fuel, the SEOC will coordinate with state agencies, local units of government, the private sector and NGO.

3. Federal Coordination

- a) Strategic and operational guidance on the use of federal fuel support can be found in Annex 4 - Transportation, Appendix X-4 - Federal Fuel Support.
- b) SEOC liaison officers (LNOs) will coordinate with federal counterparts in accordance with enabling authority.

D. System Capabilities and Structure



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1. The SEOC will formulate strategy, develop plans and utilize immediately available resources, drawing on other state agency personnel and mobile support teams, to conduct operations.
2. The SEOC is responsible for ensuring the alignment of fuel support operations with local and state government, private sector and federal activities.
3. The SEOC will identify fuel sites (permanent or temporary and commercial) that would be essential to response and recovery efforts.
4. The SEOC will ensure that identified facilities have security, back-up power and are located near major transportation routes.
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.

E. Resource Management and Logistics

1. Resources and logistics support necessary to implement and sustain operational capabilities will be provided through processes established in Annex 9 - Resource Management and Logistics.
2. The SEOC will coordinate resources necessary for security requirements and information on precautions at any fuel station approved for state operations in accordance with Annex 16 - Law Enforcement Coordination and Management.
3. The SEOC will submit a Resource Request Form (RRF, as needed) to the Federal Emergency Management Agency (FEMA) for federal fuel support and implement resource management requirements in accordance with Annex 4 - Transportation, Appendix X-4 - National Fuel Contingency Plan.

III. Roles and Responsibilities

A. Illinois Emergency Management Agency (IEMA)

1. SEOC Manager
 - a) Coordinate actions of SEOC liaisons to complete rapid needs assessment (RNA) of fuel supplies and distribution capabilities using resources in impact areas.
 - b) Coordinate with local emergency management agency (EMA) and



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- AHJ to receive RNA information on fuel supplies and distribution capabilities.
- c) Coordinate with the SEOC private sector liaison (SEOC PS LNO) to receive RNA information on private sector fuel supplies and distribution capabilities to determine fuel supplies available internally and contractual sources are identified.
 - d) Determine and certify a loss, absence or significant shortage in internally available fuel supplies and capacity exists requiring a request for support through federal fuel support.
 - e) Ensure a Presidential Emergency or Major Disaster Declaration was granted if requesting federal fuel support.
 - f) Activate resources and coordinate LOE in support of state identified fuel operations.
 - g) Ensure coordination of fuel support processes between SEOC LNO and State Unified Area Command(s) (SUAC), or State Area Commands (SAC), if activated.
 - h) Ensure maps, visual aids and displays are developed to guide situational awareness, permanent, temporary and retail fuel locations and transportation routes.
 - i) 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 Office of State Fire Marshall division of Fire Prevention under 41 IAC 174, Subpart D.
 - j) Coordinate with state agencies having responsibility or authority for environmental monitoring, permitting, or waivers and exemptions for distribution, service and taxation. The Office of State Fire Marshall Division of Petroleum & Chemical Safety regulates underground storage tanks permitting, contractor licensing, such as leak monitors/detectors.
 - k) Coordinate with the governor's and attorney general's offices to implement fuel rationing or permitted use provisions.
 - l) Coordinate with the SEOC LNOs to develop and disseminate updates, briefings and intelligence.



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- m) Coordinate with the SEOC Public Safety - Statewide Terrorism and Intelligence Center (PS-STIC) LNO for coordination and de-confliction of disaster intelligence on fuel supplies, distribution, rationing and/or violations of law.
 - n) Coordinate and disseminate public information, crisis communications and educational messaging with SEOC public information officer (PIO), local governments and private sector.
 - 2. SEOC Finance LNO
 - a) Maintain documentation and records of transactions.
 - b) Maintain contact with the state agencies and FEMA coordinating element as appropriate.
 - c) Compile, analyze, track, record and disseminate procurement and expenditure information.
 - d) Prepare reports and supportive documentation on use of state owned, procured and contracted fuel supplies.
 - e) Prepare reports and supportive documentation on use of federal fuel support and associated state expenditures.
 - 3. SEOC Resource Management LNO
 - a) Coordinate with SEOC LNOs 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.
 - b) Coordinate with SEOC LNOs and SEOC Finance LNO to track and account for the receipt, expense and documentation related to fuel use and procurement.
- B. Illinois Department of Transportation (IDOT)
 - 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.
 - 2. Coordinate the issuance of waivers and exemptions for fuel transportation and delivery.
 - a) Identify appropriate arterial routes for movement of fuel



resources.

- b) Coordinate with AHJs on the use of non-state-maintained routes.
- c) In conjunction with other applicable state agencies, assist in loss, absence and potential shortage of available fuel supplies and capacity.

C. Illinois State Police (ISP)

- 1. Coordinate with the SEOC, FEMA LNO and local law enforcement to identify the need for and provide security to approved fuel sites, facilities and operations.
- 2. Coordinate force security and protection for the arrival, transit, transport, distribution, storage and exit of fuel resources.
- 3. Disseminate information to all law enforcement officers on fuel sites, facilities and operations.
- 4. Disseminate transportation related waivers and exemptions to all law enforcement entities and partner organizations.

D. Illinois Commerce Commission (ICC)

- 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.
- 2. Coordinate with public, cooperative and private sector utilities to identify fuel requirements and requests for support.
- 3. Coordinate with public, cooperative and private sector utilities to identify sites capable of receiving, distributing and storing fuel.
- 4. Coordinate with regulated facilities to identify natural gas requirements, shortfalls and capabilities.
- 5. Coordinate with facilities to identify propane requirements, shortfalls and capabilities.
- 6. Coordinate with the SEOC Private Sector LNO and private sector organizations responsible for rail, telecommunications, energy, and other regulated industries to determine unmet needs or shortfalls in fuel supplies.



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7. Disseminate information to regulated industries regarding SEOC fuel management information.
- E. Illinois Secretary of State (SOS)
1. Provide force security and protection for the arrival, transit, transport, distribution, storage and exit of fuel resources.
 2. Disseminate information to all SOS sworn officers and critical personnel on fuel sites, facilities and operations.
 3. Coordinate with SEOC LNOs on authorized waivers and exemptions.
- F. Illinois Department of Revenue (IDOR)
1. Coordinate with the SEOC legal LNO to incorporate waivers and exemptions into proclamation draft.
 2. Coordinate with SEOC LNOs on authorized waivers and exemptions.
- G. Illinois Department of Agriculture (IDOA)
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.
- H. Illinois Department of Central Management Services (CMS)
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.
 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. Identify state facilities capable of receiving, distributing and storing fuel.
 4. Establish and maintain master contracts for motor vehicle fuel, which can be utilized during response and recovery.
 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.



- I. Illinois Environmental Protection Agency (IEPA)
 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.
 2. Consult with other agencies on environmental considerations and protection measures for permanent, temporary or commercial dispensing sites.
 3. Consult with other agencies on the review of site safety plans for permanent, temporary or commercial dispensing sites.

- J. Illinois National Guard (ILNG)
 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.
 2. Coordinate with SEOC agencies having a role in fuel management to establish security requirements for transportation and distribution of fuel.
 3. Establish and secure Forward Supply Points (FSP) as needed for ILNG sustainment. A FSP is an area where supplies, services and materials are located and issued to units responding to an incident and are usually temporary and mobile in nature.
 4. Assist SEOC in fuel management and distribution operations.

- K. Office of State Fire Marshal (OSFM)
 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.
 2. Coordinate with OSFM Division of Petroleum and Chemical Safety to conduct inspections of underground storage and dispensing infrastructure.
 3. Coordinate with OSFM Division of Fire Prevention to conduct inspections of aboveground storage sites and dispensing infrastructure.
 4. Coordinate with OSFM Division of Petroleum and Chemical Safety on the issuance of waivers and exemptions for fuel management and storage and dispensing repairs.



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5. Identify fuel storage capacities at registered underground sites.
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.

L. Illinois Department of Natural Resources (IDNR)

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

IV. Authorities and References

A. 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.
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.

B. 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.



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4. 41 IAC 174.100 Underground Storage Tank Regulation, as amended.

V. Attachments

- A. Tab 1 – State Pre-Identified Fueling Locations/Capacities
- B. Tab 2 – Master Contract Listing – Fuel Suppliers
- C. Tab 3 – Fueling Capabilities
- D. Tab 4 – State Specialized Equipment Requirements
- E. Tab 5 - Generators
- F. Tab 6 - State capability to do immediate estimation of on-hand fuel
- G. Tab 7 - Pups (fueling truck or trailer of 300 gallons or less), trucks, etc.
- H. Tab 8 - MOU/MOA/MAA