



# Annex F: Emergency Support Function #6 – Mass Care

August 2018

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## Coordinating Agency

Hamilton County Job & Family Services

## Supporting Agencies

Hamilton County Board of County Commissioners  
Hamilton County Developmental Disabilities Services  
Hamilton County Educational Services Center  
Hamilton County Public Health  
Hamilton County Sheriff's Office  
American Red Cross  
City of Cincinnati Fire Department  
Council on Aging of Southwest Ohio  
Freestore Foodbank  
Ready 2 Recover  
Salvation Army  
Southwest Ohio Regional Transit Authority  
Tri-State Community Organizations Active in Disaster

## Introduction

### Purpose

The purpose of Emergency Support Function (ESF) #6 – Mass Care is to establish how mass care activities will be coordinated prior to, during, and after disasters to meet the emergency needs of Hamilton County, OH. This ESF describes the operational components as well as the roles and responsibilities of the entities necessary to fulfill the duties of ESF #6.

### Scope

Emergency Support Function #6 – Mass Care serves to provide supplemental assistance to local jurisdictions in Hamilton County by identifying and meeting the mass care needs of everyone affected by disasters.

Activities of ESF #6 include the support of emergency mass care shelters, feeding, canteening, distribution of emergency relief items, and support for the transition from emergency sheltering to long-term housing.

### Assumptions

Planning requires assumptions based on statistics, history, behavior pattern and likely future trends. The following assumptions were made as consideration for ESF #6 – Mass Care:

- Hazards may affect one or multiple jurisdictions within Hamilton County. Hazards may also extend beyond the borders of Hamilton County and may require a coordinated response and recovery effort between multiple jurisdictions at the local, county, or even state level.
- Many people displaced by a disaster will stay with family or friends, rather than seek public shelter. Although the majority of people may initially be self-sufficient, as the duration of displacement continues, more people will seek assistance. Depending on the event and area(s) affected, it is estimated between 15-25% of the dislocated population may seek public shelter.

- There are not enough resources within Hamilton County to open mass care shelters in every jurisdiction. Mass care shelters should be opened with consideration to the areas that have the greatest need following a disaster.
- Some individuals and households may choose to evacuate an affected area, even though an evacuation order may not be given.
- The primary reason individuals and households may not evacuate is if they feel they cannot bring their pets with them or if their pets are not taken care of in some way as identified in the preparedness survey disseminated as part of the 2018 Hamilton County Multi-Hazard Mitigation Plan.
- Individuals and households who evacuate to a hotel or the home of a relative or friend may still need mass care assistance in the form of feeding or emergency supplies.
- Disasters and evacuations may cause family members to become separated and unable to locate each other, which may result in minors who are unaccompanied and who may require assistance for reunification with their family.
- Long-term mass care and recovery assistance will be needed before some individuals and households are able to leave mass care shelters.
- Local jurisdictions in Hamilton County may make the decision to activate mass care shelters without coordination with the Hamilton County Emergency Operations Center or the American Red Cross. The jurisdictions may then ask for assistance in sustaining operation of the shelters and require additional resources.
- Law enforcement may be required at mass care shelters to assist with security issues.
- There may be disaster impacts that prevent people from getting to food supply and may require alternate feeding solutions.
- There may be situations where emergency or disasters only impact food and/or water which necessitates the distribution of these supplies.

## Concept of Operations

Emergency Support Function (ESF) #6 – Mass Care consists of five broad activities in relation to the Hamilton County Emergency Operations Plan. These activities are:

ESF #6 Activities	
1.	Supporting Reception Centers and Emergency Shelter Operations
2.	Supporting Canteening Operations
3.	Supporting Feeding Operations
4.	Coordinating Distribution of Emergency Supplies
5.	Supporting Interim Housing

### Supporting Reception Centers and Emergency Shelter Operations

One of the most important disaster-related activities includes the sheltering of individuals and households who have been displaced by hazards in Hamilton County. Emergency sheltering operations within Hamilton County consists of two types: Reception Centers and Emergency Sheltering.

# Reception Centers vs. Emergency Shelters

## Reception Centers



### Short-Term or Intermediate Location Offered to Displaced Individuals and Households

- The purpose of a reception center is to give individuals shelter and to address the most basic of needs:
  - Safe environment from the hazard
  - Access to restrooms
  - A place to sit
- Displaced individuals and households will want the ability to charge their mobile and other electronic devices
- May also be used during Extreme Heat/Cold Incidents to

A reception center is a short-term solution and usually the result of Incident Command identifying a nearby location for displaced individuals and households to congregate.

## Emergency Shelter



### Intermediate or Long-Term Location Offered to Displaced Individuals and Households with More Complex Services

- Emergency shelters include everything that a Reception Center has AND:
  - Sleeping arrangements, usually cots
  - Three meals a day
  - Disaster health and mental health services
  - Shower facilities
- **MUST** be able to support displaced individuals and households with access and functional needs
- Provide incident information regarding:
  - Reconnecting with family members
  - Incident and property status
  - Disaster-related resources available

## Establishing Reception Centers and Emergency Shelters

Within Hamilton County, emergency shelters are usually established between the local jurisdiction and the American Red Cross, though any local jurisdiction can establish an emergency shelter on their own or with the support of other nongovernmental agencies. Some faith-based organizations or other private non-profits may decide to open an emergency shelter of their own accord and without working with their local jurisdiction. Upon discovery of these unofficial emergency shelters, ESF #6 should notify the local jurisdiction and the jurisdiction's local health department to ensure the shelter is properly inspected. ESF #6 should have a regular accounting of the population of the unofficial shelter in the event that additional support is needed, or the jurisdiction is required to take control.

When an official emergency shelter is established, the local jurisdiction or the American Red Cross should notify the Hamilton County Emergency Management & Homeland Security Agency Duty Officer. If the Hamilton County Emergency Operations Center is activated, the opening of emergency shelters will be coordinated by ESF #6. This information will also be shared with ESF #15 – Emergency Public Information, in order to be shared with the public over multiple mediums.

When emergency shelters are being established, the Incident Command or the requesting local jurisdiction should share with ESF #6 the current location of any established reception centers, expected number of displaced individuals and households needing shelter, any emergency medical support that may be needed, and other incident information that will impact potential emergency shelter locations.

**Emergency shelters identified by the American Red Cross or by the local jurisdiction should meet the sheltering criteria established by the American Red Cross. Acceptable shelter criteria should include the following:**

- Having adequate space to house the displaced population
- Following the Americans with Disabilities Act (ADA) Accessibility Guidelines
- Ensuring there is adequate space for children
- Having space to support feeding operations
- Having restroom facilities with showers
- Having adjoining rooms that can be used for Disaster Health and Disaster Mental Health Services
- Having a backup generator

Within Hamilton County there is a finite amount of resources for supporting emergency shelters. This means that during a disaster that affects multiple jurisdictions, ESF #6 will be tasked with deciding the optimal location for opening an emergency shelter. ESF #6 will consider multiple factors in choosing emergency shelter locations including, but not limited to, whether the shelter meets American Red Cross standards, proximity to the impacted population, ability to co-locate a pet shelter (to be coordinated with ESF #11 – Animals & Agriculture), proximity of the shelter to mass transportation routes, and accessibility of the shelter.

When emergency shelters are not appropriate for displaced individuals and households, such as institutionalized populations (e.g. long-term care and assisted living facilities, group homes) that require more intensive care, ESF #6 will work with ESF #8 – Public Health & Healthcare Providers, to determine appropriate alternatives to address their needs. ESF #13 – Law Enforcement, will coordinate for the sheltering of incarcerated populations, with support from ESF #6 if necessary.

## Transportation and Tracking of Displaced Individuals and Households

Many individuals and households who arrive at a Reception Center may not have access to personal transportation; these individuals and households may have arrived at the Reception Center because they do not have the means to relocate or find alternative accommodations. If a Reception Center is established but does not transition to an Emergency Shelter, no additional actions will be required as

individuals and households will be directed to return to their homes using the same transportation method they used to arrive at the Reception Center.

If an Emergency Shelter is established and impacted individuals and households are asked to move from the Reception Center to the shelter, it is the responsibility of the jurisdiction or organization who requested the Emergency Shelter to track those who will be a part of the transition. Tracking individuals and households allows for accountability and safety at the Emergency Shelter, as well as allows case workers and other support services to reach out to those who have been impacted by the disaster.

This also allows for an estimate of resources that will be needed at the Emergency Shelter. The number of cots, meals, and other goods and services will depend on having an accurate accounting of how many displaced individuals and households will be at the shelter.

ESF #6 should work with the Logistics Coordination Section of the EOC and the local jurisdiction to determine what the transportation needs are. Some displaced individuals and households with access and functional needs may have special transportation needs.

### Staffing Emergency Shelters

Staffing at a reception center or emergency shelter is the responsibility of the organization who requested or established the shelter. However, ESF #6 will work with the established shelters to identify staffing beyond the first operations period.

Staffing for emergency shelters should first come from staff or volunteers who have had the appropriate emergency sheltering training. This will most likely come from the American Red Cross shelter teams but may also come from the impacted jurisdictions. If needed, ESF #6 will coordinate with the Logistics Coordination Section within the Hamilton County EOC to identify additional shelter staff. Volunteers may be given Just-in-Time training by the American Red Cross on Shelter Operations.

If no volunteers are available from the local jurisdiction or from identified volunteer groups, during a declared county disaster, the Hamilton County Board of County Commissioners may release up to 400 county employees from their normal daily positions to serve in an emergency capacity, including working in emergency shelters. If necessary, additional security at emergency shelters will be coordinated with ESF #13 – Law Enforcement to identify local law enforcement, Hamilton County Sheriff's Office personnel, or private security to support emergency shelter staff.

#### FEMA's Core Capabilities – ESF #6

- Mass Care Services – Provide life-sustaining and human services to the affected population, to include hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergency supplies. ESF #6 is the lead ESF on addressing these issues with support from the Emergency Operations Center. These services should be offered by each jurisdiction affected with support from the county, when requested.

Emergency shelters will need to have staff available that are trained in emergency first aid. The purpose of these staff members will be to assess the physical and mental health needs of displaced individuals and households and determine if additional care is needed. These staff members should assess incoming emergency shelter residents at or shortly after arrival.

Emergency shelters should also make case workers available to assist displaced individuals and households. Caseworkers can work with those who have been affected that may have also lost employment due to the disaster or event. Displaced residents may have legal questions following the disaster that need address.

## Emergency Sheltering Operations

The Coordinating Entity for ESF #6 is ultimately responsible for monitoring and identifying potential issues with emergency shelters. In addition, the Coordinating Entity should work with the Supporting Entities to determine the need for emergency childcare services within the shelter and will work with community partners to ensure appropriate actions are undertaken. This includes working with partners to ensure the safety and accountability of any unaccompanied minors within the shelter. The Coordinating Entity will also be responsible for coordinating any resources necessary to provide alternate shelter accommodations for displaced individuals and households from domestic violence shelters. Other ESFs within the Hamilton County EOC may support emergency shelters as outlined in the diagram on the next page.

## Supporting Canteening Operations

Canteening means providing snacks and hydration to sustain the health and well-being of first responders. Canteening operations may sometimes be extended to members of the public, primarily at Reception Centers but also in the impacted areas.

For routine daily operations, canteening may be requested by an Incident Commander of either the American Red Cross or Salvation Army. During an incident when the EOC is active, canteening services are managed by ESF #6 with support from Operations Coordination Section and the Logistics Coordination Section of the EOC.

Canteening may be fixed or mobile. Fixed canteening for first responders is likely to occur at the Camp, or if a Camp has not been established, at the Base or Staging Area for the Incident. For the public, canteening is likely to occur at a Reception Center or during the initial operation period at an Emergency Shelter while Feeding Operations are still being established. Mobile canteening is provided using specialized delivery vehicles to deliver snacks and hydration to first responders at an incident scene or to the impacted areas. Mobile canteening should be coordinated in conjunction with the Operations Coordination Section to determine when and where canteening operations would pose no risk to either the first responders or the volunteers.

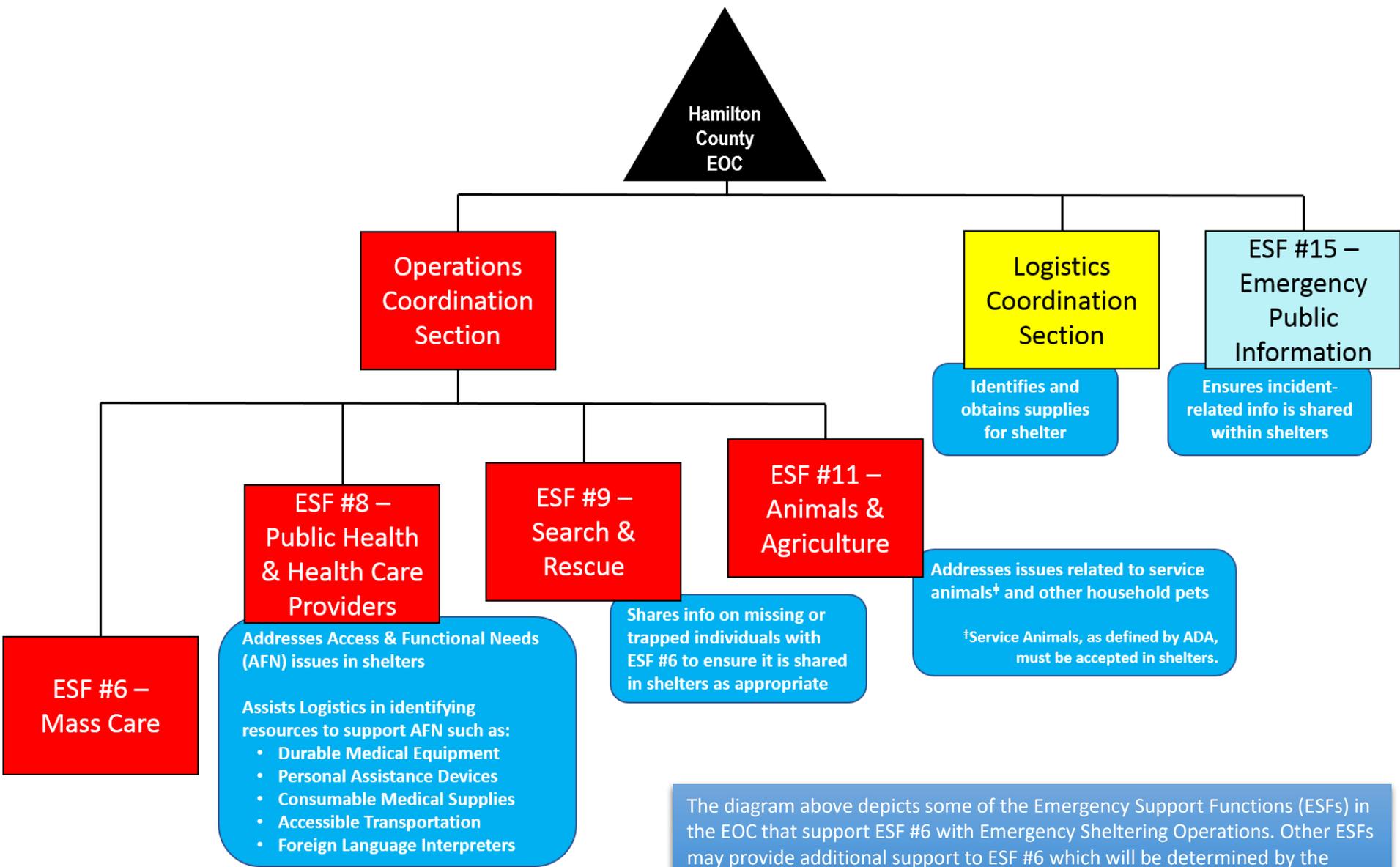
While canteening is primarily used for first responders and for impacted individuals and households, it may also occur following the disaster for groups that are working in the impacted areas such as damage assessment teams, debris removal teams, or other sites where volunteer teams are being utilized in the field.

## Supporting Feeding Operations

Feeding Operations means providing meals and hydration to sustain the health and well-being of individuals and households impacted by a disaster within Hamilton County. Effective feeding operations includes establishing where and how to obtain food and commodities, as well as preparing and distributing meals. Those that prepare meals should anticipate and be able to provide menus for persons with specific dietary requirements (e.g. gluten-free meals, vegetarian meals, meals appropriate to a culture or faith-related need, meals for people with food allergies, etc.).

ESF #6 is responsible for working with local jurisdictions to determine whether there is a need for feeding operations. If a Reception Center is established, limited feeding operations may be made available in the form of snacks and hydration. It is the responsibility of the local jurisdiction or nonprofit organization that established the Reception Center to provide feeding. ESF #6 can coordinate support, if necessary. If an emergency shelter has been opened, feeding operations will likely be needed to support the shelter.

Feeding operations may be slower to establish than the establishment of emergency shelters. Feeding operations may also be necessary even though emergency shelters are not established. For instance, if individuals and households can return to their home each evening but do not have power for cooking.



The diagram above depicts some of the Emergency Support Functions (ESFs) in the EOC that support ESF #6 with Emergency Sheltering Operations. Other ESFs may provide additional support to ESF #6 which will be determined by the scope of the incident.

ESF #6 should work to ensure the pre-established feeding procedures used by the local jurisdictions and nonprofit organizations are followed. However, if necessary, ESF #6 can coordinate with the Logistics and Finance Coordination Sections of the EOC to provide food and commodities necessary for feeding operations.

For the initial feeding response, caterers, restaurants or food trucks may be contacted to determine if they are willing to donate food and prepare meals. If there is no one willing to donate meals, then the food or meals may need to be purchased, which is the responsibility of the jurisdiction(s) who requested the shelter.

Local churches or school kitchens and other volunteer organizations may come online to support feeding operations, though it may take several days before these operations are established. Local food distributors and food banks may be able to support the kitchens. Food inspections for feeding operations must occur as outlined in ESF #8. Unaffiliated nonprofit organizations and individuals may also be conducting feed operations separate from the coordinated response and recovery effort. ESF #6 should monitor for these activities to reduce duplication of effort.

### Methods for Food Distribution



#### Fixed Feeding

- An expedient way to feed displaced individuals and households from a central location
- Usually established at permanent facilities
  - Schools
  - Churches
  - Points of Distribution
- Can be co-located at an emergency shelter or established with a field kitchen and delivered to other locations
- Easier to support logistically



#### Mobile Feeding

- Uses specialized delivery vehicles to deliver food to impacted areas
- Can serve residents in the impacted areas who may not have transportation resources to get to fixed feeding sites
- If mobile feeding is occurring, ESF #6 should work with the meal providers to coordinate feeding routes
  - Ensures all impacted areas are covered
  - Minimizes duplication of services

### Coordinating Distribution of Emergency Supplies

As the Response phase transitions to Recovery during a disaster, one of the first actions that needs to be taken is to identify the needs of displaced individuals and households to return those individuals and households to their homes. This information can come from multiple sources including, but not limited to:

Sources of Information of Needs	
<b>Damage Assessment Teams</b>	Information collected from the field by local Damage Assessment Teams will be sent to the Planning Coordination Section of the EOC. The Planning Coordination Section will share this information with ESF #6.
<b>Media &amp; Social Media Reports</b>	ESF #15 is tasked with monitoring media and social media following a disaster. The needs of the public that are reported or shared over these and related mediums will be collected by ESF #15 and shared with ESF #6.
<b>Local EOCs</b>	As local EOCs collect information regarding the needs of impacted individuals and households, that information will be shared with the Hamilton County EOC and shared with ESF #6.
<b>Case Workers &amp; Shelter Staff</b>	Those volunteers tasked with working directly with the displaced individuals and households will have a direct working knowledge of the needs of those affected. These needs should be reported to the organization managing the shelter so it may be reported back to ESF #6.

Emergency supplies fall into three categories: Life Sustaining, Comfort and Other Essentials. The type of emergency supply needed will vary depending on the nature and extent of the hazard.

Category	Example of Emergency Supply
<b>Life Sustaining</b>	Water, Food, Tents, Durable Medical Equipment, Medication
<b>Comfort</b>	Blankets, Clothing, Toiletries, Baby Wipes, Toys
<b>Other Essential</b>	Shovels, Gloves, Masks, Mops, Buckets, Cleaning Supplies, Tarps

Regardless of the type of emergency supply identified, ESF #6 has the responsibility of identifying what supplies are needed and how best to distribute them. Supplies should be distributed in a manner that supports the impacted individuals and households in their recovery efforts and facilitates a quick recovery.

Supplies may be distributed at emergency shelters directly to the impacted individuals and households. Supplies may also be distributed in the impacted areas, either in conjunction with mobile feeding operations or as a standalone bulk distribution operation. Points of Distribution (PODs) may be identified near impacted areas for individuals and households to go to in order to pick up emergency supplies.

Supplies may come from private nonprofit groups, faith-based organizations, or from private sector partners. Supplies may also be donated from the public in accordance with the Hamilton County Donations Management Plan. ESF #6 will work closely with the Logistics Coordination Section and the Finance Coordination Section on the acquisition of emergency supplies.

### Supporting Interim Housing

Individuals and households who are permanently displaced by a disaster will require long-term housing solutions. One of the responsibilities of ESF #6 is to assist in the transition from emergency sheltering to interim housing before long-term permanent housing is found. Assistance means identifying funding and other resources that can be used by displaced individuals during the transition period.

ESF #6 should work with its partners to identify which displaced individuals and households will require interim housing and work with Recovery Function #3 – Housing (see *Hamilton County Disaster Recovery Framework*) to support the individuals and households as they transition to emergency shelters to interim housing solutions.

### Organization and Assignment of Responsibilities

The Hamilton County Emergency Job & Family Services (JFS) has the primary responsibility for the mass care function in Hamilton County. Hamilton County JFS will serve as the coordinating agency for this ESF.

## Coordinating Agency Responsibilities

### Hamilton County Job & Family Services will:

1. Coordinate the activities of Support Entities within ESF #6 to fulfill operational objectives.
2. Direct the activities of the ESF #6 in conjunction with assistance from ESFs at the local, State, or Federal levels as applicable.
3. Collaborate with other Coordinating Entities to ensure an effective response between ESFs.
4. Share ESF #6 activity information with appropriate EOC personnel.
5. Designate sufficient representatives (no less than three) to support/staff 24-hour operations at the Hamilton County EOC. The Hamilton County EMHSA will maintain listings of these personnel, 24-hour contact information, and directions for contacting them in the event of communication outages.
6. Develop and train all staff responsible for implementing ESF #6 on standard operating procedures.
7. Prioritize ESF #6 operational strategies in alignment with the EOC and on scene objectives.
8. Maintain contact with emergency shelters to coordinate ongoing operations and identify potential resource needs.
9. Oversee reunification operations in coordination with Supporting Agencies.
10. Ensure all appropriate and proper protocols are followed in all established emergency shelters.
11. Work with community groups and existing partner agencies to identify unmet mass care needs within Hamilton County.
12. Provide emergency welfare assistance to eligible disaster victims within approved local, state and federal guidelines.
13. Work with Child Care partners to provide emergency childcare services in Emergency Shelters.
14. Work with Adult Protective Services to connect elderly displaced individuals with social services and other resources that can support them both within the Emergency Shelter and in the transition back to their place of residence.
15. Receive, manage, & track resource requests for ESF #6 in accordance with established resource management procedures.
16. Coordinate with ESF #15 – Emergency Public Information for the inclusion of appropriate information for public dissemination.
17. Assist in the development of the After Action Report. This report is a detailed, written analysis of the strengths and weaknesses of county-level emergency response and short-term recovery activities based upon extensive research of the event and interviews with participating assessment, response, and short-term recovery personnel.

## Supporting Agencies Responsibilities

### Hamilton County Board of County Commissioners may:

1. During a declared emergency, release up to 400 employees under the Board to serve in support of mass care operations.

### Hamilton County Developmental Disabilities Services will:

1. Identify and support existing Developmental Disability clients in Emergency Shelters by reconnecting them with existing providers or directing them to new providers.
2. Recommend additional services and resources that may be available to support the developmentally disabled population of the Emergency Shelters and help them to maintain independence.

### Hamilton County Educational Services Center may:

1. Work with local jurisdictions to identify the locations of potential Emergency Shelters.
2. Assist in identifying transportation assets that may be utilized during the transition from Reception Centers to Emergency Shelters.

Hamilton County Public Health will:

1. Coordinate with ESF #8 – Public Health & Healthcare Providers partners to address access and functional needs as it relates to Mass Care operations.
2. Coordinate with ESF #8 partners to ensure medical and mental/behavioral health services are accessible at or through shelter locations.
3. Coordinate with ESF #8 partners to assure food and water safety inspections of any established feeding operations sites in their jurisdiction.
4. Work with emergency shelter operators to ensure health screenings of displaced individuals and households upon arrival and registration at emergency shelters.
5. Work with emergency shelter operators to ensure medication needs at emergency shelters are met.
6. Conduct surveillance when deemed necessary at emergency shelters to identify cases of illness and injury within the shelter and other mass care operations.
7. Complete a facility-specific environmental health and safety assessment of established emergency shelters and assure any identified deficiencies are corrected within 24 hours of a shelter opening.

Hamilton County Sheriff's Office will:

1. Coordinate the mass care needs of individuals in county correctional centers.
2. Coordinate the transportation of individuals from county correctional centers if there is a need to relocate them to alternative facilities.

American Red Cross will:

1. Maintain a list of pre-approved emergency shelters within Hamilton County that are ADA compliant, as well as the data on the maximum number of displaced individuals and households that can be accommodated within those shelters.
2. Provide Disaster Health and Disaster Mental Health Services in Emergency Shelters.
3. Provide fixed and mobile canteening services.
4. Provide fixed and mobile feeding operations.
5. Support bulk distribution of emergency supplies in impacted areas, in Emergency Shelters or at other Points of Distribution.
6. Maintain the Safe & Well website to assist in reconnecting displaced individuals and households with loved ones.
7. Coordinate with ESF #15 – Emergency Public Information for the inclusion of appropriate information for public dissemination.

City of Cincinnati Fire Department may:

1. Provide personnel to support/staff 24-hour operations at the Hamilton County EOC. Maintain listings of these personnel, 24-hour contact information, and directions for contacting them in the event of communication outages.
2. Provide personnel from the City of Cincinnati ESF #6 to concurrently serve as the Hamilton County ESF #6 Coordinating Entity.

City of Cincinnati Health Department will:

1. Conduct public health assessments of any established Emergency Shelter in Cincinnati within the first 24 hours of shelter operations.
2. Conduct public health assessments of any established feeding operations sites in Cincinnati to ensure food is being handled, stored and cooked safely.

City of Norwood Health Department will:

1. Conduct public health assessments of any established Emergency Shelter in Norwood within the first 24 hours of shelter operations.
2. Conduct public health assessments of any established feeding operations sites in Norwood to ensure food is being handled, stored and cooked safely.

City of Springdale Health Department will:

1. Conduct public health assessments of any established Emergency Shelter in Springdale within the first 24 hours of shelter operations.
2. Conduct public health assessments of any established feeding operations sites in Springdale to ensure food is being handled, stored and cooked safely.

Council on Aging of Southwest Ohio will:

1. Identify and support existing Council on Aging clients in Emergency Shelters by reconnecting them with existing providers or directing them to new providers.
2. Recommend additional services and resources that may be available to support the elderly population of the Emergency Shelters and help them to maintain independence.

Freestore Foodbank may:

1. Provide meal resources to support feeding operations.
2. Provide staff to assist with feeding operations.

Ready2Recover:

1. Will coordinate with partner agencies to identify and acquire potential mass care resources.
2. May provide private sector teams to work in support of mass care operations.

Salvation Army will:

1. Provide fixed and mobile canteening services.
2. Support fixed and mobile feeding operations.
3. Coordinate with the Logistics Coordination Section of the EOC to determine potential mass care resources that may be obtained from donated materials in accordance with the Donations Management Plan.

Southwest Ohio Regional Transit Authority will:

1. Support the transportation of displaced individuals and households by providing transportation resources.

Tri-State Community Organizations Active in Disaster will:

1. Coordinate with partner agencies to identify resources to support mass care operations.

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