

**ESF 06 - Mass Care, Emergency Assistance,
Housing & Human Services Annex, 2015**

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- Coordinating Agency :** PA Department of Human Services
- Primary Agency(ies) :** PA Department of Health
PA Voluntary Organization Active in Disaster (VOAD)
American Red Cross
PA Department of Community and Economic Development
PA Department of Human Services
- Support Agency(ies) :** PA Department of Aging
PA Office of Victims' Advocate
PA State Police
PA State Animal Response
PA Department of Agriculture
PA Department of Education
PA Department of Transportation
PA Department of Labor & Industry
PA Department of General Services
HR
PA Department of Corrections
PA Office of Administration
PA Department of Military & Veterans Affairs
PA Department of Banking and Securities

I. Introduction

A. Purpose

1. To coordinate Commonwealth Mass Care, Emergency Assistance, Housing, and Human Services operations when county and regional task forces response and recovery needs exceed their capabilities.
2. To establish and outline the roles and responsibilities of the commonwealth government, participating voluntary and non-governmental organizations, and the private sector for delivery of ESF-6 services and support.
3. To establish uniform policy, guidance, and procedures for Commonwealth Mass Care, Emergency Assistance, Housing, and Human Services and evacuation support operations.

B. Scope of Operations

1. The Department of Human Services (DHS) coordinates and leads Commonwealth resources, as required, to support county governments or regional task forces in the performance of mass care, emergency assistance, housing, and human services missions.

2. When directed by the Governor through the Pennsylvania Emergency Management Agency, ESF-6 services and programs are implemented to assist individuals and households impacted by potential or actual disaster incidents.

II. Situation and Assumptions

A. Situation

1. Disasters can occur without warning. Shelters, first aid, mass care, cooling, comfort and feeding sites may have to be set up with little- or-no warning or advance notice. Emergency care for survivors should include reception, lodging, feeding, clothing, human services, information and locator service and nursing care.
2. The American Red Cross (ARC) is prepared to cooperate and coordinate its activities to provide assistance.
3. The Pennsylvania Emergency Management Agency (PEMA) will coordinate emergency response and disaster relief efforts of all voluntary agencies through the Pennsylvania Voluntary Organizations Active in Disaster (PaVOAD) network.
4. Slowly developing disasters, such as slowly-rising flood waters, may result in more time for warning and evacuation, but might cause the displacement of a large population. Such hazards may necessitate opening shelters and conducting mass care activities outside of impacted areas.
5. Sheltering-in-place, restriction of movement and non-congregate sheltering may be required to prevent the spread of contagious diseases during a pandemic incident, in accordance with DOH guidance.
6. Some people may be reluctant to evacuate their homes because of their pets. It will be necessary for private citizens to plan ahead for the rescue, evacuation, sheltering and feeding of pets.
7. It may be necessary to convince some people to evacuate from an unsafe condition. These people may be elderly, have disabilities or have functional or medical needs that may need to be adequately addressed in a sheltering situation.
8. There is a large population of persons with cognitive, developmental, medical, and other specialized needs that will require special services and considerations in a sheltering or evacuation situation.
9. People living in congregate environments (prisons, jails, hospitals, nursing homes and residential centers) will need special consideration in sheltering and evacuation

situations. These considerations may include security, special housing needs, and other special needs.

B. Assumptions

1. Warning for evacuation ranges from a lengthy precautionary period to little advanced warning.
2. Relocation distance will be minimized as conditions permit.
3. The public will act in its own best interest and cooperate with government authorities when evacuating a dangerous area.
4. Most people will evacuate using their own means of transportation. However, some public transportation may be required including buses, mass transit, ambulances, boats and helicopters to assist people with special needs and those without personal transportation.
5. Local or county planning efforts have included shelter and mass care planning for general populations and special populations; including children, elderly, medically fragile, non-English speaking, and persons with physical, cognitive, and mental illness.
6. ARC assistance to disaster victims is not dependent upon a declaration of disaster, but is provided regardless of the size of the catastrophe. Evacuation decisions depend on the nature of the threat.
7. The counties, in coordination with the ARC, will plan for and provide for antiques sheltering and feeding for an all hazards incident.
8. State agencies are willing to provide support services to ensure the safety, security and general welfare of those in need.

III. Concept of Operations

A. General

1. ESF-6 is organized into four primary functions: Mass Care, Emergency Assistance, Housing, and Human Services.
2. ESF-6 operations will be managed and coordinated at the lowest possible organizational level.
3. Unmet needs will be requested through the next higher levels of government.
4. DHS will act as the Commonwealth coordinating agency for ESF-6.

5. Commonwealth ESF-6 operations will activate resources upon receiving a mission assignment from PEMA.
6. ESF-6 operation will coordinate with all levels of government, voluntary agencies, and private partners to ensure Commonwealth wide Mass Care, Emergency Assistance, Housing, and Human Services needs are addressed.
7. State primary and supporting ESF-6 agencies will supply trained staff to support ESF-6 operations as needed and directed by PEMA.
8. State-owned assets and resources will be made available to include facilities and resources to support ESF-6 actual operations, training, and exercises.
9. Response activities will focus on immediate needs of victims.
10. When ESF-6 agencies have expended all of their available resources and are unable to respond to a mission assignment, ESF-6 agencies will work with the SEOC to secure resources via the Emergency Management Assistance Compact (EMAC), or other federal, private sector, etc. sources to meet mission requirements.
11. Each ESF-6 support agency has internal standard operating procedures to respond to each of their assignments of responsibility under this plan.
12. ESF-6 primary and support agencies will provide personnel to staff the SEOC in support of operations. Actual levels of response and staffing requirements will be determined at the time of the incident and will be based on need.
13. For situational awareness, the DHS EPLO will be provided a general SitRep as scheduled on actions taken to address and support ESF-6 needs by all ESF-6 Agencies.
14. Mass Care
 - a. Mass Care: includes sheltering, feeding operations, emergency first aid, bulk distribution of emergency items, and support family reunification.
 - b. Mass Care assistance is managed and coordinated at the lowest possible organizational level.
 - c. Unmet needs will be requested through the next higher levels of government.
 - d. DHS will coordinate the Commonwealth mass care response and recovery operations in close coordination with county governments, state and federal partners, VOADs, NGOs, and the private sector.

- e. ESF-6 agencies work as a team in the SEOC and at the site of an incident to address the mass care needs of survivors of incidents, and work in concert with other ESFs to provide or arrange for services and materials to those who are impacted by both man-made and natural incidents and are in need of food, shelter, emergency medical care, protection or counseling.
- f. ESF-6 agencies provide direction and support for mass care operations in response to events both inside and outside the Commonwealth that may necessitate the evacuation and sheltering of large populations for extended periods of time.
- g. ESF-6 Agencies create, communicate and implement consistent mass care standards, guidance and training across the Commonwealth, and coordinate planning between all levels of government and the private sector for the provision of integrated mass care services.
- h. Commonwealth ESF-6 operations will assist local shelters as needed and activate state-owned assets to include facilities for shelters, trained staff and resources, or support public health with said resources when assigned by PEMA.
- i. ESF-6 agencies support local mass care operations during incidents that may include the support of Points of Distribution (POD) operations, the support of local sustenance sheltering, the sustainment of local shelter-in-place operations, and the support of local treatment facilities and alternate care medical facilities during pandemic and/or mass casualty incidents.
- j. ESF-6 agencies provide guidance and support to local jurisdictions regarding the provision of support services to persons with disabilities and other access and functional needs that will require special services and considerations in a sheltering or evacuation situation, while maintaining family unity.
- k. In November 2010, the Federal Emergency Management Agency (FEMA) released a document entitled, 'Guidance on Planning for Integration of Functional Needs Support Services (FNSS) in General Population Shelters'. The document provides planning guidance for meeting federal regulations that impact access and functional needs and the sheltering of children and adults with functional support needs in general population shelters. This guidance has been developed to support local, tribal, State and Federal governments to integrate children and adults with and without disabilities who have access and functional needs into every aspect of emergency shelter planning and response.
- l. The document defines FNSS as services that enable individuals to maintain their independence in a general population shelter. FNSS include: Reasonable modification to policies, practices, and procedures; Durable medical equipment (DME); Consumable medical supplies (CMS); Personal assistance services (PAS); and other goods and services as needed.

- m. Children and adults requiring FNSS may have physical, sensory, mental health, and cognitive and/or intellectual disabilities affecting their ability to function independently without assistance. Commonwealth Agencies will provide support services to ensure independence.
- n. DHS will coordinate the delivery and publishing of disaster welfare information to coordinate with family members.
- o. Resources donated to the Commonwealth for mass care will be managed via the state Donations Management Plan.
- p. The DOH will coordinate the emergency first aid support for mass care operations.
- q. Mass care data should be entered into the NSS, and coordinated through the DHS EPLO at the SEOC.
- r. When ESF-6 agencies are presented with mass care mission assignments that are not assigned or resources are not available, the DHS will meet with ESF-6 support agencies and determine together which state agency(ies) has (have) the best available resources to respond to the mission assignment.
- s. ESF-6 agencies will provide support services to household pets.

15. Emergency Assistance

- a. Emergency Assistance: Assistance required by individuals, families, and their communities to ensure that immediate needs beyond the scope of the traditional “mass care” services provided at the local level are addressed. These services include: support to evacuations (including registration and tracking of evacuees); reunification of families; provision of aid and services to persons with disabilities and those with access and functional needs; evacuation, sheltering, and other emergency services for household pets and service animals; support to specialized shelters; support to medical shelters; nonconventional shelter management; coordination of donated goods and services; and coordination of voluntary agency assistance.
- b. DHS will support all levels of government and partnering agencies and organizations to ensure family reunification.
- c. DHS will support all persons in need of human service that are under the DHS mission.
- d. ESF-6 agencies will provide support for evacuations.
- e. Services and support will be rendered to those individuals with disabilities and other access and functional needs.

16. Housing

- a. Housing will be defined as: Includes housing options such as rental assistance, repair, loan assistance, replacement, factory-built housing, semi-permanent and permanent construction, referrals, identification and provision of accessible housing, and access to other sources of housing assistance.
- b. County, State, and Federal Partners as well as participating VOADs and NGOs will collaborate to ensure housing is available for individuals displaced by a disaster.

17. Human Services

- a. Human Services: Includes the implementation of disaster assistance programs to help disaster victims recover their non-housing losses, including programs to replace destroyed personal property, and help to obtain disaster loans, food stamps, crisis counseling, disaster unemployment, support and services for special needs populations, and other State benefits.
- b. As needed and available, Disaster Human Services response and recovery programs will be offered for survivors; to include DSNAP, ONA, CCP, DCM, and general available wrap around services and support
- c. As Directed ESF-6 agencies will staff and support the staffing and management of the Disaster Recovery Centers (DRC).

B. Organization

1. PEMA is the coordinating agency for Commonwealth wide emergency operations and will have final approval of all ESF-6 operations as notated in the ICS structure.
2. DHS is the coordinating agency for ESF-6. It coordinates Commonwealth wide events in support of county and regional task force operations.
3. It maintains a constant overview of ESF-6 activities, resolves conflicts and questions related to ESF-6, activates ESF-6 plans and frameworks, and develops operation plans in support of Commonwealth wide missions and requests resources as needed to support ESF-6 operations.
4. As needed DHS will create and lead Taskforces and Strike Teams to address ESF-6 operations and planning.
5. DHS will coordinate with ESF-6 agencies to pull resources to support ESF-6 operations.
6. Pennsylvania American Red Cross coordinates with its national parent organization for support of its state and local operations as needed, as well as making requests through the Commonwealth ESF-6.

7. All subsequent planning and operations by primary and support ESF-6 agencies will communicate those operations through the DHS-EPLO at the SEOC or as assigned, for situational awareness and reporting.

IV. Responsibilities

A. Coordinating Agency

1. Department of Human Services
 - a. Oversee and coordinate Commonwealth wide ESF-6 operations.
 - b. Adhere to the Incident Command System (ICS) under the National Incident Management System (NIMS).
 - c. Coordinate with ESF-6 agencies and organizations to ensure the mission objectives and assignments are being met.
 - d. Upon request, augment and support county and Regional Task Forces (RTF) ESF-6 operations with trained staff and resources.
 - e. Ensure DHS institutions and facilities are available for disaster operations and support as well as logistical needs.
 - f. Augment and support emergency behavioral health (DCORT, Crisis Counseling mental health) staff to counties or ESF-8 operations.
 - g. Assist in providing technical assistance, professional guidance, and referral services to support persons with disabilities and other access and functional needs.
 - h. Provide assistance in obtaining financial aid for evacuees in need.
 - i. Publicize the National Disaster Crisis Hotline operated by HHS-SAMHSA or activate and operate the toll-free Crisis Intervention Hot Line for the citizens of the Commonwealth; coordinate such activation with the SEOC via the DPW EPLO.
 - j. Establish Commonwealth managed shelters or shelters of unusual size (SOUS) by staffing, managing, and supplying resources when requested.
 - k. Provide trained managers and representatives to Family Assistance Centers (FAC) (human services programs) established as a result of a Presidential Declaration of Major Disaster or Emergency.
 - l. Provide for staff and facilities to support Points of Distributions (POD) or Dispensing for emergency goods.

- m. Provide trained managers and representatives to Disaster Recovery Centers (DRC) when established.
- n. Coordinate state-wide efforts to apply for federal funding for crisis/disaster human services response and recovery programs; allocate and distribute such funding to county programs, individuals, and providers as approved and as needed.
- o. Prepare and maintain ESF-6 framework.
- p. Prepare and maintain a Mass Care framework.
- q. Prepare and maintain an Emergency Assistance framework.
- r. Prepare and maintain a Disaster Human Service implementation framework and Administration plans (Other Needs Assistance, DCM, CCP, DSNAP, etc.)
- s. In coordination with PEMA, prepare and maintain a state wide ESF-6 training and exercise plan.

B. Primary Agencies

1. American Red Cross
 - a. Prepare and maintain plans and procedures to coordinate efforts to provide sheltering and feeding activities.
 - b. Provide, as requested by PEMA, DHS, county or local municipality, needed sheltering, feeding services and activities and the staff to successfully accomplish the mission.
 - c. Provide all mass care information to DHS through the EPLO at the EOC and update information as needed on the NSS.
2. Department of Community and Economic Development (DCED)
 - a. Write and implement a housing plan to deal with the housing needs of victims.
 - b. Coordinate operations for permanent and semi-permanent housing.
 - c. Upon request of PEMA, assist with the identification of available housing to include pet-friendly housing in communities impacted by a disaster and coordinate referrals of disaster victims to appropriate emergency housing to meet short and long-term needs.
 - d. Upon request of PEMA, assist with the identification of referrals to disaster victims for housing and related services.

- e. Maintain support to persons in emergency shelters and temporary housing through local Community Action Agencies and other nonprofit agencies.
- f. Provide case management services through partnership with the resources of DHS, the Pennsylvania Housing and Finance Agency, and other supporting state and community action agencies.

3. Department of Health (DOH)

- a. Coordinate and support local health departments with shelter inspections to ensure that shelters comply with health standards, including those that affect people with special needs.
- b. Coordinate with local health districts to ensure that the functional requirements of those with medical needs are met during disasters while maintaining family unity.
- c. Provide direction, coordination, management, and medical support for mass care operations in response to Commonwealth wide events that necessitate the evacuation and sheltering of large populations for extended periods of time.
- d. Provide direction and coordination to local jurisdictions for shelter in-place, restriction of movement that results from pandemic and other disease incidents.
- e. Provide direction and coordination to local jurisdictions for the provision of services to people living in congregate environments (prisons, jails, hospitals, nursing homes and residential centers) that need special considerations in sheltering and evacuation situations, special housing needs, and other special needs.
- f. Identify and coordinate resources to be able to respond to the requirements of those who seek emergency shelter and depend on special medical equipment to maintain life.
- g. Provide technical assistance and professional advice relative to persons with disabilities and other access and functional needs.

4. Pennsylvania Emergency Management Agency (PEMA)

- a. Provide support for mass care operations in response to catastrophic events both inside and outside the Commonwealth of Pennsylvania that are the result of both human-caused and natural disasters and necessitate the evacuation and sheltering of large populations for extended periods of time.
- b. Facilitate and coordinate the application of mass care resources provided to, or received in response to Emergency Management Assistance Compact (EMAC) system requests.

- c. Activate the Emergency Alert System (EAS) providing instructions on where designated shelter sites are located, and advise people to carry sufficient amounts of bedding, clothing, prescriptions, medications, food and other essentials for a minimum of three days. Included in this are locations of pet shelters nearby. Also includes the number for the Disaster Mental Health Hotline.
 - d. Facilitate and coordinate interstate cooperation of non- EMAC mutual-aid during mass care operations.
 - e. Assist in the dissemination of information to affected citizens regarding both local and destination sheltering operations outside their immediate area in catastrophic events via the Joint Information Center (JIC).
 - f. Support mass care operations during the activation of the Strategic National Stockpile Plan, including the support of Point of Dispensing (POD) operations, planning for the support of local shelter-in-place operations, and the support of local treatment facilities and alternate-care medical facilities during pandemic situations.
 - g. Provide direction and support to local jurisdictions for shelter-in-place, restriction of movement, non-congregate and feeding sheltering operations that result from pandemic and other incidents.
 - h. Coordinate support and assistance from voluntary organizations and NGO activities through the PaVOAD.
5. Pennsylvania Voluntary Organizations Active in Disasters (PaVOAD)
- a. Provide human services and material support to disaster victims in emergency shelters and temporary housing through its member organizations.

C. Support Agencies

1. Pennsylvania State System of Higher Education
 - a. Provide facilities for the use as shelters, Points of distribution, planning for training and actual events.
 - b. Provide Services as need to support Mass Care Operations
 - c. Provide oversight and management for safety and security operations during events.
 - d. Provided facilities management during events.

2. Department of Aging (PDA)

- a. Collect and report to PEMA any information on problems involving special care for the elderly in a disaster.
- b. Coordinate the provision of special state financial and other assistance to the elderly following a disaster.
- c. Provide trained representatives to disaster recovery centers established as a result of a Presidential Declaration of Major Disaster or Emergency.
- d. Determine if any non-emergency programs and/or funds administered by the department can assist in the recovery effort.
- e. Provide emergency response personnel to the state EOC, as requested by PEMA, for the coordination of department emergency response activities.
- f. Provide staff to support consumers covered by the Department's mission for ESF-6 operations.

3. Department of Agriculture (AG)

- a. Locate and secure supplies of food, including federally owned surplus foods, to supplement those in the disaster area.
- b. Provide statistics on the quantities and locations of food furnished by the Food and Nutrition Service.
- c. Provide other food and nutritional assistance in accordance with ESF-11.
- d. Assist and coordinate in the planning and logistics of distributing bulk food supplies; including liaison with the food and pharmacy supply and distribution industry.
- e. Coordinate the PASART/CART program and provide technical assistance regarding the evacuation and/sheltering of animals.
- f. Provide direction, support, and resources to County Animal Response Teams (CARTs) for rescue, sheltering, feeding and medical care of pets, as well as local-level animal relocation, care and reunion operations of the CART.
- g. Coordinate mutual aid between CARTs should one be overwhelmed by needs of the disaster.

4. Department of Banking
 - a. Coordinate the supply of cash at or near shelters, availability of Automated Teller Machines, and the integrity of electronics benefits delivery via electronic media.
5. Department of Corrections (DOC)
 - a. Assist with transportation for mass care events
 - b. Provide professional and allied health care staff from State Correctional Institution staff to assist the primary and supporting agencies in shelter operations.
 - c. As available, provide logistical and operational support for Mass Care shelters; including operational staff, supplies, and equipment.
 - d. Coordinate and assist with transportation and sheltering of adjudicated persons and others requiring secure handling procedures.
6. Department of Education (PDE)
 - a. Consult with and serve as liaison between county and state emergency management organizations and the public and private school systems, including basic and higher education institutions.
 - b. Provide general direction and support of emergency operations involving the use of facilities and equipment, under the purview of the department, for disaster relief purposes, as well as information on damage to and disruption of educational facilities.
 - c. Provide general direction to public-funded elementary and secondary schools, colleges and universities to make their facilities available to state, county and local officials and the American Red Cross for planning and exercise purposes and actual service as mass care facilities in the event of an emergency evacuation.
7. Department of Environmental Protection (DEP)
 - a. Identify and secure portable water sources.
8. Department of General Services (DGS)
 - a. Assign, as available, in accordance with priorities established by PEMA, state-owned temporary fleet vehicles based at the Commonwealth Garage for use of evacuation assistance purposes.
 - b. Procure or assist in the procurement of equipment, materials and supplies required by Commonwealth departments/agencies to be used for evacuation, mass care support, or sheltering purposes, including the emergency supply of surplus state property.

- c. Provide purchasing assistance to other departments and agencies to purchase or lease facilities, supplies, equipment and services, as needed.

9. Department of Labor & Industry (L&I)

- a. Provide representatives as needed to provide guidance and assistance to disaster affected individuals.
- b. Provide Disaster Unemployment and Re-Employment Assistance (See ESF-14).
- c. Assist employees in solving special employment problems that may arise as the result of a disaster.
- d. Provide assistance and resources to meet the needs of persons with disabilities and other access and functional needs.

10. Department of Military and Veterans Affairs (DMVA)

- a. Assist in mass care operations as directed by the Governor's Office.
- b. Provide armories for use as emergency mass care centers when such use does not interfere with the operations and missions of the department.
- c. Assist, as directed by the Governor, requested by PEMA, and in accordance with the State EOP, with applicable mission assignments in rescue, evacuation, medical care, mass care, maintenance of law and order, air and ground transport and other basic and essential disaster relief operations. Response to these missions will be on a temporary emergency basis and will only be requested when all other state, county and municipal resources have been expended.
- d. Direct and supply emergency operations involving the use of department institutions and facilities for disaster relief purposes.

11. Department of Transportation (PennDOT)

- a. Advise on the capacity and suitability of evacuation routes.
- b. Assist in clearing roads of debris.
- c. Coordinate with the Department of General Services and the State Police regarding evacuation routing and route control.
- d. Supply technical guidance to county and local governments on matters relating to the repair and replacement of county and local roads, as well as advice for the preparation and filing of applications for Federal assistance.

- e. Provide waivers to allow for the use of county transportation to be used for evacuations as needed.

12. Human Relations Commission (HRC)

- a. Enforce state laws prohibiting discrimination in housing, commercial property, and public accommodations.
- b. Provide educational programs to promote good will and voluntary compliance.
- c. Pursue efforts to prevent and/or eradicate civil tension relating to housing and/or commercial property.
- d. Receive and investigate complaints filed under the federal Fair Housing Act with the U.S. Department of Housing and Urban Development.
- e. Serve as resource and provide technical assistance for state agencies and local planning and response agencies relative to meeting the needs of special populations.

13. Office of Administration (OA)

- a. Maintain plans and procedures for the dissemination of evacuation alert information to all state agencies.
- b. Recruit, in coordination with the Civil Service Commission, temporary employees needed by departments and agencies for the performance of essential administrative work and activities associated with disaster recovery.
- c. Assist departments/agencies in the restoration of telecommunications after a disaster.
- d. Activate Commonwealth Continuity of Government plans and coordinate ESF-2 recovery activities.
- e. Activate the department's COOP plan.
- f. Determine if any non-emergency programs and/or funds administered by the department can assist in the recovery effort.
- g. Assign Commonwealth employees to temporary duty with state departments/agencies for the performance of specific and essential disaster operational or assistance work and activities.
- h. Provide technical advice and assistance to PEMA on the immediate establishment or restoration of essential communications in a disaster.

14. Office of the Victim Advocate (OVA)

- a. Coordinate with the DHS Office of Mental Health and Substance Abuse Services relative to the delivery of crisis intervention services to the victims of crimes.
- b. Serve as a resource for trained personnel to augment crisis intervention teams and emergency behavioral health as requested.

15. Pennsylvania State Police (PSP) – In areas of primary PSP jurisdiction, or in areas where local law enforcement resources are inadequate, PSP will:

- a. Compel evacuation when ordered to do so by the Governor.
- b. Implement evacuation orders where State Police have direction and control responsibility.
- c. Assist in perimeter and traffic control in the affected area.
- d. Assist in protection of people and property in the affected area.
- e. Maintain plans for routing and routing control associated with emergency evacuations.

16. Pennsylvania Turnpike Commission (PTC)

- a. Make available commission facilities for the emergency care of people using the turnpike for travel.
- b. Supply to PEMA, as requested, assistance with the emergency transport of personnel and materials to points on or in the immediate vicinity of the turnpike.
- c. Arrange for toll-free travel of emergency vehicles on the turnpike.

V. Administration and Logistics

A. Administration

- 1. Evacuation and shelter reporting will be conducted within the provisions of the Pennsylvania Emergency Incident Reporting System (PEIRS) and the National Sheltering System (NSS) database.

B. Logistics

1. Public-funded universities, colleges, elementary and secondary schools will be made available to local, county, and state officials and the American Red Cross for emergency planning and exercise purposes and for actual service as mass care centers in the event of an emergency evacuation.