



# Shelter Management Plan

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## Section 1: Plan Fundamentals

### 1.1 Purpose

- A) The plan is intended to help guide shelter planning. It provides all the planning information and guidelines that are relevant for consideration before opening disaster shelters.
- B) The choice and use of a particular facility often is dependent upon the objectives for providing shelter, the number of persons who may reside in the shelter, the characteristics of the event/incident, the availability and kinds of services that may be offered, etc.
- C) There are many details to consider when selecting a facility for sheltering. Among them are: the supporting infrastructure (e.g. water, sanitation), electric/generator support, HVAC, security, and food services.
- D) It may become necessary to turn to local resources to fill the gaps of any facility that is selected.
- E) This guidance document does not directly address providing support for individuals with disabilities or functional needs, but rather addresses issues relevant to general sheltering operations.
- F) At Purdue University, planning ahead for emergencies is part of normal business planning and campus life, and all members of the campus community share a responsibility for preparedness.

### 1.2 Scope:

- A) This plan is designed for a major incident that results in displacing Purdue students from their normal housing accommodations. The plan is for Purdue University—West Lafayette campus.

### 1.3 Laws and Authorities:

- A) Public Law:
  - 1) Homeland Security Presidential Directive (HSPD) 5, February 28, 2003, Management of Domestic Incidents
  - 2) Federal Civil Defense Act of 1950, as amended Public Law 920-81st Congress (50 USC App. 2251-2297)
  - 3) Disaster Relief Act of 1974: Public law 93-288
  - 4) Emergency Planning and Community Right to Know Act (EPCRA)
  - 5) Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 106-390, as amended (USC Title 42, The Public Health and Welfare Chapter 68, Disaster Relief), 2000

- 6) The Disaster Mitigation Act of 2000 (DMA 2000) (P.L. 106-390)
- 7) The Higher Education Opportunity Act (Public Law 110-315) (HEOA) was enacted on August 14, 2008, and reauthorizes the Higher Education Act of 1965, as amended (HEA).

B) Indiana Statutes:

- 1) IC 10-14-2, Chapter 2, Emergency Related Duties of Department of Homeland Security
- 2) IC 10-14-4, Chapter 4, State Disaster Relief Fund
- 3) IC 10-14-5, Chapter 5, Emergency Management Assistance Compact
- 4) IC 10-14-6, Chapter 6, Interstate Emergency Management and Disaster Compact

C) University Executive Memoranda:

- 1) Environmental Health and Safety Compliance  
<http://www.purdue.edu/policies/facilities-safety/iva4.html>

#### 1.4 Situation Overview – West Lafayette Campus

- A) Purdue University is located in West Lafayette, IN (Tippecanoe County). According to the current Census, the population of Tippecanoe County is over 167,900 people...highest concentration live in West Lafayette/Lafayette cities.
- B) Purdue's system-wide enrollment is over 70,000 students; however, this plan is designed for the West Lafayette campus which has an enrollment of over 43,000 students from 50 states and over 100 countries (the largest group from China.)
- C) There are over 15,000 faculty and staff members at the West Lafayette campus.
- D) The West Lafayette campus is a "community" of over 50,000 faculty, staff, and students.

#### 1.5 Planning Assumptions:

- A) Purdue University's Shelter Management Plan is based on assumptions that provide a basic foundation for establishing our operating procedures and checklists. These assumptions must cover a wide range of potential hazards, from natural disasters to various human-caused events. Therefore, the plan's assumptions will be based on "general" considerations. They are:
  - 1) Emergencies may require cooperation/coordination of internal and external departments, organizations, and agencies to include, university, city, county, state, and federal entities.
  - 2) Local, state, and federal services may not be available.

- 3) Basic services, including electrical, water, natural gas, heat, telecommunications, and other information systems may be interrupted.
- 4) Buildings and other structures may be damaged.
- 5) Normal suppliers may not be able to deliver goods.
- 6) Students, faculty and staff may not be able to leave the University.
- 7) Most emergency incidents will occur with little or no warning.

## **Section 2: Concept of Operations**

### **2.1 Introduction**

- A) The Purdue Shelter Management Plan is designed to incorporate all areas of comprehensive emergency management—mitigation/prevention, preparedness, response, and recovery.
- B) The Director, Campus Emergency Preparedness and Planning, will spearhead the development, coordination, and revision of the plan.

### **2.2 Objectives**

- A) The plan's critical objectives are:
  - 1) Preservation of life.
  - 2) Provision of basic needs for shelter, water, and food.
- B) Additional objectives:
  - 1) Provide strong leadership and effective management.
  - 2) Ensure a quick response to a major incident that requires shelter activation.
  - 3) Implement the NIMS Incident Command System.
    - (i) Require all applicable personnel be trained on NIMS requirements.
  - 4) Ensure the development of departmental standard operating procedures (SOPs) and checklists to respond to the incident.
  - 5) Develop and maintain mutual aid agreements with local agencies, as needed.
  - 6) Partner with local, state, and federal agencies and appropriate private sector organizations.
  - 7) Develop and implement an effective communications process for internal and external stakeholders.
  - 8) Periodically, exercise the plan to ensure its effectiveness and change as needed.

### **2.3 Plan Activation**

- A) The Emergency Operations Center Director (normally the Senior Director of Environmental Health and Public Safety) will direct shelter activation.
- B) Reference the Shelter Activation Checklist (attachment 1.)
- C) The primary shelter location is France A. Córdova Recreational Sports Center.
- D) Any secondary location needed will be determined by the Senior Director, EHPS, or designee, based on best information available at the time of the need.

## 2.4 Emergency Operations Center (EOC)

- A) The purpose of the EOC is to serve as the single focal point and command center for the management of information, decision-making, and resource support and allocation in an emergency and recovery process and sharing of this information with the University President, or designee. The primary functions of the EOC are to:
- 1) Provide support to Incident Commander.
  - 2) Determine policy directions as needed.
  - 3) Provide resources needed by the campus.
  - 4) Provide direction and support to field activities.
  - 5) Address issues that are beyond capabilities in the field.
  - 6) Provide “one voice” in communicating emergency information to the public (normally Marketing & Media personnel fill this role).
- B) EOC Activation: When an emergency occurs, the Senior Director Environmental Health & Public Safety, or designated representative, will determine if the EOC is to be activated and, if activated, which positions will be staffed for the emergency response. Refer to the EOC Handbook (IEMP attachment 5) for specific procedures.



## **Section 3: Organization and Assignment of Responsibilities**

- 3.1 Senior Director of Environmental Health and Public Safety (EHPS) and Emergency Operations Center (EOC) Director**
- A) Directs EOC activation, as needed, and determines additional departmental representatives needed at the EOC.
  - B) Directs shelter activation.
  - C) Coordinates with Marketing & Media staff to ensure senior leadership is updated on incident and shelter operations.
  - D) Coordinates with PUPD/PUFD Chiefs and determines any Purdue ALERT activation requirements.
  - E) Determine whether activation of Crisis Communication Team is needed
- 3.2 Emergency Preparedness Office Staff**
- A) Serve as the EOC Coordinator; activates the EOC as directed by the EOC Director.
  - B) Coordinate with shelter partners (Red Cross, TEMA, etc.) ensuring they are informed of shelter needs; assist in shelter operations, as needed.
- 3.3 Purdue University Police Department**
- A) Provide shelter location security.
  - B) Manage traffic around shelter location.
  - C) Deploy signage, light towers, cones, barriers, and other safety equipment as requested by Shelter Manager and/or EOC Director.
- 3.4 Purdue University Fire Department**
- A) Provide Emergency Medical Service support.
- 3.5 Purdue University Marketing and Media Office**
- A) Coordinate with the EOC Director on press releases.
  - B) Assist the EOC Director in informing senior leadership on shelter updates.
- 3.6 Vice Provost for Student Life**
- A) Coordinate with EOC Director on additional housing and food service options, based on type of shelter (short term or long term).
- 3.7 Office of the Dean of Students**
- A) Using established crisis response procedures, assist students who require sheltering, as needed.
- 3.8 Recreation & Wellness Staff**
- A) Provide the shelter facilities and maintain supplies throughout the shelter period.

**3.9 Red Cross**

- A) Manage or partner with University personnel for shelter operations. Assist with basic needs – food and water

**3.10 Tippecanoe County Emergency Management Agency**

- A) Assist as needed.

## Section 4: Direction, Control, and Coordination

### 4.1 National Incident Management System

- A) Purdue University has adopted the National Incident Management System (NIMS) which includes the Incident Command System (ICS)...a standardized, on-scene, all-hazard incident and resource management concept. NIMS is a comprehensive, national approach to incident management that is applicable to all jurisdictional levels and across functional disciplines. The intent of NIMS is to be applicable across a full spectrum of potential incidents and hazard scenarios, regardless of size or complexity.
- B) NIMS is designed to improve coordination and cooperation between public and private entities in domestic management activities. Response actions will be based on the ICS. All Purdue First Responders comply with NIMS training requirements.
- C) All individuals involved in shelter management planning should at a minimum, take the following on-line NIMS courses:
  - 1) **IS-700: NIMS, An Introduction**
  - 2) **IS-100: Introduction to the Incident Command System (ICS)**

### 4.2 Incident Command System—Purdue University

- A) Incident command should be used for a shelter driven incident. If the Incident Commander (IC) requires assistance in managing the incident, (to include shelter activation), he/she will request that the EOC Director activate the Emergency Operations Center (EOC).
- B) See the Integrated Emergency Management Plan for additional information on IC roles and responsibilities.

## **Section 5: Communication**

**5.1** The primary objective is to provide timely and accurate information to the university's stakeholders in preparation for – and in response to – a major incident that requires shelter activation. Marketing and Media will implement their crisis communications plan to ensure this objective is met.

### **5.2 Communication goals:**

- A) Identify personnel with communications responsibilities, and develop lines of response and contingency plans.
- B) Define a common language and identify communications approval processes.
- C) Provide information about the university's shelter plan, and advise stakeholders where to find information.
- D) Ensure stakeholders have access to accurate and timely information to address fears and anxieties.
- E) Gain consensus on speaking with one voice, through internal publications, designated media spokespersons and official Purdue websites.
- F) Develop and/or implement crisis communications plan.

### **5.3 Purdue ALERT**

- A) Purdue ALERT is the University's emergency warning notification program. There is no way to reach everyone instantly with a single message or system. The objective is to balance the need to provide warnings as quickly as possible with the need to ensure accuracy and provide helpful safety instructions to our campus community. In order to accomplish this, Purdue ALERT has been designed as a multi-layered approach that will help spread the word quickly and accurately. Purdue ALERT may be used to keep the stakeholders informed of the incident and shelter information.
- B) Multiple communication systems and processes make up Purdue ALERT. Activation of all or part of the overall warning notification system will be decided on by the Incident Commander and senior leadership, as time permits.
- C) The Purdue ALERT Emergency Warning Notification Plan (IEMP attachment 6) provides detailed information on activation protocols and concept of operations.

## Section 6: Glossary and Abbreviations

### GLOSSARY

**American Red Cross:** The American Red Cross is a humanitarian organization, led by volunteers, that provides relief to victims of disasters and helps people prevent, prepare for, and respond to emergencies. It does this through services that are consistent with its Congressional Charter and the Principles of the International Red Cross Movement.

**Emergency:** Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Emergency Medical Services:** Services, including personnel, facilities, and equipment required to ensure proper medical care for the sick and injured from the time of injury to the time of final disposition (which includes medical disposition within a hospital, temporary medical facility, or special care facility; release from the site; or being declared dead). Further, EMS specifically includes those services immediately required to ensure proper medical care and specialized treatment for patients in a hospital and coordination of related hospital services.

**Emergency Operations Center (EOC):** The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, tribal, city, county), or some combination thereof.

**Incident:** An occurrence or event, natural or human caused, that requires a response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Incident Action Plan (IAP):** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Command:** Responsible for overall management of the incident and consists of the Incident Commander, either single or unified command, and any assigned supporting staff.

**Incident Commander (IC):** The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Command Post (ICP):** The field location where the primary functions are performed.  
The ICP may be co-located with the incident base or other incident facilities.

**Incident Command System (ICS):** A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**National Incident Management System (NIMS):** Provides a systematic, proactive approach guiding government agencies at all levels, the private sector, and nongovernmental organizations to work seamlessly to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

**Public Information:** Processes, procedures, and systems for communicating timely, accurate, accessible information on the incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

**Public Information Officer (PIO):** A member of the Incident Command Staff responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

## LIST OF ACRONYMS

ARC	American Red Cross
EHPS	Environmental Health and Public Safety
EOC	Emergency Operations Center
EOC Coordinator	Emergency Operations Center Coordinator
EOC Director	Emergency Operations Center Director
IAP	Incident Action Plan; Initial Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IEMP	Integrated Emergency Management Plan
PIO	Public Information Officer
PUFD	Purdue University Fire Department
PUPD	Purdue University Police Department

## **SHELTER ACTIVATION CHECKLIST**

<input type="checkbox"/>	Incident Commander coordinates with the Senior Director, EHPS (also the EOC Director) who determines shelter activation. <ul style="list-style-type: none"><li>• Determine location based on the incident:<ul style="list-style-type: none"><li>○ Primary: France A. Córdoba Recreational Sports Center</li><li>○ Secondary: As determined by the EOC Director</li></ul></li></ul>
<input type="checkbox"/>	Senior Director, EHPS determines if the Emergency Operations Center needs to be activated and implements the Incident Command System (ICS) structure and notifies the Purdue Dispatch Center (PDC) <ul style="list-style-type: none"><li>• Determines if an activation meeting with key players is needed. If yes, request PDC notify department representatives of the meeting and time/location.</li><li>• Notify senior leadership.</li></ul>
<input type="checkbox"/>	Purdue Dispatch Center notifies: <ul style="list-style-type: none"><li>• Police Department</li><li>• Fire Department</li><li>• Campus Emergency Preparedness Office</li></ul>
<input type="checkbox"/>	Emergency Preparedness Office Staff will contact the Red Cross office and request their assistance in setting up and managing the shelter.
<input type="checkbox"/>	Coordinate with and/or request assistance from Tippecanoe County Emergency Management Agency, as needed.
<input type="checkbox"/>	Coordinate with and/or request assistance from Vice Provost for Student Life for possible food service needs.
<input type="checkbox"/>	Coordinate with Dean of Students Office.
<input type="checkbox"/>	Coordinate with Marketing & Media Office.