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City of Chicago

**Central Business District
Evacuation Plan**



Richard M. Daley
Mayor

Participating Agencies

Primary Agency: Chicago Police Department

Coordinating Agency: Office of Emergency Management & Communications

Support Agencies: City Departments & Sister Agencies
Chicago Fire Department
Chicago Office of the Mayor/Mayor's Press Office
Chicago Department of Streets & Sanitation
Chicago Department of Transportation
Chicago Department of Fleet Management
Chicago Department on Aging
Mayor's Office for People with Disabilities
Chicago Department of Human Services
Chicago Transit Authority

External Agencies & Other Governments

Metra
Illinois Department of Transportation
Illinois State Police
Illinois Emergency Management Agency
Cook County Sheriff's Police
Cook County Emergency Management Agency
American Red Cross of Greater Chicago
Salvation Army

Purpose

At any time, a major emergency may require the evacuation of the Central Business District (CBD), the boundaries of which are Division Street on the north, Roosevelt Road on the south, Lake Michigan on the east, and Halsted Street on the west.

This Plan is written to define, for all appropriate City departments, sister agencies, and external partners, the City of Chicago's evacuation levels and evacuation operations, and describe the responsibilities of all participating agencies.

OEMC is responsible for maintaining this plan, which was written and is updated with the participation of critical City departments, sister agencies, and key external participants. The City's planning cycle includes plan development, conducting training and exercises to test its assumptions and procedures, and making revisions of the Plan on an annual basis based on the lessons learned from exercises and experience here and around the world.

Evacuation Authority

The Illinois Emergency Management Agency Act (20 ILCS 3305/7) provides the Governor of Illinois the emergency powers to:

- Recommend the evacuation of all or part of the population from any stricken or threatened area within the State;
- Prescribe routes, modes of transportation, and destinations in connection with the evacuation; and
- Control ingress and egress to and from a disaster area, the movement of persons within the area, and the occupancy of premises therein.

The Mayor of the City of Chicago may **recommend** an evacuation, rather than **require** one.

Evacuation Objectives

- Identify the emergency incident or threat and the immediate danger area.
- Notify people in the immediate area about the danger and inform them of the steps they need to take for an effective evacuation.
- Notify people outside the immediate danger area to shelter-in-place and/or other appropriate actions to take until notified by City agencies.
- Protect the health and safety of evacuees.
- Provide transportation resources.
- Facilitate emergency resources for people who have evacuated the immediate danger area.
- Conduct response and recovery operations, if necessary, in coordination with the evacuation.
- Monitor the emergency incident or threat, and modify the evacuation activities accordingly.
- Establish thorough "re-entry" procedures, a smooth transition from evacuation (response) to re-entry (recovery), which will reduce the physical, psychological, and financial impact of an emergency incident on our city.

Assembly & Transportation Centers

Assembly & Transportation Centers (ATC) may be activated by the OEMC, based on the size and scope of the incident. An ATC is an area or building designated to serve as a "way station" for evacuees. It is used to organize and link up pedestrian evacuees with public transportation assets, to provide basic first aid and water, to perform limited decontamination, and to determine if evacuees need overnight shelter.

In coordination with the CTA Central Business District Evacuation Plan, ACTs are located so that available transportation assets can be directed toward these locations to further assist evacuees.

- CPD and other law enforcement personnel will provide security at these facilities.
- Chicago Department of Human Services, American Red Cross, and/or Salvation Army personnel will provide support services and basic medical care at these facilities.

Sheltering

Depending on the emergency, many evacuees may not be able to return to their homes quickly after an evacuation of the CBD. Existing shelters in and around the City of Chicago (hotels, motels or community centers previously designated by the Chicago Department of Human Services, the American Red Cross of Greater Chicago, the Salvation Army and other agencies) will be activated to accommodate these evacuees. CPD or other law enforcement personnel will provide security at these facilities, as appropriate.

Evacuation Levels

Evacuation Level I

A Level I evacuation is similar to a **rush-hour egress**. There is no **immediate** danger. Level I requires local resources already in place throughout the CBD, with an increase in CTA and Metra services. The public moves freely in and around the CBD.

Conditions	No casualties or direct threat to life
	No incident site or direct threat to life
	No public panic
	No public announcement of an emergency
Event Examples	CBD Power Outage
	Perceived threat to Chicago

Participating Agency	Immediate Response	Event +2 Hours	Event +8 Hours
Chicago Office of Emergency Management & Communications	●	●	●
Chicago Police Department	●	●	●
The Salvation Army	●	●	●
Chicago Fire Department	●	●	

Chicago Transit Authority	●	●	
Metra	●	●	
Chicago Department on Aging	●	●	
Mayor's Office for People with Disabilities	●	●	
Chicago Department of Streets & Sanitation		●	
Chicago Department of Transportation		●	
Illinois Department of Transportation		●	
American Red Cross			●
Chicago Department of Human Services			●

Evacuation Level II

A Level II evacuation requires additional resources from outside the CBD, and requires establishing hot zone and cold zone perimeters. The hot zone will be used for safety and security during an ongoing event, and the cold zone will designate a broader access control area to insulate the hot zone perimeter. During a Level II event, some spontaneous evacuation can be expected. Deployment and diversion of transportation assets will be based upon time of day, type of event, and location. At this level, the Joint Operations Center will be activated.

Conditions	Existent, identifiable, containable threat to life/casualties (not chemical or biological)
	Limited Casualties
	Clear Incident Perimeter
	Public confusion/Imperfect Information
	Limited self-evacuation
Event Examples	Single building catastrophic event
	Major gas leak or fire
	Large fire or explosion (accidental or intentional)

Participating Agency	Immediate Response	Event +2 Hours	Event +8 Hours
Chicago Office of Emergency Management & Communications	●	●	●

Chicago Police Department	●	●	●
Chicago Fire Department	●	●	●
Chicago Department of Streets & Sanitation	●	●	●
Chicago Department of Transportation	●	●	●
The Salvation Army	●	●	●
Chicago Transit Authority	●	●	
Metra	●	●	
Chicago Department on Aging	●	●	
Mayor's Office for People with Disabilities	●	●	
Cook County Sheriff's Police		●	●
Illinois State Police		●	●
Illinois Department of Transportation		●	●
Chicago Department of Human Services		●	
Illinois Emergency Management Agency		●	
American Red Cross		●	●

Evacuation Level III

A Level III evacuation will require extensive support from outside agencies and resources. The JOC will be activated. Events necessitating a Level III evacuation will result in a large number of spontaneous evacuees. A large outer perimeter will be established, as well as a fluid inner perimeter. Both of these perimeters are event-specific. Transportation and mass care resources will be activated as well as local, regional and state law enforcement and first responder assets. The outer perimeter may include closure or redirection of area expressways, and main arterial streets.

Conditions	Secondary incident after any level I or II event
	Severe damage
	General, widespread confusion
	No transportation (personal or public) movement in the CBD

	Limited ingress/egress for emergency vehicles
	High number of casualties
	CBRN or hazmat – uncontained
	Extensive need for temporary sheltering
	Extensive spontaneous evacuation
	September 11, 2001 terrorist attacks
Event Examples	Oklahoma City bombing
	Large explosions and subsequent fires of man-made or of unknown origin
	Detection of CBRN agents in the CBD
	Multiple vehicle bombs
	Large HazMat of unknown origin

Participating Agency	Immediate Response	Event +2 Hours	Event +8 Hours
Chicago Office of Emergency Management & Communications	●	●	●
Chicago Police Department	●	●	●
Chicago Fire Department	●	●	●
Chicago Department of Transportation	●	●	●
Chicago Department of Streets & Sanitation	●	●	●
Illinois Department of Transportation	●	●	●
The Salvation Army	●	●	●
Chicago Transit Authority	●	●	
Metra	●	●	
Chicago Department on Aging	●	●	
Mayor's Office for People with Disabilities	●	●	
Chicago Department of Fleet Management		●	●
American Red Cross		●	●
Chicago Department of Human Services		●	●
Cook County Sheriff's Police		●	●

Illinois State Police		●	●
Illinois Emergency Management Agency		●	●
Cook County Emergency Management Agency		●	●

Activation Protocols

The **Mayor**, through **OEMC**, initiates activation of this plan.

If necessary, the **Illinois Emergency Management Agency (IEMA)** will be notified by the OEMC of the activation and to request activation of the Illinois Department of Transportation Evacuation Plan for Chicago Central Business District & Chicago Expressway System.

All critical City departments and sister agencies will be notified via the OEMC Operations Center, supported by 311, when the decision to activate the Plan is made. The Cook County Sheriff's Police and the Illinois State Police will also be notified by the Operations Center.

The **Media Affairs Unit** of the **OEMC** will coordinate immediately with the **Mayor's Press Office**, as well as the Public Information Officers of **Police** and **Fire** and all other relevant City departments and sister agencies to prepare and disseminate public information.

Emergency Public Information

- During a major emergency, the City of Chicago **must** provide a timely, uniform message to the public.
- The **OEMC** is the coordinating agency for all emergency public information and is responsible for the development and dissemination of a single message through the Joint Information Center (JIC).
- The OEMC will coordinate information received from the **Mayor's Office**, **CFD**, **CPD**, and other City agencies to develop instructions and recommendations for the public and to provide information to responders in the field.

The City has several public information procedures and/or tools in place (*see below*) that may be used during an evacuation incident:

- Emergency Alert System (EAS): This system will send a message to all EAS subscriber TV and radio networks in the Chicago market.
- Emergency Telephone Notification System (ETNS): This system will send a recorded message to telephones in a geographically specified area or to a pre-programmed list of contacts.

- Emergency Information Telephone Bank (877-745-INFO): In case of a major emergency that will require evacuation or sheltering-in-place, instructions will be provided to callers through the telephone bank. OEMC's Executive Director or his/her designee will authorize the activation of the phones depending on information gathered at the scene.
- EARN – Emergency Alert Radio Network: This system is activated by the Chicago Police Department (001st District) and maintained at and by members of the Building Owners and Managers Association (BOMA) to provide emergency notifications to participating members.
- Private Sector Contacts: The OEMC Operations Center maintains a list with contact information to notify designated representatives of large residential, commercial, financial, industrial, health care facilities, and schools of the need to evacuate or shelter-in-place with specific instructions.
- Media: The OEMC Director of Media Affairs and/or designee will immediately notify the media, by developing and distributing a press release based on pre-scripted messages and previously developed incident specific procedures, with periodic updates on the situation.
- 311 and 911 call-takers and dispatchers.
- City of Chicago website.
- Emergency vehicles' public address systems.

Chicago Police Department**

Evacuation Level I

- Respond to and evaluate the incident
- Maintain civil order during the evacuation
- Assist in the evacuation of persons with special needs, as available
- Provide traffic control during evacuation operations and throughout the CBD
- Relay information to OEMC
- Maintain safety and security of citizens and property within the affected area
- Utilize EARN notification protocols to provide information and instructions to effected buildings

Evacuation Level II

- Respond to and evaluate the incident
- Establish hot zone and cold zone perimeters, modifying perimeters as necessary
- Maintain civil order during the evacuation
- Assist in the evacuation of persons with special needs, as available
- Provide vehicular and pedestrian traffic control during and after evacuation operations
- Position personnel to utilize vehicle/portable public address systems to provide specific instructions to evacuees

- Relay information to OEMC/Joint Operations Center
- Provide area, perimeter, and facility security for the evacuated area
- Coordinate with state and federal intelligence or investigative teams
- Deploy assets as available or instructed to close downtown expressway ramps
- Coordinate assistance using Cook County Sheriff's Police or Illinois State Police for perimeter or site security, as necessary
- Provide security at ATC(s) and/or overnight shelters, if any are activated
- Utilize EARN notification protocols to provide information and instructions to effected buildings.
- Assign supervisory personnel to the Unified Command Post at designated site to coordinate field operations

Evacuation Level III

- Respond to and evaluate the incident
- Establish hot zone and cold zone perimeters, modifying as necessary
- Deploy assets as available for closure of expressway ramps, per the State of Illinois Evacuation Plan for Chicago Central Business District & Chicago Expressway System
- Provide vehicular and pedestrian traffic control during and after evacuation operations
- Assist in the evacuation of persons with special needs, as available
- Position personnel to utilize vehicle/portable public address systems to provide specific instructions to evacuees
- Maintain civil order and safety of citizens in the affected area during and after the evacuation
- Relay information to OEMC/Joint Operations Center
- Provide area, perimeter, and facility security for the evacuated area
- Initiate staffing assignments to include Assembly & Transportation Centers (ATC) (security, traffic control), downtown train stations (in coordination with Metra), and overnight shelters (security).
- Coordinate assistance using Cook County Sheriff's Police or Illinois State Police for (1) perimeter security, (2) site security, (3) ATC Security & Traffic Control, (4) parking garage closures, or (5) overnight shelter security, as necessary
- Coordinate with state and federal intelligence or investigation teams
- Utilize EARN notification protocols to provide information and instructions to effected buildings.
- Assign supervisory personnel to the Unified Command Post at designated site to coordinate field operations

**** See CPD Central Business District Evacuation Deployment Plan Appendix.**

Chicago Office of Emergency Management and Communications**

Evacuation Levels I, II, and III

- Monitor the incident and the potential threat to the area
- Coordinate public information through the OEMC Media Affairs Office using any or all of the methods described on page 8
- Advise the Mayor's Office
- Through the Operations Center (OC), notify all affected city, state, and federal agencies

- Liaison with state and federal agencies, as necessary
- Communicate appropriate information to critical commercial organizations as described on page 8
- Activate and operate the Joint Operations Center, if necessary
- Establish and assign personnel to the Unified Command Post at designated site to coordinate field operations
- Assign Traffic Control Aides to work with CPD, as required
- Provide supplemental phone services, if necessary
- 311 Operations – Assist the Operations Center with notifications to critical personnel
- 911 Operations – Monitor call volume and type to assist with response
- Coordinate and modify participating department and agency response activities and incident perimeters, evacuation area and routes, and transportation system modifications
- Evaluate overnight shelter needs and initiate shelter activation as necessary
- Coordinate sheltering activities and services of the Chicago Department of Human Services, the American Red Cross, the Salvation Army, and other relevant agencies
- Evaluate the need for activation of Assembly & Transportation Centers (ATCs) and initiate ATC activation accordingly
- Oversee activation and staffing of ATCs, and coordinate with American Red Cross, The Salvation Army, CTA, CPD, ISP, and CCSP, accordingly
- Coordinate closure of ATCs
- Initiate and coordinate re-entry/recovery planning with city agencies, business, and commercial organizations after the emergency

**** See OEMC Central Business District Evacuation Deployment Plan Appendix.**

Chicago Fire Department

Evacuation Level I

- Assist in the evacuation of persons with special needs, as available
- Investigate perceived hazmat threats and determine safe evacuation routes, as necessary
- Assist with high rise evacuations and Northwestern Memorial Hospital, as necessary
- Respond to medical emergencies and emergency victims
- Relay event information to OEMC

Evacuation Levels II and III

- Assist in the evacuation of persons with special needs, as available
- Investigate perceived hazmat threats and determine safe evacuation routes, as necessary
- Assist, with high rise evacuations and Northwestern Hospital, as necessary
- Respond accordingly to medical emergencies and emergency victims
- Relay event information to OEMC
- Coordinate perimeters and staging areas with CPD
- Coordinate with state and federal intelligence or investigative teams
- Establish a multi-purpose aid station(s) along evacuation route(s) as needed
- Provide medical services at ATCs as needed
- Assign supervisory personnel to the Unified Command Post at designated site to coordinate field operations

Chicago Office of the Mayor / Mayor's Press Office

Evacuation Level I

- Serve as the primary spokesperson before the media (or delegate that function)
- Give final approval of information and instructions released (or delegate that function)
- Directly or through the MPO, approve location for media briefings, and any special provisions for media access or coordination.
- Communicate, as necessary, with the Metropolitan Mayors Caucus and other urban leaders

Evacuation Levels II and III

- Serve as the primary spokesperson before the media (or delegate that function)
- Give final approval of information and instructions released (or delegate that function)
- In concert with the OEMC, determine need for and location of JIC, and contact appropriate departments PIOs to staff
- Directly or through the MPO, approve location for media briefings, and any special provisions for media access or coordination
- Communicate, as necessary, with the Metropolitan Mayors Caucus and other urban leaders
- Coordinate with state authorities as necessary regarding ordering of an evacuation and/or declaration of an emergency or disaster

Chicago Department of Streets & Sanitation

Evacuation Levels I

- Utilize or re-designate existing CBD personnel to assist with street closures, or towing, as necessary
- Deploy temporary (STOP) signage in cases of traffic light outages
- Maintain any necessary street closures and signage

Evacuation Levels II and III

- Utilize or re-designate existing CBD personnel to assist with street closures and perimeter security, or towing/relocating vehicles, as necessary
- Deploy temporary (STOP) signage in cases of traffic light outages
- Maintain necessary street closures and signage
- Assist in preparations for ATCs, as necessary
- Provide vehicles for towing or relocations, or blocking of streets as necessary.
- Provide heavy machinery and/or equipment, as necessary
- Deploy barricades for traffic/crowd control
- Staff OEMC – JOC

Chicago Department of Transportation

Evacuation Level I

- Assist with street closures as necessary
- Maintain any necessary street closures

Evacuation Levels II and III

- Utilize or re-designate existing CBD personnel to assist with street closures and perimeter security, or towing/relocating vehicles, as necessary
- Deploy temporary (stop) signage in cases of traffic light outages
- Maintain necessary street closures and signage
- Provide heavy machinery and/or equipment, as necessary

Chicago Department of Fleet Management

Evacuation Level III

- Report to locations indicated by OEMC or CPD to assist with traffic control
- Deploy Fleet vehicles to assist with on-site refueling and maintenance of city vehicles involved in evacuation efforts
- Provide heavy machinery and/or equipment as necessary

Chicago Department on Aging

Evacuation Level I

- Contact and coordinate with special needs population to provide information and guidance

Evacuation Levels II and III

- Contact and coordinate with special needs population to provide assistance
- Coordinate with Chicago Department of Human Services, the American Red Cross, the Salvation Army and other relevant agencies regarding special needs populations who are at ATC(s), or staying in overnight shelters

Chicago Mayor's Office for People with Disabilities

Evacuation Level I

- Contact and coordinate with special needs population to provide information and guidance

Evacuation Levels II and III

- Contact and coordinate with special needs population to provide assistance
- Coordinate with Chicago Department of Human Services, the American Red Cross, the Salvation Army and other relevant agencies regarding special needs populations who are at ATC(s), or staying in overnight shelters

Chicago Department of Human Services

Evacuation Level I

- Alert staff to be on stand-by after receiving notification from the OEMC
- If event of long duration, (e.g. power outage), assist evacuees in need of support services

Evacuation Level II

- Assist evacuees in need of support services
- In concert with the OEMC, coordinate staffing of ATC(s) and/or sheltering activities and services of the American Red Cross, the Salvation Army, and other relevant agencies

Evacuation Level III

- Deploy staff to ATCs
- Assist any evacuees in need of support services
- In concert with the OEMC, coordinate staffing of ATC(s) and/or sheltering activities and services of the American Red Cross, the Salvation Army, and other relevant agencies

Chicago Transit Authority**

Evacuation Level I

- Initiate **Level 1** of the CTA Central Business District Emergency Evacuation Plan
- Coordinate alterations in schedule with Metra, OEMC, and CPD

Evacuation Level II

- Initiate **Level 2** of the CTA Central Business District Emergency Evacuation Plan
- Coordinate alterations in schedule and routes with Metra, OEMC, and CPD

Evacuation Level III

- Initiate **Level 3** of the CTA Central Business District Emergency Evacuation Plan
- Coordinate alterations in schedule and routes with Metra, OEMC, and CPD
- Deploy staff to ATCs and coordinate movement of assets to ATCs with OEMC
- Continue alternate train boarding and bus re-routes as necessary, if downtown stations are inoperable or streets are impassable

** See *CTA Central Business District Evacuation Plan Appendix*.

Metra

Evacuation Level I

- Initiate **Level 1 Evacuation** of the Metra Emergency Response Plan to System Incidents
- Coordinate alterations in schedule and routes with OEMC, CTA and suburban law enforcement, as necessary

Evacuation Level II

- Initiate **Level 1 Evacuation** of the Metra Emergency Response Plan to System Incidents
- Coordinate alterations in schedule and routes with OEMC, CTA, CCSP, and suburban law enforcement agencies as necessary

Evacuation Level III

- Initiate **Level 2 Evacuation** of the Metra Emergency Response Plan to System Incidents
- Coordinate alterations in schedule and routes with OEMC, CTA, CCSP, and suburban law enforcement agencies, as necessary
- Continue alternate boarding if downtown stations are inoperable

Illinois Department of Transportation

Evacuation Level I

- Initiate and maintain expressway/highway closures and express lane reversals as described in the State of Illinois Evacuation Plan for Chicago Central Business District & Chicago Expressway System (IDOT Appendix), as necessary
- Ensure coordination with the OEMC and CPD throughout event

Evacuation Level II

- Initiate and/or maintain expressway/highway closures and express lane reversals as described in the State of Illinois Evacuation Plan for Chicago Central Business District & Chicago Expressway System
- Ensure coordination with the OEMC and CPD throughout event

Evacuation Level III

- Initiate full activation of the State of Illinois Evacuation Plan for Chicago Central Business District & Chicago Expressway System
- Ensure coordination with OEMC and CPD throughout event
- Coordinate with state maintenance resources to maintain expressway/highway express lane reversals and closures, as necessary

Illinois State Police

Evacuation Level I

- Initiate and/or maintain expressway/highway closures and express lane reversals as described in the State of Illinois Evacuation Plan for Chicago Central Business District & Chicago Expressway System, as necessary

Evacuation Level II

- Initiate and/or maintain expressway/highway closures and express lane reversals as described in the State of Illinois Evacuation Plan for Chicago Central Business District & Chicago Expressway System

- Coordinate with CPD as necessary to assist with incident perimeter and overnight shelter security

Evacuation Level III

- Initiate full operation of the State of Illinois Evacuation Plan for Chicago Central Business District & Chicago Expressway System
- Coordinate with CPD as necessary to assist with incident perimeter security, ATC security, and overnight shelter security

Illinois Emergency Management Agency

Evacuation Levels II and III

- Activate elements of the State Plan, as necessary
- Assist in coordination of state and federal resources needed for evacuees who cannot return to their residences
- Assign personnel to staff Chicago JOC

Cook County Sheriff's Police

Evacuation Levels II and III

- Coordinate with Metra to provide security at outlying Metra stations
- Coordinate with CPD as necessary to assist with incident perimeter and overnight shelter security

Cook County Emergency Management Agency

Evacuation Level III

- Activate, as needed, in response to Metra Level 2 Evacuation and provide assistance at outlying Metra stations
- Assistance, as needed, with activating suburban shelters
- Assistance, as needed, in providing support services to evacuees at outlying Metra stations
- Ensure coordination with the OEMC throughout event

American Red Cross

Evacuation Level I

- Alert staff to be on stand-by after receiving notification from OEMC
- If a long duration event, (e.g. power outage), assist evacuees in need of support services

- Provide mental health workers to ATCs to assist in the mental health of workers and civilians, as necessary

Evacuation Level II

- Assist evacuees in need of support services
- Coordinate overnight shelter needs for evacuees
- Activate call center, if requested
- Provide mental health workers to ATCs to assist in the mental health of workers and civilians, as necessary

Evacuation Level III

- Assist any evacuees in need of support services
- Assist with closure of ATCs
- Coordinate overnight shelter needs for evacuees
- Activate call center, if requested
- Provide mental health workers to ATCs to assist in the mental health of workers and civilians, as necessary

The Salvation Army

Evacuation Level I

- Alert staff to be on stand-by after receiving notification from OEMC
- If a long duration event, (e.g. power outage), assist responders in need of support and rehab services
- Activate Pastoral Crisis Intervention Teams, if necessary
- Provide immediate response to provide hydration; over an extended period of time to provide food services along with hydration

Evacuation Level II

- Assist responders in need of support and rehab services
- Coordinate overnight shelter needs for responders, if needed
- Activate call center, if requested
- Activate Pastoral Crisis Intervention Teams, if necessary
- Provide immediate response to provide hydration; over an extended period of time to provide food services along with hydration

Evacuation Level III

- Assist any responders in need of support and rehab services
- Coordinate overnight shelter needs for responders, if needed
- Activate call center, if requested
- Activate Pastoral Crisis Intervention Teams, if necessary
- Provide immediate response to provide hydration; over an extended period of time to provide food services along with hydration

Plan Appendices

CPD Central Business District Evacuation Deployment Plan

OEMC Central Business District Evacuation Deployment Plan

CTA Central Business District Evacuation Plan

State of Illinois Evacuation Plan for Chicago Central Business District & Chicago Expressway System