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**Introduction**

This nation was founded on the basic principle of “neighbors helping neighbors”. From that simple premise, mutual aid has evolved into a standalone response capability.

The Emergency Management Assistance Compact (EMAC) evolved from a regional concept of a few states helping one another following the devastation caused by Hurricane Andrew in 1992, to a nationally adopted mutual aid compact comprised of 50 states, the District of Columbia, Puerto Rico, the U.S. Virgin Islands, Guam and the Northern Mariana Islands.

In 2021, EMAC celebrated 25 years as EMAC’s law since US Congress passed EMAC law (PL 104-321) in October 1996. EMAC’s growth has built on the Homeland Security Exercise and Evaluation Program (HSEEP) consistent after-action reviews, the implementation of recommendations by EMAC Members, and advances in technology.

The 2021 EMAC Operations Manual contains the official policies and procedures for the implementation, administration, and operational management of the Emergency Management Assistance Compact (EMAC) system.
The EMAC Operations Manual is divided into the following sections:

- **Summary of the EMAC Articles of Agreement** provides an overview of state EMAC law, actions required by law to be taken for operational implementation of EMAC, and member state responsibilities
- **EMAC Governance and Responsibilities** explains the EMAC organizational and governance structure, the operational components and operational management of EMAC
- **Coordination with Federal Partners** describes the responsibilities and functions of the operational components and explains how EMAC is coordinated with FEMA, Emergency Support Functions (ESFs), and core capabilities
- **Standard Operating Guidelines** defines the Standard Operating Guidelines and responsibilities during each phase of the EMAC Process
- **Tools Supporting State Implementation of EMAC** provides a brief overview of the tools and systems available to EMAC Member States in the implementation of EMAC
- **Sensitive Events and Open Records Requests** describes recommended actions for Member States when requesting or providing assistance for a sensitive event or managing an open records request
- **EMAC Training** details official EMAC training courses available to Deployed Personnel, Resource Providers, state emergency management and other stakeholders. These courses are developed and maintained by NEMA
- **EMAC Exercises** includes an overview on exercise recommendations with a reminder that exercises are part of a states’ responsibility
- **EMAC Forms** identifies the use and location of EMAC forms
- **Best Practices** identifies where state best practices may be found on the EMAC website
- **Checklists** for pre-event preparation, activation, request and offer, response, and reimbursement
- **Appendices** contain the EMAC Articles of Agreement and a glossary

A series of support documents have been developed to accompany the EMAC Operations Manual. The following guidebooks are available on the EMAC website and can be accessed by EMAC Authorized Representatives, EMAC Coordinators, and EMAC Designated Contacts.

- **EMAC Executive Task Force Protocols**
  Provide the protocols & directives for conducting official business of the EMAC Executive Task Force.
- **EMAC Executive Task Force Protocols**
- **A-Team Standard Operating Guidelines**
• National Coordinating State Standard Operating Guidelines
• National EMAC Liaison Team Standard Operating Guidelines
• Regional EMAC Liaison Team Standard Operating Guidelines
• Resource Provider and Deploying Personnel Standard Operating Guidelines
• EMAC R-2 Reimbursement Package Job Aid
• EMAC Mission Ready Package Job Aid(s)

All EMAC Member State Authorized Representatives and Designated Contacts, as well as other state personnel who are likely to comprise an EMAC Operational Component, such as an Advance Team (A-Team), National EMAC Liaison Team, Regional EMAC Liaison Team, Chair and State of the EMAC Executive Task Force (National Coordinating State) or lead state representative on the EMAC Executive Task Force should become familiar with the above referenced policies, guidelines, and job aids in order to implement EMAC in a timely manner as a routine practice.
Summary of the EMAC Articles of Agreement

The following section provides an overview of each EMAC Article and actions that should be taken by party states to ensure they are prepared to implement EMAC when needed to ensure the implementation of a standardized and consistent EMAC program nationwide.

States should periodically review their state EMAC law to ensure consistency with the EMAC Articles of Agreement found in Public Law 104-321.

The Articles as written in law are available in EMAC Articles of Agreement.

The Original Thirteen Articles of EMAC
refers to Member States as “party states” meaning each state approving these articles and passing them into state law becomes an active “party” to the Emergency Management Assistance Compact.

Article I: Purpose and Authorities
• Provide for mutual assistance between the states when the Governor of a disaster-affected state has declared a state of emergency or a state of disaster before receiving resources through EMAC
• EMAC may be used during training and exercises without a declaration

Article II: General Implementation
• Recognizes that states may need resources from other states in response to emergencies or disasters
• Clarifies the fundamental principle of responding promptly, fully, and effectively for the safety, care, and welfare of impacted citizens
• Makes clear that states are to make available through EMAC all resources in their state that could be used in the event of an emergency or disaster (natural or man-made)
• Specifies that each state have a legally designated “Authorized Representative” (AR) who is responsible for implementing EMAC on behalf of the Governor. This person is the Director of the State EMA (or the State EMA Director’s appointed designee(s))
• The State EMA is responsible for implementing EMAC in their state

Article III: Party State Responsibilities
• Review individual state hazard analyses to determine potential emergencies the party states might jointly suffer
• Develop a plan for the interstate management and provision of assistance
• Develop interstate procedures to fill any identified response capability gaps

• Assist in warning communities adjacent to, or crossing, the state boundaries

• Protect and assure uninterrupted delivery of services, medicines, water, food, energy and fuel, search and rescue, and critical lifeline equipment, services, and resources, both human and material

• Inventory and set procedures for the interstate loan and delivery of human and material resources, together with procedures for reimbursement or forgiveness

• Provide, to the extent authorized by law, for the temporary suspension of any statutes or ordinances that restrict the implementation of the above responsibilities

• The Authorized Representative of a party state may request assistance from another party state by contacting the Authorized Representative of that state

• Requests may be verbal or in writing. If verbal, the request shall be confirmed in writing within 30 days from the date of the request. Requests shall include the following information:
  o A description of the emergency support function, or core capability for which assistance is needed
  o The amount and type of personnel, equipment, materials, and supplies needed, and a reasonable estimate of the length of time resources will be needed
  o The specific place and time for staging of the assisting party’s response resources, to include a point of contact at that location

• There shall be frequent consultation between state officials who have assigned emergency management responsibilities and other appropriate representatives of the party states

**Article IV: Limitations**

• It is understood that the state rendering aid may withhold resources to the extent necessary to provide for reasonable protection for such state

• The same powers personnel have in their home state are transferred to the Requesting State except those of arrest. Powers of arrest are only transferred upon taking a temporary oath of office within that state

• Responding EMAC forces will remain under command and control of their regular leaders but will come under operational control of the authorities of the receiving entity

**Article V: Licenses and Permits**

Whenever any person holds a state issued license, certificate, or other permit the person shall be deemed licensed, certified, or permitted by the state requesting assistance, subject
to any limitations and conditions as the governor of the Requesting State may prescribe by executive order or otherwise.

**Article VI: Liability**
- EMAC responders of a party state rendering aid to another party state shall be considered agents of the Requesting State for tort liability and immunity purposes
- So long as an individual is acting in good faith and not found negligent, they shall not be liable for an act or omission

**Article VII: Supplementary Agreements**
Nothing herein contained shall preclude any state from entering into supplementary agreements with another state or affect any other agreements already in force between states.

**Article VIII: Compensation**
Each party state shall provide for the payment of compensation and death benefits to injured members of the emergency forces of that state and representatives of deceased members of such forces in case such members sustain injuries or are killed while rendering aid pursuant to this compact in the same manner and terms as if the injury or death in their own state.

It is important to note that workers’ compensation is not eligible for reimbursement. The impact of an injury or death that occurred during an EMAC deployment may have an ongoing obligation through workers’ compensation claims to the Assisting State or Resource Provider just as if that individual were working in their home state.

**Article IX: Reimbursement**
Any party state rendering aid in another state pursuant to this compact shall be reimbursed by the receiving state for loss or damage to equipment, the costs of operating equipment, and the costs of providing services in response to a request for assistance.

**Article X: Evacuation**
- States may agree to receive and host evacuees for an affected state under the provisions of the compact
- The evacuating state and the hosting state shall mutually agree as to reimbursement of out-of-pocket expenses incurred in receiving and caring for such evacuees

**Article XI: Implementation**
- The compact becomes operative immediately upon its enactment into law
• Any party state may withdraw from the compact by enacting a statute repealing the same
• EMAC state legislation is a matter of record in each party state

**Article XII: Validity**
If any provision of EMAC law is declared to be unconstitutional or invalid, it will not affect the constitutionality of the remainder of the law.

**Article XIII: Additional Provisions**
The National Guard may deploy through EMAC under both Title 32 and State Active Duty. However, the use of the National Guard under the authority of the President through EMAC is prohibited.
EMAC Governance and Responsibilities

There are six primary elements within the EMAC governance structure: The National Emergency Management Association, the EMAC Committee, EMAC Administration, the EMAC Advisory Group, the EMAC Executive Task Force, and the EMAC Operational Components. The general responsibilities, functions, and duties for each are described in this section.

A. The National Emergency Management Association Membership

NEMA is a nonpartisan, nonprofit 501(c)(3) association comprised of emergency management and homeland security professionals dedicated to protecting our nation. The NEMA mission is to develop the partnerships and initiatives necessary to improve the nation’s capabilities to protect the public through prevention, mitigation, preparedness, response, and recovery from all emergencies, disasters, and threats to our homeland. NEMA’s voting membership (state emergency management directors) maintains authority and control over EMAC.

B. The EMAC Committee

The EMAC Committee is responsible for oversight of the Compact. The EMAC Committee delegates responsibility for conducting business and emergency operations responsibilities on its behalf to the NEMA Staff, the EMAC Executive Task Force (ETF), and the EMAC Operational Components.
The EMAC Committee receives recommendations for the selection of the ETF Chair-Elect by the EMAC Executive Task Force and votes on acceptance of the recommended Executive Task Force Chair-Elect. All Member States have agreed to accept EMAC Committee decisions made within the purview of the NEMA By-Laws.

The EMAC Committee consists of a chair, vice-chair, and state emergency management directors (or their designees) as well as non-voting liaison members from the private sector, legal counsel, NEMA past presidents and the Chair of the EMAC Executive Task Force. The emergency management director from every state and territory that has passed EMAC legislation and signed EMAC into (state) law is invited to participate on the EMAC Committee.

The current membership of the EMAC Committee is maintained by NEMA.

1. **EMAC Committee Chair and EMAC Committee Vice-Chair**
   - **Election:** Selected annually by the NEMA president
   - **Term:** One year (but may serve consecutive years)
   - **Roles/Responsibilities:** Provides direct oversight of the EMAC Executive Task Force (ETF) through coordination with the EMAC ETF chair and NEMA staff, works on national policies that impact EMAC Member States, and provides updates to Congress upon request
   - **Voting Member:** Yes

2. **EMAC State Emergency Management Agency Director Committee Members**
   - **Election:** Volunteer or may be appointed
   - **Term:** One year (but may serve consecutive years)
   - **Roles/Responsibilities:** Provides overall guidance and policy direction for EMAC
   - **Voting Member:** Yes

C. **EMAC Administration**

Since 1995, the National Emergency Management Association (NEMA), headquartered in Lexington, Kentucky, has administered EMAC. NEMA serves as the administrative body for EMAC in support of the EMAC Member States by:

- Providing day-to-day overall administration and management of EMAC
- Providing operational support to states
• Supporting the EMAC Governance Structure to include the NEMA membership, EMAC Committee, EMAC Executive Task Force, EMAC Advisory Group, and EMAC Operational Components

• Maintaining online tools used to implement EMAC (such as the EMAC website, EMAC Operations System, Mutual Aid Support System, Resource Planner and more)

• Sharing situational awareness as needed during major activations

• Remaining true to the legislated articles and intent of EMAC

• Providing coordination and support of DHS/FEMA activations, where appropriate

• Serving on national committees, under the leadership of the Department of Homeland Security (DHS), devoted to enhancing mutual aid through resource typing, resource management, credentialing, and catastrophic disaster planning initiatives

• Securing and managing grants to grow and sustain EMAC strategic initiatives

• Serving as an advocate to state elected officials, Congress, and the federal government to ensure EMAC is recognized as the nation’s premier interstate mutual aid system

• Answering inquiries from Member States and all stakeholders

• Keeping Member States/territories informed on new and emerging issues

• Promoting and marketing EMAC as well as mutual aid in general

• Maintaining EMAC documents

• Providing instructors to support EMAC courses taught at FEMA’s Emergency Management Institute

• Providing educational opportunities related to EMAC

• Conducting and assisting with EMAC training, exercises, and education

• Developing delivering training and education on EMAC

• Providing a forum for input into the EMAC process

• Working to resolve issues to the satisfaction of EMAC Member States

• Supporting other responsibilities as requested that impact EMAC or national mutual aid

D. EMAC Advisory Group
The EMAC Advisory Group (EAG), established in 2006, gives national organizations a venue through which to work in coordination with the EMAC Committee and the EMAC Executive Task Force. Membership to the group is by invitation only to representatives from national organizations and other mutual aid stakeholders.
The current roster of EMAC Advisory Group members is available to state emergency management agency users on the EMAC website. The EMAC Advisory Group is led by the leadership of the EMAC Committee and EMAC Executive Task Force.

1. **EMAC Advisory Group Mission**
   To facilitate the effective integration of multi-discipline emergency response and recovery assets for nationwide mutual aid through EMAC.

2. **EMAC Advisory Group Roles and Responsibilities**
   - Represent the issues, position, resource capabilities, requirements, and best practices of their respective disciplines and national organizations
   - Facilitate EMAC outreach, education, and training opportunities
   - Share situational awareness information with national memberships, organizations, and agencies during major EMAC activities, as necessary and appropriate
   - Participate in conference calls, meetings, and after-action reviews on behalf of national membership
   - Identify emerging issues and make recommendations that may impact the development and strategic direction of EMAC
   - Network in the states to pre-plan for EMAC deployments
   - Promote the development of Mission Ready Packages (MRPs) and inventory of MRPs in the Mutual Aid Support System (MASS)

3. **Goals of the EMAC Advisory Group**
   - Promote a better understanding of EMAC for multi-discipline emergency response and recovery entities, and mutual aid partners
   - Create a forum for mutual aid stakeholders to provide input and feedback to NEMA to enhance mutual aid through EMAC
   - Advance interstate and intrastate mutual aid

E. **The EMAC Executive Task Force (ETF)**
The EMAC Executive Task Force (ETF) formulates and provides policy guidelines and procedures pertaining to the implementation of EMAC in coordination with NEMA who provides administrative support and guidance.

The EMAC Committee grants the ETF the power to consider all matters of supervision and control of the business and operational affairs, and to take whatever action is deemed appropriate on behalf of the Member States. All recommendations and actions of the ETF shall be subject to approval by the membership present at the next
regular meeting of the EMAC Committee. In the interim period between formalizing the actions taken by the ETF and said meeting of the EMAC Committee, the EMAC state membership shall abide by the recommendations and actions taken by the ETF on their behalf.

The voting membership of the ETF shall not exceed seventeen (17). Included among this number are the current ETF Chair, the current ETF Chair-Elect, the Immediate Past ETF Chair, three (3) At-Large Representatives, the ten (10) lead state representatives (one from each FEMA region), and one individual from the Legal Counsel Committee.

The ETF operates according to the EMAC Executive Task Force Operating Protocols which can be found on the EMAC website. The Operating Protocols outline both the operational and non-operational duties of the ETF.

The current roster of the EMAC ETF is available to state emergency management agency users on the EMAC website.

F. The EMAC Operational Components & Operational Management
The EMAC Operational Components work together during an incident to share information and ensure the EMAC procedures are being followed.

The EMAC Operational Components consist of the National Emergency Management Association, National Coordinating State, A-Team, National EMAC Liaison Team and Regional EMAC Liaison Team(s).

Standard Operations Guidelines for each of these components is available to state emergency management agency users on the EMAC website.
G. National Emergency Management Association

During an incident, NEMA serves an administrative function with the following responsibilities:

- Work with the NCS to coordinate operations
- Maintain the EMAC Operations System (EOS) and resolve system issues
- Maintain data integrity and ensure events are maintained and updated
- Answer questions about the use of the EMAC Operations System and provide technical support as needed to member states
- Ensure the timely fulfillment of resource requests
- Resolve policy issues in coordination with the NCS or NEMA Leadership
- Ensure coordination between the NCS, A-Teams, the NELT, and RELT(s)
- Serve as a virtual liaison to the NRCC until such time as the NCS or a NELT can fill the need
- Support NELT/RELT sharing of information to federal partners
- Serve as the National Guard liaison to the National Guard Bureau (NGB)
- Provide reports to FEMA upon request in compliance with the NEMA Data Policy

H. National Coordinating State (NCS)

The Chair of the ETF serves a dual role as the lead of the NCS. Thus, the NCS is the home state of the ETF Chair. In this unique role an EMAC Member State has national operational responsibility for EMAC and is primary point of contact for a disaster affected state.

The NCS serves an operations coordination function with the following responsibilities:
• Has overall control of EMAC operations
• Ensures operational procedures are followed and in coordination with NEMA resolves any policy or procedural issues
• Identification and staffing of A-Teams and liaison teams
• Ensures situation reports on EMAC activities are issued in a timely manner
• Follows up with states to ensure resource needs are met
• Conducts outreach with stakeholders on the EMAC Advisory Group to resolve issues and meet resource needs
• Provide virtual support to the NRCC until the NRCC is staffed or in lieu of NRCC staffing

The NCS Lead is listed on the EMAC website as the Chair of the EMAC ETF.

More information on the NCS can be found in the NCS SOG which is available to state emergency management agency users on the EMAC website.

I. Advance Team (A-Team)

Advance Teams (A-Teams) have the primary responsibility of implementing the EMAC process in both the Requesting and Assisting States as assigned by the state emergency management director or their designee.

All EMAC Member States are responsible for identifying personnel to serve on A-Teams and for providing adequate workspace with equipment and services to ensure the A-Team will be successful. The A-Team workspace should be located in the State EOC, the Joint Field Office (JFO), or other Command and Control Center in close proximity to an EMAC Authorized Representative (AR). Nominations to be a member of the A-Team will be made by the EMAC Coordinator to NEMA, which has responsibility for qualifying A-Team members.

The following section details some of the specific responsibilities of Requesting and Assisting State A-Teams.

The Requesting State A-Team

The Requesting State’s A-Team is responsible for the following:
• Development and broadcast of requests for assistance as directed by the Requesting State’s EMAC Authorized Representative or their designee
• Development of a daily Situation Report
• Review of all offers of assistance, analyze them to determine if offers match requests, and provide information to the Requesting State EMAC Authorized Representative or designee
• At the direction of the Requesting State’s EMAC Authorized Representative, accept or decline offers of assistance
• Prepare Section 2 of the RSA for the signature of the Requesting State’s EMAC Authorized Representative, and complete the RSA process so the Assisting State may deploy the approved response resource
• Provide reports to the Requesting State
• Providing situational awareness on EMAC activities
• Maintaining records for the state
• Provide guidance on the operational procedures of the EMAC system
• The Requesting State internal or external A-Team shall be represented on all operations conference calls during an event

The Requesting State A-Team, one of the EMAC Operational Components, also has the responsibility for sharing information and activities in the Requesting State with all other EMAC Operational Components (NEMA, NCS, National EMAC Liaison Team (NELT), and Regional EMAC Liaison Teams (RELTs)).

The Assisting State A-Team
The Assisting State A-Teams are responsible for the following:
• Coordinating with the EMAC Authorized Representative to determine if the state can provide assistance
• Coordinating with Resource Providers to obtain cost estimates
• Making offers of assistance to new/open requests within the EOS as directed by the Assisting State EMAC Authorized Representative or designee
• Processing of EMAC RSAs Section 1 for signature by State EMAC Authorized Representative and ensuring completion of RSAs
• Maintaining records for the state

Assisting State A-Teams are typically Type IV Teams consisting of two personnel but larger teams should be requested if necessary to accomplish all necessary EMAC functions (A-Team Leader, Operations, Planning, Logistics, and Finance/Administration) as they pertain to the Assisting State. Any team can be expanded if needed. For example, the Type IV team could be expanded to three personnel if an extra person is required.
A-Team typing guidelines, training and qualification requirements and standard operating procedures are defined in the EMAC Advance Team (A-Team) Standard Operating Guidelines available to state emergency management agencies on the EMAC website).

J. National EMAC Liaison Team

Coordinating the state response through EMAC with the Federal Emergency Management Agency/Department of Homeland Security (FEMA/DHS) at FEMA headquarters is the responsibility of the National EMAC Liaison Team (NELT).

Should FEMA/DHS request a NELT be deployed, they will contact NEMA.

If funding is available and states are actively requesting/deploying resources through EMAC, when the request is received, a team will be identified by the NCS and deployed to the National Response Coordination Center (NRCC) at DHS/FEMA Headquarters in Washington, D.C. During events where a deployment is not warranted, funding is not available or physical deployments are not possible due to the availability of personnel, the NCS or NEMA will provide situational awareness upon demand by FEMA.

The NELT serves as a liaison team representing all aspects of EMAC (NEMA, the NCS, and the EMAC Member States). The role of the NELT is to share situational awareness with EMAC Operational Components, FEMA, the Emergency Support Functions (ESFs) and to discuss/resolve issues that arise during the operation, on behalf of EMAC Member States. The NELT may need to contact EMAC A-Teams to validate information or obtain situational awareness that was not shared through the EMAC Operations System or on daily EMAC Coordination Calls.

The NELT will be comprised of one or more persons experienced in EMAC operations. The composition of the NELT is dependent on mission requirements.

While the NCS identifies the NELT team, the EMAC Member States are responsible for recommending personnel to serve on the NELT. The NELT mission is unique and requires individuals with experience and the ability to engage with the Federal level management team.

The role of the NELT is facilitated by the Liaisons companion application.
The Standard Operating Guidelines for the NELT are in the NELT SOG available to state emergency management agencies on the EMAC website.

K. Regional EMAC Liaison Team
In a large-scale disaster, there may be the need to coordinate the state response through EMAC with the Federal Emergency Management Agency/Department of Homeland Security (FEMA/DHS) at the FEMA regional office in which the affected state resides. This is the responsibility of the Regional EMAC Liaison Team (RELT).

Should FEMA/DHS request a RELT be deployed, they will contact NEMA. If states are actively requesting/deploying resources through EMAC, a team will be identified by the NCS and deployed to the requesting Regional Response Coordination Center (RRCC).

For a major, multi-state disaster, a liaison team may, upon the request of DHS/FEMA and with the approval of both NEMA and the NCS, be deployed to a FEMA Regional Response Coordination Center (RRCC). A coordinating team deployed to a RRCC is referred to as a Regional EMAC Liaison Team (RELT). The RELT may be comprised of one or more A-Team trained personnel who are knowledgeable on EMAC procedures. The composition of the RELT is dependent on mission requirements.

EMAC Member States are responsible for the identification of personnel to comprise the RELT. The RELT mission is unique and requires individuals with experience and the ability to engage with the Federal level management team.

The role of the RELT is facilitated by the Liaisons companion application.

The Standard Operating Guidelines for the RELT are in the RELT SOG available to state emergency management agencies on the EMAC website.
L. EMAC Operational Levels

As shown above, there are three EMAC operational levels: Level 3, 2, and 1. EMAC levels of operation reflect that Operational Components are activated and indicate the scope of the incident. The operational levels are designed to mirror most state and federal operations levels and work effectively and seamlessly within the National Incident Management System (NIMS).

**Level 3:** During day-to-day monitoring and supporting states with operational activities, NEMA and the NCS are at a Level 3 operation. Should a state be managing an incident and requesting resources through EMAC, they are utilizing their internal A-Team.

**Level 2:** Once a state requests an EMAC A-Team be deployed into their state, EMAC is automatically at a Level 2 operation.

**Level 1:** The deployment of a NELT or a RELT changes the EMAC operational level to a 1 indicating all operational components are fully engaged.

**Coordination with Federal Partners**

Coordination with Federal Partners is critical to ensure the effective and efficient sharing of needed, often scarce, resources. State Emergency Management agencies can choose to request resources through FEMA, via EMAC or from both.

Information sharing regarding resources deployed within a state through EMAC is key information to Federal Partners. In support of FEMA information requests, NEMA has developed a Data Sharing Policy which outlines the information and data fields available to be shared and how to access that information. The [NEMA Data Sharing Policy](#) was reviewed and approved by the NEMA Membership.
Standard Operating Guidelines

This section delineates the responsibilities incumbent upon each EMAC Member State and establishes Standard Operating Guidelines for the five EMAC phases: Pre-event Preparation, Activation, Request and Offer, Response, and Reimbursement.

A. Pre-Event Preparation

Member State Responsibilities

The EMAC articles make clear that state emergency management agencies are responsible for implementing EMAC in their state on behalf of the governor. These responsibilities include the following:

- Brief local and state level elected and appointed officials on EMAC and member state responsibilities
- Develop and maintain written procedures for the implementation and utilization of EMAC as both a Requesting and Assisting State and to stand prepared to request or provide interstate mutual aid through EMAC. At a minimum, the following should be included:
  - Establish procedures for requesting and receiving EMAC assistance (services, commodities, etc.)
  - Define the 24/7 systems for receiving and dispersing EMAC broadcasts and indicating interest
  - Establish processes and procedures for utilizing local/state government level and other available resources to fill both intrastate and EMAC requests
  - Establish pre-deployment briefing process/checklist for personnel assigned to EMAC missions in another state
  - Develop procedures for transitioning EMAC duties back to the in-state A-Team following the demobilization of an external A-Team
  - Establish demobilization briefing process/checklist for personnel assigned to EMAC missions in another state
  - Establish procedures for reimbursement of EMAC claims as both a Requesting and Assisting state. Reimbursement guidance should be inclusive of local resources
- Conduct a hazard analysis and capability assessment to determine where resource gaps exist, and specifically what types of mutual aid resources may
be needed. States can use EMAC Resource Planner to aid them in the pre- scripting of resources by leveraging their THIRA planning. The following are components of Resource Planner:

- Threats/Hazards – utilize existing THIRA for identified threats
- Resource Requests – identify resource shortfalls and pre-script missions to meet this shortfall
- Staging Areas – identify and list staging areas that will be used during disaster events
- Documents – attach any pertinent documents for reference
- MASS – Once missions are pre-scripted, enter them in MASS for easy deployment
- FEMA RAPT - The FEMA Resilience Analysis and Planning Tool (RAPT) is a free GIS web map that allows federal, state, local, tribal, and territorial emergency managers, and other community leaders to examine the interplay of census data, infrastructure locations, and hazards, including real-time weather forecasts, historic disasters and estimated annualized frequency of hazard risk
- Conduct pre-planning for the sharing of resources through EMAC with neighboring states
- Review and update an inventory of available response resources, teams and MRPs
- Conduct NIMS Resource Typing and develop Mission Ready Packages (MRPs) for internal use and for EMAC deployments and maintain an inventory of available MRPs in the Mutual Aid Support System (MASS)
- Establish a plan for a central reception center to receive, process, integrate, and demobilize out-of-state EMAC responding resources into the state’s response operation
- Designate a minimum of three Authorized Representatives to always ensure availability of a designated Authorized Representative with signature authority. Authorized Representatives have the Governor’s authority to request or to deploy mutual aid assets thus obligating state funds
- Identify a minimum of three Designated Contacts who can implement EMAC. Designated Contacts may also be Authorized Representatives
- Designate one individual to be the “lead” on EMAC as an EMAC Coordinator. The EMAC Coordinator may also be a Designated Contact or Authorized Representative
- Designate at least one individual to be the EMAC Finance/Administration Coordinator
• Develop enabling mechanisms such as legislation, intrastate mutual aid agreements, or memorandums of understanding with locals, volunteers, and private sector (if allowed under state law) to deploy seamlessly through EMAC. There are five primary enabling mechanisms used by states to make non-state resources deployable: Legislation, MOU/MOA, intergovernmental agreement, governor executive order, or contract.

• Review and update contact information for EMAC Authorized Representatives, Designated Contacts, the EMAC Coordinator, and Legal Counsel on the EMAC website. Current key state personnel contact information and member state profiles can be found on the EMAC website available to state emergency management agencies.

• Develop an EMAC training program for your state and conduct training for all Resource Providers who can deploy through EMAC.

• Develop an EMAC exercise program that includes stakeholders at the state and local levels of government as well as other Resource Providers that may be eligible to deploy through EMAC.

• Engage with stakeholders from disciplines within the state to for the development of response (assisting) assets, and gap identification (potentially needed) response assets.

• Reimbursement Responsibilities during Pre-Event Preparation.

It is vitally important that member states think about reimbursement requirements prior to a disaster event occurring to ensure all needed documentation is received in a timely manner once resources demobilize. Pre-Event responsibilities for the Reimbursement Phase are consolidated under Pre-Event Preparation Phase Reimbursement Responsibilities.

Tips and recommendations for a comprehensive EMAC Training and Exercise Program include the following:
• Use NEMA course offerings. NEMA offers EMAC training on a regular basis including eLearning opportunities. Current EMAC courses, EMAC related webinars, and training schedules may be found on the EMAC website

• Ensure training throughout the agency. In the event the agency receives media inquiries, PIO personnel need to be aware of how to handle such requests in accordance with the NEMA Data Sharing policy

• Provide training for mutual aid stakeholders to inform them about internal policies and procedures for the implementation of intrastate and interstate mutual aid

• Include regular training and practice with the EOS

• Incorporate EMAC in at least two or more exercises annually. The state can choose to be either a Requesting State or an Assisting State depending on the exercise scenario. It is recommended that one of the exercises incorporate the use of local resource providers

• Develop exercises that incorporate or focus solely on the Reimbursement Phase

• Use the NEMA model EMAC training and exercise guide. The guide can be adopted in part or whole for use by individual member states. The EMAC training and exercise guide can be found in the library on the EMAC website under the EMAC Operations Manual which is available to state emergency management agency users

Member State A-Team Responsibilities

• Designate a minimum of four (4) individuals who are A-Team qualified by NEMA to serve on EMAC A-Teams to meet the minimum standard of two Type 4 teams (two member). Details on A-Teams and A-Team Typing may be found on the EMAC website in the A-Team Standard Operating Guidelines

• States should anticipate requesting an A-Team at some point in the future and be prepared to provide adequate workspace and logistical support to an A-Team that is deployed to their state EOC or other duty station. Member State responsibilities to prepare for an incoming A-Team are as follows:
  o Provide an adequate workspace. Workspace should consist of two workstations (at a minimum) equipped with telephones and computers (with the latest version of internet browsers) internet connectivity, and e-mail capability. Should the state not have the necessary equipment, they should request the A-Team bring laptops as part of their equipment. Note: The RSA may stipulate the A-Team
bring computers as part of the equipment needed to complete the mission
  o Dedicated email address. States should have a dedicated email address for the A-Team to receive and reply to e-mails
  o Access to survivable/redundant communications networks
  o Access to, and training on, crisis information management software
  o The EMAC A-Team workspace should be pre-identified and reflected on the state EOC organization chart and floor plan
  o Access to a printer and scanner, preferably on the same internet connected network accessed by the A-Team so A-Team members can save to jointly accessible folders and print RSA sections for signature
  o The A-Team must have access to an EMAC Authorized Representative that is able to assign mission requests and sign RSAs in a timely fashion

A-Team typing guidelines and standard operating procedures for A-Teams are defined in the EMAC Advance Team (A-Team) Standard Operating Guidelines document available to state emergency management agencies on the EMAC website).

B. Activation

Article I of EMAC law, Purpose and Authorities states the purpose of the compact is “to provide for mutual assistance between the states entering into this compact in managing any emergency or disaster that is duly declared by the governor of the affected state(s)”.

While a state can complete activation procedures prior to a declaration, they cannot receive assistance through EMAC until a Governor’s declaration is in place.

1. Requesting State Responsibilities

  • Confirm the Governor has declared a State of Emergency
  • Evaluate current inventory and anticipated needs to identify potential gaps in response capability. Verify the need for assistance (personnel, equipment, skills, services, etc.)
  • Identify available funds for mission reimbursement(s)
  • Open an EMAC Event within the EMAC Operations System
Note: States are encouraged to only open an event if they anticipate requesting resources. One event should be opened per disaster. Assisting States do not open an event

- Activate internal A-Team
  - If an EMAC event is opened, an A-Team should be activated
  - Assign the A-Team into the event in the EOS. Note: Unless A-Team members are also an EMAC Designated Contact or EMAC Authorized Representative, they do not automatically have access to events
- Determine the need for an external A-Team, and coordinate with the NCS to request an A-Team, if needed
- Post an initial SITREP (situation report) in the EMAC Operations System (EOS) and broadcast it as deemed appropriate
- States should consider opening a Reception Center based on the magnitude of the event to check in/out EMAC mutual aid resources, if EMAC resources have been requested

2. Assisting State Responsibilities
- For large scale disasters, activate an internal A-Team to monitor activity from the affected states
- Prepare to offer assistance when requested from affected state(s)
- Evaluate current activities and determine availability of response assets

3. National Coordinating State (NCS) Responsibilities
- Establish communications with the Requesting State to determine the need for A-Team support
- Schedule conference calls to coordinate communications among the activated EMAC Operational Components
- Resolve policy and procedure issues in coordination with the NEMA EMAC Program Director

4. NEMA Responsibilities
- Coordinate communications with EMAC Operational Components
- Work with NCS to schedule conference calls as needed
- Participate in daily, or as needed, conference calls with EMAC leadership and the affected state(s)
- Provide support to Requesting and Assisting States and assist to resolve policy and procedure issues in coordination with the NCS
• Ensure operations of the EMAC Operations System (EOS), monitoring events and addressing any technical or support needs as they arise

C. Request & Offer

During the request and offer phase it is vitally important that both the Requesting and Assisting States have Authorized Representatives available to approve resource requests and offers, accept and decline offers of assistance and complete the RSA process.

To accurately provide the needed resources during the request and offer phase, Requesting and Assisting States should:

• Use clear and concise communication that will clarify the request and assist in the understanding of both the request and offer
• Ensure direct coordination between Requesting and Assisting States, ESF counterparts, operations personnel or others who are ultimately engaged in utilizing or providing the specific resource
• Communicate directly to ensure a clear understanding of resources being requested and provided, and the terms of the assistance

Note: States are encouraged to use NIMS Resource Typing and Job Position Qualifications to identify minimum resource and personnel requirements.

Detailed information on the request and offer process and how the A-Team uses the EOS to facilitate requests and offers can be found in the A-Team Standard Operating Guidelines, available to state emergency management agency users on the EMAC website.

1. Requesting State: Requesting Assistance

• A-Teams must receive resource requests or approval to source a resource need from EMAC Authorized Representatives
• A-Teams enter requests for assistance into the EOS and broadcast as directed. A-Teams may email the request for assistance to all members states, to individuals, specific states, or states within FEMA regions
• Once entered and published, EMAC Member States will be able to see the request and enter offers of assistance. To aid this process:
  ○ Requests may be imported from a pre-scripted request in Resource Planner
States may establish a data connection between their WebEOC software, and the EOS whereby requests for assistance will automatically populate in the EOS as draft resource requests. Instructions are posted under Resources on the EMAC website.
• Use the “Indicate Interest” option in the EOS to indicate whether your state will be able to offer assistance (indicate yes or no)
• The A-Team, EMAC Coordinator or EMAC Designated Contact will work with the Resource Provider to develop an offer of assistance
• Upon verbal approval by the Assisting State Authorized Representative, the Assisting State’s A-Team may enter an offer of assistance into the EOS. The verbal approval authorizes the A-Team to move forward with the intent of completing a RSA
• Offers of assistance:
  • May be pre-scripted using a Mission Ready Package (MRP) and uploaded into EOS or imported from the Mutual Aid Support System (MASS)
  • Should include estimates for all known deployment expenses (e.g. personnel, equipment usage, commodities, and travel categories). Refer to cost eligibility guidelines, available to state emergency management agency users on the EMAC website. Keep in mind that unknown expenses (e.g., replacing damaged equipment, etc.) will not be part of the offer but may be part of the reimbursement package
  • Must be published in the EOS to be visible to the Requesting State
• Will be accepted or declined. If declined, an email will be sent indicating offer declined. If accepted, print RSA, Section 1, obtain signature of the EMAC Authorized Representative and scan/upload into the EOS. Once the Requesting State has completed Section II, use the EMAC Operations System to send the Mission Order Authorization Form (Mission Order) to the Resource Provider and set up a time to provide the pre-deployment briefing
• If an unexpected cost arises during the deployment an RSA amendment can be initiated
• Deployment dates should include all travel days for mobilization and demobilization as well as the days of the mission
• All cost estimates must be in compliance with the Resource Provider’s written policies
• Names and contact information should be entered for all personnel being deployed on an EMAC mission so they may be tracked and accounted for while they are deployed. Member States should follow
guidance for the protection of personal information of responders being deployed on any EMAC mission

Note: When an event is of a sensitive political nature, information in the RSA that would normally list deploying personnel names and other sensitive information may be modified to ensure safety of deployed personnel. See below, Sensitive Events and Open Records Requests.

3. NEMA Request and Offer
   - Assist the affected state with technical issues or training needs in the EOS
   - Monitor activity in the EOS and address any issues
   - Assist the NCS with the identification of available EMAC mutual aid resources.
   - Assist in the resolution of any policy or procedural issues that may develop during the response to the event
   - Participate in conference calls with the affected state to address issues as they arise

   - EMAC allows for Member States to request and provide assistance verbally and in writing. Verbal agreements made between EMAC Authorized Representatives must be confirmed by completing the RSA within 30-days of the verbal request. Caution should be used for verbal agreements as they are legally binding
   - The EOS facilitates the completion of the RSA after an offer of assistance is accepted. RSAs are generated through the EOS and printed, signed, scanned, and uploaded into the EOS
   - The RSA Form has two sections:
     - Section I contains the Request and Offer, and is completed by the Assisting State
     - Section 2 is the Acceptance of the Offer, and is completed by the Requesting State
   - All requests and offers must be completed within the EOS to ensure the integrity of data. Should the internet be down, or the A-Team does not have access to the EOS, the state may execute EMAC missions verbally. Once internet access is re-established, the mission data must be entered into the EOS to ensure data integrity. States may wish
to use a virtual A-Team or contact NEMA should they have connectivity issues for assistance

- Once signed by both Requesting and Assisting State EMAC Authorized Representatives, the RSA is legally binding agreement between the two states. Note: The RSA is not a contract
- Once the RSA has been completed, the Requesting State should send reimbursement guidance to the Assisting State to expedite the reimbursement process

5. RSA Amendments

- Many factors may necessitate an amendment to the RSA including the following:
  - An increase in estimated costs. Deviations can result from the realization of unexpected costs during the mission, underestimated mission costs during the request/offer phase or changes to meal/lodging provisions
  - Extending the timeframe of the mission if a team is asked to stay longer than the original mission dates
- Should the actual mission costs significantly deviate above or below the original estimates, it is recommended states amend the RSA. Note: When costs significantly deviate above the original estimates, it is recommended that the Assisting State perform a reasonable cost analysis to determine whether the increase should be considered allowable (see section on reasonable costs)
- The Requesting or Assisting State can add an amendment into the EOS. Both the Requesting and Assisting State will update the data fields within the EOS for the request and offer. The amendment will be completed in the same way as the original RSA by obtaining the signatures of the Requesting and Assisting State EMAC Authorized Representatives on the appropriate sections and uploading them into the EOS. Both sections of the RSA amendment must be completed for the amendment to be legally binding

6. Duplicating a Resource Request in EOS

- The EOS makes it possible for a Requesting State to duplicate an existing resource request
• Duplicating a Resource Request should be used when an amendment to a mission is not appropriate (a new RSA is required) or when requesting a resource similar to one already requested within that event.
• The A-Team will select the “duplicate request” within the EOS which will make an exact copy of the request with a new tracking number.
• The request must be updated with the current needs/dates prior to publishing.

7. Withdrawing a Resource Request
The EOS makes it possible for a Requesting State to withdraw a resource request if the resource is no longer needed. Once an offer has been accepted, this option is no longer available. If a request needs to be withdrawn after an RSA is completed, the Requesting State should contact NEMA. NEMA will verify the Resource Provider has no outstanding costs before withdrawing it in the system.

8. Withdrawing an Offer of Assistance
The EOS makes it possible for an Assisting State to withdraw an offer of assistance if a state needs to update it or if they can no longer provide assistance.

9. EMAC Broadcast Functionality
The EMAC broadcast functionality is for sending resource requests and situation reports to EMAC Designated Contacts and EMAC Authorized Representatives. A-Teams do not receive EMAC broadcasts.
Broadcasts can be sent to individual states, states by FEMA region, individuals or to all EMAC Members.

The broadcast function should only be used for resources that are intended to result in an EMAC mission. States should refrain from entering requests for assistance into the EOS and sending them out as a broadcast if they are inquiring about availability. Should assistance be needed to pre-identify a resource, the A-Team should make direct inquiries to states or reach out to NEMA/NCS for assistance.

C. Response

Once an RSA has been completed in the EOS or the EMAC Authorized Representatives have verbally agreed on the terms of the mission within the 30-day provision; the personnel and equipment must be mobilized, deployed, and demobilized for the service/commodity provided.

States should utilize reports in the EOS to track mobilizing/demobilizing personnel, track costs, and share reports from EOS with Finance/Administration, Operations, Logistics, and Planning as appropriate.

Through available technology, some EMAC missions may be able to be accomplished virtually without the physical deployment of personnel and equipment. Examples include the following: virtual A-Team, GIS mapping, weather forecasting, and shelter management in an Assisting State.

Mobilization, deployment, and demobilization are detailed as follows:

1. Mobilization
   - Mobilization is the process of notifying the responding personnel they will be deploying on an EMAC mission, activating the individual, team, or
Mission Ready Package, and addressing logistical support that will be needed throughout the mission

- Assisting State A-Team personnel or EMAC Designated Contacts should send the Resource Providers (individual or team leader) a Mission Order Authorization Form (Mission Order) from the EOS

  Note: While the Mission Order Authorization Form is designed to assist Deploying Personnel, it may be prudent in politically sensitive missions to not send the form and instead review all mission information directly with the Deploying Personnel. The Mission Order contains reimbursement tips and guidance for Deploying Personnel.

- Personnel should be given adequate time between the notification of the mission and deployment to complete personal business

- The Assisting State should conduct a pre-deployment briefing which should cover the following:
  
  i. Define the scope and details of the mission and the role of the deploying team in addressing and completing the mission
  
  ii. Review the Mission Order Authorization Form and discuss approved mission costs, documentation requirements, and other pertinent information
  
  iii. Explain when the deployment will begin, and how long the mission will last
  
  iv. Existing deployment conditions where the work will be performed
  
  v. Hazardous conditions requiring protective clothing, current vaccinations, and health and safety concerns
  
  vi. Review guidelines for sensitive events, develop and implement procedures in accordance with your state law to protect the identity of Deployed Personnel and other contacts based upon the sensitivity of events
  
  vii. Location where personnel should report to upon arrival in the Requesting State. This may be a reception center or the actual deployment location
  
  viii. Contact information in case assistance is needed
  
  ix. Communication steps for reporting any changes to the mission, deployment dates, or mission costs so an amendment can be completed
  
  x. Address logistical support for deploying teams:
     - Transportation and fuel for vehicles
- Lodging
- Meals
- Communications
- Availability of ATMs to plan for use of cash / credit cards
- Badging/identification or copies of professional credentials, certificates or licenses required
- Review of items to consider bringing on the deployment
  xi. Review the deployment checklist
  xii. Review the demobilization checklist
  xiii. Review additional reimbursement documentation requirements identified in the Mission Order and RSA
  xiv. Review reimbursement procedures to ensure Deploying Personnel have a clear understanding of cost documentation requirements and purchasing procedures
  xv. Review the code of conduct for deploying personnel
  xvi. Ensure a clear understanding that changes to their mission that would change the deployment dates or mission costs must be communicated to the home state emergency management so an amendment can be completed on their behalf

2. Deployment – Requesting State

Deployment includes all the actions necessary to get the responding mutual aid resources from home station to the affected state, and the conduct of the mission.
- Deployment and Requesting State Reception Center
  o It is recommended that Requesting States plan for, and be able to establish, a reception center for responding out-of-state personnel and equipment. All deploying and demobilizing EMAC teams and personnel would be required to check in at the Requesting State’s reception center to receive an up-to-date mission briefing
  o Arriving teams and personnel must have:
    - An EMAC Mission Order Authorization Form or a copy of the executed RSA
    - Driver’s license or state issued identification
    - Agency issued identification
    - Necessary equipment to perform the assigned mission
    - Credentials/copy of license to support any skilled mission requirements (medical/health/etc.)
Personal clothing, supplies, and equipment to support the mission length of stay
- Cash or credit cards

- Reception centers should provide an official identification badge to EMAC responders for use while executing their assigned missions
- Reception center personnel should verify through conversation with responding team leaders that EMAC responders have:
  - A clearly defined mission and a Mission Order Authorization Form (Mission Order)
  - Adequate equipment and supplies to accomplish the mission
  - An identified point of contact at the mission location
  - Clear directions to the mission location
  - Arrangements for meals and lodging
  - A clear understanding of the disaster environment and the living/working conditions at the mission location
  - A safety plan for their personnel working in the current disaster conditions
  - A clear understanding of reimbursement requirements above and beyond what is required by EMAC reimbursement guidelines as identified in the RSA to include cost tracking procedure requirements (e.g., timesheets, mileage logs, etc.) and purchasing procedures

3. Deployment – Assisting State

- While resources are deployed, the Assisting State A-Team or EMAC Designated Contact should conduct personnel accountability reporting to monitor teams for issues. Issues that may arise include:
  - Changes to missions that may require an amendment to the RSA, or the development of a new RSA.
  - Unexpected costs that arose during the mission (e.g., damage to equipment or decontamination needs)
  - Injuries sustained during the performance of the mission.

Deployed personnel should immediately contact the home state emergency management agency contact listed on the EMAC Mission Order

- Deployed Resources: Rendering services
Responding teams and personnel have been requested and deployed to deliver a professional service. Responders should be adequately trained and certified to perform the mission requested.

- Missions should be clearly defined with beginning and ending dates and a specific set of tasks to be accomplished.
- Changes to missions may require an amendment to the RSA, or the development of a new RSA. These should be communicated to the state emergency management agency as soon as possible.
- Personnel should communicate any unexpected costs that arose during the mission (e.g., damage to equipment or decontamination needs).
- Personnel should immediately report any injuries sustained to their home state emergency management agency using the contact information listed on the EMAC Mission Order.

4. Demobilization

Demobilization is the process of releasing mutual aid assets following the completion of their assigned mission and returning them safely to their home station.

The process of demobilization should include a debriefing for personnel, accountability for all personnel and equipment, travel home, and check-in at home station.

- At the conclusion of a mission, it is recommended personnel check out through the Requesting State’s reception center to be debriefed and accounted for before they start the travel to home station.
- Check out should include accountability for all equipment, personnel and other assets committed to the successful completion of the mission. Any damaged equipment should be noted, documented, and acknowledged by the Requesting State before the EMAC responders depart for home.
- Responders should be given the opportunity to comment on the scope and success of their mission. Any difficulties, unforeseen hazards, or issues should be brought to the attention of the Requesting State.
- Opportunities for improvement should be noted.
- Reimbursement procedures should be discussed, and any necessary forms provided.
- Responders travel home.
• Responders notify Assisting State A-Team or EMAC Designated Contact once they have arrived at home station
• As soon as possible, responders shall submit all cost documents; timesheets, usage logs, receipts, etc. to their finance department so accounting entries can be made and creation of the reimbursement packet can begin
• Complete a post-deployment survey. At the discretion of NEMA and the EMAC ETF Chair, an EMAC Post-Deployment Survey may be developed. The results of the survey will be used to evaluate EMAC operations results and identify outcomes to improve EMAC documents and training materials
• Following large-scale catastrophic or traumatic events, it is recommended Responders participate in a critical incident stress debriefing
D. Reimbursement

EMAC Article IX addresses reimbursement proclaiming that any state, “rendering aid to another state pursuant to this Compact shall be reimbursed for any costs incurred related to providing such aid”.

Any state “rendering aid in another state pursuant to this compact shall be reimbursed by the party state receiving such aid for any loss or damage to or expense incurred in the operation of any equipment and the provision of any service in answering a request for aid and for the costs incurred in connection with such requests; provided, that any aiding party state may assume in whole or in part such loss, damage, expense, or other cost, or may loan such equipment or donate such services to the receiving party state without charge or cost; and provided further, that any two or more party states may enter into supplementary agreements establishing a different allocation or costs among those states. Article VIII expenses (workers’ compensation) shall not be reimbursable under this article.”

Reimbursement is unique as it spans all other phases of the process (Pre-Event Preparation, Activation, Request and Offer, as well as Response). The success of the reimbursement phase relies heavily on each party (Deployed Personnel, Resource Providers, Assisting States and Requesting States) executing their role in an efficient, effective, and timely manner while communicating with one another throughout the process.

Delays in the reimbursement process may make Deployed Personnel and Resource Providers less likely to deploy on a future mission as it may create a financial burden on the agency.

Developing your state’s reimbursement procedures and executing those procedures in a timely fashion in accordance with the intent of the EMAC law is vital to the success of the EMAC system.

1. Member State Reimbursement Responsibilities

The basis of EMAC Member State reimbursement responsibilities is the EMAC Articles of Agreement and the policies and procedures agreed upon by the EMAC Member States through the EMAC Governance Structure. All EMAC Member States have passed EMAC as law and have agreed to follow the reimbursement guidelines in the EMAC Operations Manual as approved through the EMAC Governance Structure. These guidelines support an effective reimbursement process.
All personnel within the reimbursement process have a responsibility of ensuring reimbursement requirements are clearly communicated, documentation is maintained, and reimbursement packages are well-organized, clearly explained, and free from errors prior to submitting the claim forward in the reimbursement process.

Each Member State is also sovereign, and as such, will have their own organizational policies, labor agreements, financial accounting systems, review procedures, etc. that will affect appearance of support documentation, documentation requirements and in-state procedures for the development of the reimbursement packages.

In addition, States may have documentation requirements beyond what is in the EMAC Operations Manual. If so, those documentation requirements shall be communicated with a state in the request and included in the RSA and the Mission Order so the need to maintain documentation is clearly communicated as part of the mission. In the event the additional requirements are not included in the request and RSA, a Requesting State cannot deny a claim that still meets the requirements as outlined in this manual.

Regardless of the differences from state to state, the accurate collection, preparation, submission, and coordination of the reimbursement process is paramount to expediting the payment of claims for reimbursement.

States have agreed, through the EMAC Governance Structure to support the standardization of the EMAC Reimbursement Process between states to expedite the processing of payments.

States have also agreed:

A. EMAC missions are valid only if they have been approved by the Requesting State and Assisting State through the RSA process or by verbal agreement.

B. Verbal agreements must be followed with the completion of an RSA within 30 days of the verbal agreement.

C. To use the RSA as the official document to codify each EMAC mission.
i. The RSA is generated through the EMAC Operations System (EOS) during the Request and Offer Phase.

ii. Once the RSA is duly executed by the EMAC Authorized Representatives of both the Requesting and Assisting States, the RSA constitutes a legally binding agreement between the two states (Requesting and Assisting). It is important to note that the RSA is not a contract and should not be referred to as a contract. Rather, it should be referred to a legally binding agreement between states.

iii. Costs on the RSA are estimates and are used to provide awareness to the Requesting State on their accrued financial liabilities for a particular event.

iv. The final expenses submitted to the Requesting State will align with the RSA but will not exactly match as the RSA represents an estimate of reasonable mission related costs. It is the responsibility of Resource Providers to provide documentation of the actual cost of missions during the reimbursement phase.

v. It is recommended that states amend RSAs as soon as possible when actual costs significantly deviate from original estimates. The following are some reimbursement related examples that should result in an amendment:
   - Realization of costs not originally estimated (e.g. damage to equipment)
   - Estimates are significantly understated (e.g. > 15-20%)
   - A mission is extended beyond the original dates increasing the overall cost of the mission.

D. To use the EMAC reimbursement summary forms R-1 and R-2.
   - The Interstate Reimbursement Summary R-1 Form is used by the state emergency management agency to provide a summary of all mission costs being submitted in the reimbursement package. The R-1 will include all costs from all R-2s.
   - Intrastate Reimbursement Summary R-2 Form is used by the Resource Provider(s) to capture all mission costs.

E. States will not deny the reimbursement of a cost because of differences in “documentation appearance”. Each reimbursement package requires certification by both the Resource Provider and Assisting State for the completeness and accuracy of costs. However, all documents should meet the definition of a Source Document.
• A source document is *an original record which contains the detail that supports or substantiates a transaction that will be (or has been) entered in an accounting system*.

F. Missions where a RSA was not completed or assets self-deployed will not be eligible for reimbursement.

G. In the event a Requesting State cancels a mission after verbally accepting, or they have completed the RSA, and the Assisting State or Resource Provider has incurred a cost in relation to the mission, the Requesting State is obligated to reimburse the Assisting State for those costs so long as it is within the mission dates. The RSA identifies 4 dates:

- Mission Start Date: The first date the Assisting State may request reimbursement
- Date Resource Arrives in the Requesting State
- Date Resource Leaves the Requesting State
- Mission End Date: The last date the Assisting State may request reimbursement

H. Claims for reimbursement may only be for costs that occur during the EMAC mission period. Pre- and post-deployment costs are not eligible for reimbursement unless agreed to on the RSA. In the event a Resource Provider incurs costs outside of the mission period, an amendment to the RSA should occur to extend the dates and revise the mission cost estimates. This extension must be agreed upon by both the Requesting and Assisting States.

I. A Requesting State is under no obligation to reimburse unsubstantiated costs.

J. Except in extenuating circumstances, or where prohibited by state law or regulation, an Assisting State must audit and pay claims to Resource Providers prior to submitting their claim to the Requesting State.

The following section details Member State reimbursement responsibilities throughout the EMAC phases:

**Pre-Event Preparation Phase Reimbursement Responsibilities**

*EMAC Article II* says that Member States should consider all available resources (within their legal statutory authority) when responding to an EMAC request.

- a. If the state uses enabling mechanisms to deploy non-state assets, the state’s reimbursement procedures must include these entities
- b. Enabling mechanisms should include reimbursement timelines and guidance that aligns with jurisdictional, state, and EMAC policies and procedures
c. States should develop Mission Ready Packages with Resource Providers for commonly deployed resources to ensure all costs are considered and to allow training and education on the state reimbursement process.

d. States should identify potential funding sources that can be used to expedite the reimbursement process when missions are completed, and reimbursement packages are received.

e. Identify personnel who will manage the reimbursement process and ensure they are trained in EMAC reimbursement procedures.

EMAC Article III requires Member States to formulate internal plans and procedures to implement EMAC. These plans and procedures must include reimbursement for all entities engaged in the reimbursement process (Deployed Personnel, Resource Providers, State Emergency Management Agencies, and private contractors if the states utilize external assistance to seek funding from federal assistance).

a. Reimbursement plans and procedures should address how Member States will determine cost estimates, ensure proper capturing of cost documentation, identify funding for reimbursements, and instructions on how to prepare and review reimbursement claims.

b. Pre-identification and assignment of personnel within the state with reimbursement responsibilities to include the EMAC Coordinator, EMAC Designated Contacts, EMAC Authorized Representatives, Finance/Administration, and more as deemed necessary for the efficient and timely processing of reimbursement packages as both a Requesting and Assisting State. The state should ensure adequate staffing to meet the demands of the reimbursement phase in addition to well-written procedures. If a state decides to contract with a consulting firm to assist with reimbursements, ensure procedures are in place to train them on the EMAC reimbursement process.

c. Finance/Administration personnel with EMAC responsibilities should take the online EMAC Reimbursement for State Emergency Management and should be incorporated into the reimbursement process.

d. Development and delivery of training on reimbursement process and cost documentation requirements.

e. Identify potential funding sources that may be used to reimburse the costs associated with EMAC missions. Reminder – states are responsible for
reimbursing Resource Providers and Assisting States regardless of any federal disaster funds that may become available.

**Activation Phase Reimbursement Responsibilities**

a. When activating EMAC, states should ensure they have sufficient funding sources identified to pay EMAC missions in a timely fashion upon receipt of the reimbursement packages.

b. Provide situational awareness information so Resource Providers, state staff and other partners are aware of potential mission reimbursement documentation needs.

**Request and Offer Phase Reimbursement Responsibilities**

Requesting States should have identified documentation requirements that are above what is stated in the EMAC Operations Manual and included the additional documentation requirements in the resource request which must be codified in the RSA.

Assisting States should make Resource Providers aware of any additional documentation requirements that were identified in the request. Resource Providers should make Deployed Personnel aware of additional documentation requirements that were identified in the request.

**Response Phase Reimbursement Responsibilities**

The Assisting State should include an overview on reimbursement documentation responsibilities as part of the Pre-Deployment Briefing.

The Requesting State may include reimbursement guidance as part of the briefing to arriving personnel to review reimbursement responsibilities and documentation requirements for the mission.

Requesting and Assisting States may consider providing large envelopes for Deployed Personnel to maintain documentation while deployed.
Deployed Personnel are responsible for the tracking of costs during the mission, reporting any circumstances that may affect mission costs, and maintaining documentation throughout their mission.

Requesting State is obligated to issue reimbursement guidance to the Assisting State as resources demobilize.

2. Reimbursement Implementation

Recommended Timelines for EMAC Reimbursement

States should have developed procedures to have funding available to pay EMAC missions upon receipt of the reimbursement packages.

All states understand there are times when reimbursement may be delayed due to circumstances outside of a state’s control. Examples include the following:

- Large catastrophic events
- Lack of staffing that may impact the timely processing of reimbursement packages
- The need for the state legislature to appropriate disaster funding
- Payroll processing extending the timeline based upon state procedures and systems. For example, payroll systems may take up to 90 days before the Resource Provider can run reports to obtain the documentation needed to compile the reimbursement package
- National Guard missions involving federal assets requires the state to first receive payroll charges from the Department of Defense, as well as invoices from the U.S. Property and Fiscal Office for any deployed equipment. Receipt of these charges may take longer than the recommended EMAC reimbursement timeline resulting in delays. Please communicate any delays to all parties involved as soon they are known

The following timelines are provided as recommended guidance.

Should there be delays to these timelines, the delays should be communicated from Resource Providers to the Assisting and Requesting States as soon as possible.
A. Deployed Personnel
Upon return home following a mission, Deployed Personnel are responsible for the timely submission of all EMAC cost documentation (as outlined in the section detailing Cost Eligibility and Documentation) within 45 days of demobilization to their Resource Provider.

B. Resource Provider
Upon the receipt of all mission cost documentation from the Deployed Personnel, the Resource Provider completes all necessary accounting entries in their time keeping system and financial system. Once all accounting transactions for payroll and travel expenses have been processed, the Resource Provider compiles the reimbursement packet, in accordance with Cost Eligibility and Documentation, as well as any additional requirements of the Requesting State’s reimbursement guidance.

Once complete, the reimbursement packet is submitted to the Assisting State.

Except for possible delays to obtain payroll reports (which should be communicated to the Requesting State), these actions should occur within 45 days from the date of demobilization for the EMAC mission.

C. Assisting State
Upon the receipt of the Resource Provider’s reimbursement packet, the Assisting State is responsible for auditing the Resource Provider’s
reimbursement package to ensure it is complete, organized, accurate, in compliance with the reimbursement guidance and jurisdictional/state policies, contains all source documentation to support the claim, and is free of any issues with cost eligibility or documentation prior to submission to the Requesting State.

Once the Assisting State determines the Resource Provider’s reimbursement packet to be complete, accurate, and free of error, the Assisting State will create the final version of the reimbursement package to submit to the Requesting State.

All actions should occur within 45 days of receipt of the reimbursement packet from the Resource Provider. Assisting States, upon discovery of conditions preventing the submission of a complete and accurate reimbursement packet within the standard timeline, shall immediately contact the Requesting State to provide awareness. For example, if payroll processing will take 90 days, that should be communicated to the Requesting State.

*Note: Depending on state law and regulations, the Assisting State may issue payment to the Resource Provider at this time or payment may occur once reimbursement is received from the Requesting State. Some states may have laws, regulations, or extenuating circumstances that prevent them from issuing reimbursement until after payment has first been received from the Requesting State.*

**D. Requesting State**

Upon receipt of the reimbursement package from the Assisting State, the Requesting State completes its responsibilities and issues payment no later than 45 days after the receipt of the Assisting State’s claim.

Requesting States, upon discovery of conditions that may delay the reimbursement process should immediately communicate the situation to all concerned parties. If known at the start of the event, that circumstances exist that may prevent timely reimbursement, the Requesting State should make Assisting States aware by communicating the financial situation in their resource requests. Clear communication will ensure all parties (Resource
Providers and Assisting States) understand the implications of providing assistance.

Requesting States should provide timeline updates for payments throughout the reimbursement process to the Assisting States who can communicate updates to Resource Providers.

E. Assisting State

If, due to a state law or regulation, payment to the Resource Provider was not made within 45 days of receipt of the Resource Provider’s claim, the Assisting State, upon receipt of payment from the Requesting State, issues payment to the Resource Provider within 45 days of receipt of the Assisting State’s reimbursement claim.

3. Waiving Reimbursement

In accordance with Article III (A)(6) of the EMAC Articles of Agreement, and in the spirit of mutual aid, Resource Providers and Assisting States may decide to waive reimbursement for some, or all, of the costs related to the mission.

A. Partial Waiver of Reimbursement: The Assisting State should send notification on letterhead to the Requesting State their (or the Resource Provider’s) intention to waive a portion of the mission costs. The waived amounts should be itemized by cost category on the letter.

B. Full Waiver of Reimbursement: The Assisting State should send notification on letterhead to the Resource Provider their intention to waive all mission costs. The waived amounts should be itemized by cost category on the letter.

If the Requesting State has received federal assistance for their event, they may be able to offset any non-federal cost share with the value of the waived mission costs. Under FEMA’s Public Assistance Program, donated resources will still require supporting cost documentation.

Assisting States wishing to waive mission costs should contact the Requesting State and confirm whether there is an intent to use the costs as an offset, and if so, receive instructions on the documentation requirements.
4. **The EMAC Reimbursement Process**

The EMAC reimbursement process initiates when a state determines they will use EMAC to request resources and ends when all documentation is received, and payment has been issued to the Assisting State and Resource Provider.

Each party to an EMAC mission must ensure documentation relating to an EMAC claim for reimbursement is complete and fully supports the expenses incurred.

Issues with insufficient documentation must be resolved between parties in a timely fashion.

Specific responsibilities and requirements in the development of the EMAC reimbursement package for each party to the reimbursement process are as follows beginning after the Response Phase:

**A. Requesting State**

The Requesting State should identify personnel who will manage the reimbursement process and ensure they are trained in EMAC reimbursement procedures. Once identified, these individuals should send reimbursement guidelines to the Assisting States.

**B. Deployed Personnel**

Upon returning home from a mission, Deployed Personnel are responsible for the timely submission of all EMAC cost documentation to their Resource Provider.

Cost documentation will generally include timesheets, receipts for travel expenses, mileage logs, or other supporting documentation as outlined above in the section entitled “Cost Eligibility”.

Deployed personnel also assist the Resource Provider in preparing documentation for other expenses incurred during the deployment as authorized in the RSA.

**C. Resource Providers**

Resource Providers are responsible for reimbursing Deployed Personnel for travel expenses, updating time keeping systems to reflect mission work hours,
and paying other eligible expenses incurred in connection with the EMAC mission deployment.

Resource Provider are also responsible for the collection of documentation from Deployed Personnel upon their return home, completing accounting entries for payroll and travel costs, and the reimbursement package which includes the following:

- Summarize all expenses incurred and paid by the Resource Provider on the **EMAC R-2 Intrastate Reimbursement Form** and sign the form upon completion.

**Note:** Each Resource Provider will compile their costs on their own R-2 form and provide documentation separately.

- A signed cover letter, on the Resource Provider’s letterhead, will be used to officially transmit the reimbursement package to the Assisting State.
  
  The cover letter should include information such as:
  - EMAC mission number(s)
  - Amount of the reimbursement claim
  - Amount(s) of any donated resources, listed by cost category
  - Remittance address
  - Any special instructions for the Assisting State that may assist them with their review of the packet

- Completed IRS Form W-9
- Backup documentation, as outlined under “Cost Eligibility”
- Policy documents to support claims (salary, overtime, per diem rates, etc.)

The Resource Provider should not submit partial or incomplete claims to the Assisting State.

Mission documentation must be complete and accurate prior to submitting the reimbursement packet to the Assisting State.

Any problems or issues with documentation should be discussed with the Assisting State and resolved prior to submission.
Note: When the Resource Provider is the state emergency management agency, the R-2 and R-1 forms should both be completed.

D. Assisting State

The Assisting State is responsible for auditing the Resource Provider’s reimbursement package to ensure it is complete, organized, accurate, in compliance with the reimbursement guidance and jurisdictional/state policies, contains all backup documentation and any issues with cost eligibility or documentation have been resolved prior to submission to the Requesting State.

When allowable, the Assisting State should reimburse the Resource Provider for the costs listed on the R-2 prior to submitting the packet to the Requesting State. Some states may have laws, regulations, or extenuating circumstances that prevent them from issuing reimbursement until after payment has first been received from the Requesting State.

Once the Assisting State determines the Resource Provider’s reimbursement packet to be complete, accurate, and free of error, the Assisting State will create the reimbursement package to submit to the Requesting State.

Each RSA will have one complete reimbursement packet. The total amounts on the R-2s will be combined and reported on an EMAC Interstate Reimbursement Form R-1.

- If one entity in a state completed the mission on a single RSA, the reimbursement package will consist of one R-2 and one R-1
If multiple entities comprise the mission of a single RSA, the reimbursement package would consist of multiple R-2’s and a single R-1.

The Assisting State reimbursement package will consist of the following:

- A signed cover letter, on the Assisting State’s letterhead, officially transmitting the reimbursement package to the Requesting State.

The cover letter should include information such as:
• EMAC mission number
• Amount of the reimbursement claim
• Amount(s) of any donated resources, listed by cost category
• Remittance address
• Any special instructions for the Requesting State that may assist them with their review of the packet

• Completed and signed R-1
• Copy of the RSA
• The complete packets received from the Resource Provider(s), to include the cover letter(s), R-2(s), and supporting documentation
• If applicable, copies of state warrants or checks demonstrating proof of payment

E. Requesting State

The Requesting State is responsible for auditing the Assisting State’s claim(s) and issuing reimbursement payments to the Assisting States in a timely manner. Any delays in the reimbursement process should be communicated to the Assisting State.

5. Cost Eligibility & Documentation Required

EMAC law requires that states are reimbursed for the actual cost of eligible expenses incurred during the execution of authorized missions.

To be eligible, costs must be:

• Aligned with the executed RSA
• Directly related to the performance of the mission
• Supported by cost tracking and source documentation
• Both reasonable and allowable under state and jurisdictional policies
• Legal under government laws and regulations
• Reduced by all applicable credits (i.e., insurance proceeds)
• Consistent with Resource Provider’s internal policies, procedures, regulations, bargaining agreements, and procedures that apply uniformly to all activities of the Resource Provider
The following sections identify each cost category on the RSA and examples of eligible and ineligible costs, as well as supporting documentation.

Resource Providers must satisfy all mission-related financial liabilities in full prior to submitting their reimbursement package to demonstrate the actual expense in the reimbursement package.

The documentation requirements listed below represent what is necessary to validate a cost category. While states may require less documentation, if additional requirements do exist, they should be noted in the Request and Offer Phase and included on the RSA and Mission Order. States should have no reasonable need to impose additional requirements during the reimbursement phase, beyond those listed below or noted during the Request and Offer Phase.

Supporting documentation is ultimately determined by the Resource Provider’s internal policies, procedures, and systems. For example, if a Resource Provider’s travel policy states that an individual will be reimbursed a meal per diem for each day in travel status; then meal receipts will not be included in the reimbursement package. Proof that the Resource Provider paid the individual meal per diem will be required along with a copy of the internal policy identifying the amount of the per diem.

**Personnel**

**Eligible Costs:**
- Personnel regular time (i.e., a persons’ standard work week)
- Overtime
- Holiday
- Compensatory time earned at the individual’s actual rate of pay and in accordance with their internal policies, regulations, and procedures
- Actual cost of employee fringe benefits paid for by the Resource Provider. The Resource Provider’s contribution towards an employee’s fringe benefits is calculated by applying predetermined percentages against an employee’s earnings. Certain benefits (e.g., health insurance) are not dependent on an employee’s earnings and therefore would not increase because of overtime hours. The following are some examples of common fringe benefits:
  - Leave accruals (e.g. Vacation, Sick, Holiday, Personal)
  - FICA (e.g., Medicare and Social Security)
Eligibility of overtime, holiday, and compensatory time is based on the Resource Provider’s pre-event written labor policy. States may consider modifications to policies to make clear labor policy that apply to EMAC deployments.

**Documentation:**
- Proof of payment: the payroll register / report from the financial system
- Copy of the timesheet for hours worked for the period being claimed
- Labor Policy / Applicable section from the Collective Bargaining Agreement

*Note: Reports from financial systems generally show the recorded expenses for both salaries/wages and fringe benefit contributions. If a Resource Provider does not have a financial reporting system, they may submit pay stubs.*

**Ineligible Costs:**
- Personnel costs that do not align with a Resource Provider’s established labor policies
- Pre- and post-deployment costs not specified in the RSA

**Negotiated Costs:**
Negotiated costs are costs that are only eligible if included in the RSA and agreed upon by both the Requesting and Assisting States.
This includes the following:
- Backfill costs
- Administrative costs
- Logistical support costs
Travel: Meals by Per Diem

Eligible Costs:
Meal per diem rates for each mission day (breakfast, lunch, dinner, and incidentals) at the rate established by the Resource Provider’s travel policy. If no policy exists, the Resource Provider should follow the Assisting State’s policy or use the federal per diem rates (CONUS: www.gsa.gov or OCONUS: defensetravel.dod.mil).

Documentation:
- Travel policy which identifies the per diem rates
- Proof of reimbursement by the Resource Provider to the Deployed Personnel

Ineligible Costs:
- Paying per diem when the travel policy outlines payment by receipt
- Costs for meals provided by the Requesting State
- Alcohol

Travel: Meals by Receipt

Eligible Costs:
The actual costs of any meals purchased throughout the course of a mission (e.g. breakfast, lunch, and dinner). The basis of reimbursement is dependent on the Resource Provider’s travel policy.

If no policy exists, the Resource Provider should follow the Assisting State’s policy or use the federal per diem rates (CONUS: www.gsa.gov or OCONUS: defensetravel.dod.mil).

When claiming actual costs, Resource Providers shall ensure the meal costs are reasonable prior to submitting for reimbursement. It is recommended the actual cost of meals be in line with established federal per diem rates for the area. Any costs that significantly exceed the federal per diem rate may be denied by the Requesting State. In this instance, the Requesting State would only reimburse an amount equal to the federal per diem rate.

Documentation:
• Actual cost of meals – Itemized receipts that show the vendor’s name, date, location, items purchased, and payment method
• Travel policy which identifies meals by receipt and reasonableness of the purchase of meals
• Proof of reimbursement by the Resource Provider to the Deployed Personnel (only when the purchase of the meals (by receipt) is made by the Deployed Personnel)

Ineligible Costs:
• Missing receipts, receipts not itemized, or receipts are not legible
• Costs for meals provided by the Requesting State
• Alcohol

Travel: Airfare

Eligible Costs:
• Airfare (unless direct billed to the Requesting State)
• Change fees (if authorized by the Requesting State)
• Baggage fees

Note: Extenuating circumstances may create a situation where a reasonable rate (economy/Coach) cannot be secured for the Deploying Personnel airfare (e.g., only premium seats exist on available flights). In these instances, the Assisting State should communicate the situation to the Requesting State and see if, 1) the start date of the mission can be adjusted back, or 2) the higher priced tickets should be purchased due to the urgent need of the resources. Either situation should be documented appropriately for reimbursement purposes.

Documentation:
• Airline receipt or paid invoice showing name of traveler, dates of travel, destination(s), itemization of costs, and confirmation of payment
• Receipts for baggage fees
• Receipt for change fees
• Proof of reimbursement by the Resource Provider to the Deployed Personnel (only when the purchase of the ticket is made by the Deployed Personnel)

Ineligible Costs:
• Tickets for premium class seating (e.g., first class or business class) – see exception clause above under Documentation
• Costs for travel amenities (e.g., Wi-Fi, headphones, etc.)

Travel: Lodging

Eligible Costs:
The costs associated with any lodging arrangements needed throughout the course of the mission (e.g., hotels, Airbnb, VRBO, campgrounds, etc.).

Resource Providers shall make every effort to secure the lowest rate available or government rate (www.gsa.gov).

Notes:
• Extenuating circumstances may create a situation where a reasonable rate cannot be secured for lodging. In these instances, the Assisting State should communicate the situation to the Requesting State and so they are aware of the rates.
• Deployed Personnel may be required to provide their own lodging during primitive conditions (tents, etc.). In this case, there will be no lodging costs to claim for reimbursement with the exception of possible lodging on travel days.
• Resource Providers may still have costs to claim for the use of the tents as well as any damages and/or decontamination costs. These types of costs will be covered under the Equipment and Other cost categories.

Documentation:
• Receipt of paid invoice from vendor showing dates of stay, charges, name of guest, and zero balance due
- Proof of reimbursement by the Resource Provider to the Deployed Personnel (only when the lodging is paid by the Deployed Personnel)

**Ineligible Costs:**
Costs for lodging when accommodations are made available or paid by the Requesting State.

**Travel: Parking and Tolls**

**Eligible Costs:**
Parking fees and highway/bridge tolls are eligible for reimbursement.

**Documentation:**
- Parking and Tolls – Receipts with date, location, and amount paid
- Proof of reimbursement by the Resource Provider to the Deployed Personnel (only needed if parking/tolls were paid by Deployed Personnel)

**Ineligible Costs:**
- Parking fines

**Travel: Vehicle**

**Eligible Costs:**
The costs of ground transportation (e.g., taxis, shuttles, ride share).

Rental vehicle and fuel.

Mileage rates for privately owned vehicle (POV), and government owned vehicle (GOV) to/from the airport, collective departure point, travel to/from mission location, or daily work location(s) during their deployment. Note: For POVs and GOVs, the cost of fuel or mileage are both acceptable as a basis of reimbursement. The decision to request fuel or mileage is dependent on what the Resource Provider’s organizational policy prescribes as allowable. If no policy exists, the Resource Providers can adopt the Assisting State’s mileage rate or use a federal mileage rate, specifically FEMAs *Schedule of Equipment Rates.*
For any rate established by the Resource Provider, the rate should incorporate all of the following cost components; operating costs, overhead, depreciation, repairs and maintenance, and vehicle fluid (oil, fuel, etc.) consumption. Jurisdictional rates are still subject to reasonable costs as detailed further below.

Documentation:

- Taxi/Shuttle/Ride Share: Receipts with date, origin/destination points, and amount paid
- Rental Vehicle: Copy of rental agreement with name of renter and dates. Receipt or paid invoice for the cost of the rental vehicle and fuel
- POV and GOV: Fuel: Receipts, if claiming fuel (credit card statements is not acceptable documentation).
  Mileage:
  - Policy authorizing the mileage rate
  - Daily mileage log showing the start and end location, as well as the beginning and ending odometer readings or maps showing routes driven if a mileage log is not maintained
- Proof of reimbursement by the Resource Provider to the Deployed Personnel (for fuel, POV, rental, or other out-of-expense paid by the Deployed Personnel)

Ineligible Costs:

- Transportation costs where the purpose is not mission related (e.g., after-hours or leisure)
- Traffic violations or fines

Equipment by Rate

Eligible Costs:
The actual cost of fuel and maintenance incurred during the mission or the cost of using the equipment based on an equipment usage rate, are eligible.
Equipment rates can be those established under the Resource Provider’s own guidelines, Assisting State guidelines, or FEMAs Schedule of Equipment Rates. See section on the reasonableness of rates when using jurisdictional policies.

For any rate established by the Resource Provider, the rate should incorporate all of the following cost components; cost of ownership and operation of the equipment including depreciation, overhead, all maintenance, field repairs, fuel, lubricants, tires, and other costs incidental to operation. Jurisdictional rates are still subject to reasonable costs detailed further below.

**Documentation:**
- Daily equipment logs showing the name of the operator(s), equipment description, dates, and hours of use per day
- Documentation demonstrating the equipment rate (unless using the FEMA equipment rate)

**Ineligible Costs:**
- Costs for fuel and maintenance when usage rate is being claimed

**Negotiated Costs:**
Negotiated costs are costs that are only eligible if included in the RSA and agreed upon by both the Requesting and Assisting states in the RSA. Note that negotiated cost may not be eligible under federal funding but if agreed upon in the RSA must be reimbursed.
This includes the following:
- Equipment in “stand by” status

**Reimbursement for Federally Owned Equipment**
In cases where equipment is owned by the federal government and not by state National Guard, the state will receive an invoice from the United States Property and Fiscal Office (USPFO) for the state’s use of the federally owned equipment. If the timing of the issuance of the invoice from the USPFO extends past the recommended timeline for the reimbursement process, this should be communicated to the Requesting State and the state National Guard to keep everyone informed of delays in the process.
Equipment Repair and Replacement

Eligible Costs:
Reasonable costs to repair or restore damaged equipment to its pre-deployment condition or replace destroyed equipment.

Documentation:
- Equipment Repair
  - Photographs documenting equipment damage
  - Written explanation on how the equipment was damaged (e.g., affidavits or police reports)
  - Copy of insurance claim
  - Repair receipt
  - Maintenance records showing the equipment was in good operational condition prior to the deployment
  - Depreciation schedule for the equipment showing the book value, useful life, salvage value, and accumulated depreciation

- Equipment Replacement
  - Photographs documenting equipment destruction
  - Written explanation on how the equipment was destroyed (e.g., affidavits or police reports)
  - Copy of insurance claim
  - Maintenance records showing the equipment was in good operational condition prior to the deployment
  - Depreciation schedule for the equipment showing the book value, useful life, salvage value, and accumulated depreciation

It is recommended that the RSA is amended to include damaged or destroyed equipment.

Ineligible Costs:
- Costs covered by insurance
- The replacement cost of equipment will be limited to the book value of the damaged or destroyed piece of equipment, less any insurance proceeds
• The cost to repair or replace damaged equipment that was found to be the result of willful misconduct, gross negligence, or recklessness

Commodities

Eligible Costs:
Consumables and other supplies and materials that are necessary to perform the mission.

Examples of commodities includes, but is not limited to, the following:

• Office supplies
• PPE (Masks, gloves, sunscreen, bug spray, coveralls, respirator filters, eye protection, face shields)
• Bottled water
• Snacks
• Batteries
• MREs/pre-packaged meals
• Fluids not included in an equipment rate (bar/chain oil, fuel, engine oil, chainsaw chain)
• Spark plugs
• Medical supplies (disposable urinals, tongue depressors, syringes, medical tape, commode liners, gauze, alcohol pads, IV starter kits, catheter kit, cannula tubing, infection waste bags, shoe covers, pads for AED, etc.)
• Decontamination soap
• Self-sustainment supplies (ice, meals ready to eat (MREs), pre-packaged meals, water, snacks, toilet paper, snacks, etc.)
• Specialty gasses (oxygen, etc.)
• Ammunition and crowd control supplies
• Sanitary Supplies (hand sanitizer, disinfectant wipes, hand towels, toilet paper)
• Chemical light sticks (flares)
• Body bags
• Animal feed (dog, cat, etc.)

Documentation:
• Receipt or paid invoice when commodities are purchased prior to deploying or during the deployment
• Documentation showing fair market value of items or paid invoice for items taken from Resource Provider’s own inventory

**Ineligible Costs:**
• Personal items (e.g. personal medication, tobacco, alcohol, etc.)
• Supplies purchased that are not used during the deployment and remain in possession of the Resource Provider after demobilization
• If claiming the costs for MREs, there will be no cost to claim under the “Meals” category (except for meals purchased on travel days)

**Other by Rate**

**Eligible Costs:**
Non-equipment costs such as service charges that are billed by rate.

Examples of other by rate includes, but is not limited to, the following:
• Deployed Personnel government issued mobile phone
• Satellite phone usage
• Hotspot usage
• GPS service
• etc.

**Documentation:**
• Receipt that establishes the rate

**Ineligible Costs:**
• Replacement of non-equipment (mobile phone)

**Other by Quantity**

**Eligible Costs:**
Non-equipment costs that are billed by receipt or invoice.

Examples of other by quantity includes, but is not limited to, the following:
• Laundry
• Transportation of equipment and supplies
• Costs for the decontamination of equipment
• Replacement, or repair of non-equipment (mobile phone)

**Documentation:**
• Receipts or paid invoices
• Written explanation describing the reasoning for the repair/replacement

**Ineligible Costs:**
• Damage or replacement of personal property

6. **Negotiated Costs**
As noted above, some costs are eligible if agreed upon by both the Requesting and Assisting States at the time of the Request and Offer and completion of the RSA. Negotiated costs must be in the RSA to be eligible.

7. **Additional Examples of Ineligible Costs**
The following are examples of situations where costs would be considered ineligible for reimbursement:
• Pre- or post-deployment costs not included in the RSA
• Costs over and above the book value of any damaged or destroyed equipment
• Purchased equipment where title of ownership remains with the Resource Provider following demobilization
• Any unauthorized purchases. Note: Deploying Personnel should be instructed to obtain written authorization from the Requesting State prior to making purchases
• Damages or cost associated with the use of personal property (e.g., clothing, electronic devices, etc.)
• Costs that do not adhere to a Resource Provider’s written policies
• Costs incurred where the assets self-deployed

8. **Considerations for the Reimbursement of National Guard Missions**

**Personnel Costs**
National Guard personnel are typically paid at rate per day. In the Mission Order/RSA, you will likely note the rate per day was divided by the number of hours they are expected to work per day. The resulting number was entered under the regular salary rate and the number of hours they were expected to work per day. Thus, the daily rate corresponded to the rate per day.

**Reimbursement of Federal Equipment**
See note under Equipment by Rate for the reimbursement of federally owned equipment.

9. **Documentation Retention**
The Requesting State is responsible for following all state/federal retention requirements for backup documentation. Documentation uploaded to the EMAC Reimbursement tracking system should not be utilized as an archive as NEMA will not retain documentation longer than 90 days. NEMA is not responsible for loss of documentation.

10. **Reasonable Costs**
To justify a cost as reasonable, Resource Providers must prove that a prudent person under the same prevailing circumstances would incur the same cost.

While states recognize that pre-existing jurisdictional policies at the time of a mission will be the main driver for determining the actual cost incurred, it does not extend a blanket approval that all costs listed in pre-existing jurisdictional policies are considered reasonable.

**Reviewing Offers of Assistance**
If the Assisting State received an offer of assistance from a Resource Provider that did not pass the test of reasonableness, but the rate was based upon the jurisdictional policy, the state could request a breakdown of the rate to identify the full breakdown and justification of the rate(s).

A Requesting State may decline an offer of assistance if, in their opinion, the estimated costs are not reasonable.

**Notes on Reasonable Equipment Rates**
The Assisting State may, by policy, establish reasonable equipment rates for their state, adopt the FEMA equipment rate schedule, or defer to jurisdictional policy rates.
If the Assisting State defers equipment rates to the jurisdiction, the jurisdiction must have the equipment rate in policy prior to the disaster for which the resource is being requested.

When establishing the equipment rate, the Resource Provider should start with a historical cost breakdown of the individual cost component by the appropriate cost driver (i.e., rate per hour, rate per day, or rate per mile). In general, equipment rates cover costs of ownership and operation of the equipment including depreciation, overhead, all maintenance, field repairs, fuel, lubricants, tires, and other costs incidental to operation excluding the personnel required to operate the equipment.

The Assisting State may perform a reasonable cost analysis on the breakdown and deny the rate if determined to be unreasonable. For example, if the rate of a piece of equipment is $75/hour from 3 Resource Providers but $150/hour from another, the reasonableness of the rate and validity of the jurisdictional policy may be called into question. Should this occur, the Assisting State may advise the Resource Provider to revise their jurisdictional policy, accept a current reasonable rate (Assisting State or FEMA rate) or may simply decline to use the Resource Provider based upon the unreasonableness of the offer.

11. Conflict Resolution

Submission and Payment Changes
If an Assisting State submitted an R-1 and R-2 that had corrections such that the amount to be reimbursed does not match the original submission, the Requesting State may request an email that acknowledges and accepts the change or a resubmission of the R-1 and R-2 prior to issuing payment. This protects both the Requesting and Assisting States as well as the Resource Provider from potential future conflict by having both states agree on the changes.

Resolving Conflicts
EMAC does not have a formal conflict resolution process in place when disputes arise during the reimbursement phase.

However, in the event a dispute does arise states should use the following guidance:
• EMAC Coordinators or Designated Contacts from each state should first attempt to reach a resolution
• State Directors of Emergency Management from each state should attempt to reach a resolution when the EMAC Coordinators or Designated Contacts cannot
• Governors of each state should work together to resolve the dispute when all other options have been exhausted

12. EMAC Reimbursement Cost Tracking
As part of the standardization of Reimbursement, states have agreed to use the EMAC Reimbursement system to track reimbursement progress. States should refer to the EMAC Reimbursement System Job Aid for additional information.

13. Seeking Reimbursement Through Federal Assistance
Federal funds may be available to a Requesting State if they received a federal declaration. The receipt of federal funds should not delay the reimbursement of the EMAC mission.

It is important to note that reimbursable costs through EMAC may not align with federal assistance programs.

It is the responsibility of the Requesting States to familiarize themselves with cost eligibility restrictions under federal assistance programs. A state is prohibited from denying the reimbursement of a mission cost if it is agreed to on the RSA but later determined to be ineligible under federal assistance.

It is important to note that Assisting States and Resource Providers are not applicants or subgrantees. The Requesting State is the applicant / grantee.

FEMA Public Assistance
A Requesting State may receive a federal Emergency, Major or Fire Management Assistance Grant disaster declaration authorizing financial assistance through the Federal Emergency Management Agency (FEMA) Public Assistance Program (PA).

The Requesting State’s cost for EMAC assistance may be eligible for reimbursement through FEMA PA. FEMA specifies cost eligibility for mission related EMAC costs in the Public Assistance Program and Policy Guide.

The basic steps to get FEMA PA reimbursement for the Requesting State:

1. Submit a FEMA Request for Public Assistance (RPA) to claim cost reimbursement for the declared disaster. Only one RPA is necessary for the State Agency claiming the EMAC reimbursement.
2. Once the RPA is approved, FEMA will assign a FEMA Program Delivery Manager (PDMG) to assist with the PA process.

3. Notify the PDMG there are EMAC Missions for the declared event.

4. Request a Project Worksheet (PW) be developed with the Scope of Work to include all the Requesting States EMAC Missions on one PW. The PW can have multiple versions to account for additional missions. *If the state has the training and capacity, they can initiate their PW in the FEMA Grants Portal in conjunction with PDMG.

5. If the Requesting State is in need of immediate funding to support the EMAC Missions, they can request an Expedited Project Worksheet through the PDMG. States should use the estimated costs in the RSA and reports in the EOS to develop the expedited Public Assistance Project Worksheet (PW).

6. The Requesting State EMAC Coordinator / State Finance Officer should work closely with their Public Assistance Officer to make sure all information is represented in the FEMA Grants Portal correctly.

It is important that Member States, when developing their reimbursement guidance, are mindful of the processes and procedures of FEMA PA.

Requesting States must remember that if a cost is agreed to on the RSA, it cannot be later denied because it fails to meet eligibility under FEMA PA.

**Other Federal Assistance**

Federal assistance may also be available through other federal programs such as the FEMA’s Fire Management Assistance Grant (FMAG) program; the National Special Security Event (NSSE) program; US Department of Agriculture (USDA); Housing and Urban Development (HUD), Community Development Block Grant (CDBG); Dept of Commerce, Economic Development Program; Health and Human Services (HHS), Public Health Emergency; Congressional Appropriations for specific agencies and uses; etc.

When a Requesting State receives federal funding to support a pre-planned event, they must include the grant awards guidance concerning cost eligibility in their resource requests. Requesting States should not accept offers or RSA amendments that contain ineligible costs under the grant award’s guidance unless they have identified a separate funding source to reimburse those costs. In the event the grant award guidance was not made available to Assisting States prior to the initial
RSA, the Requesting State will be liable to reimburse any costs that are eligible under the section on Cost Eligibility of this manual.

14. State Reimbursement Best Practices

Of note, while not standard practice at this time, once a reimbursement package is received, through legislation or policy, some states have adopted an “advance payment” procedure which allows them to pay a portion of the requested reimbursement package to the Assisting State upon receipt of the reimbursement package. While the advance varies, the average advance was typically 75% - 80%.
Tools Supporting the State Implementation of EMAC

A. EMAC Operations System (EOS)

The EMAC Operations System (EOS) is the online system state emergency management agencies (EMAs) use to request, offer, complete the RSA, and track resources on an EMAC deployment.

The EOS is credited with accelerating the EMAC process leveraging advanced technologies and permissions for state EMAs.

Access to the EOS is available only to state EMA personnel who have been granted access and have an EMAC role: EMAC Authorized Representatives, EMAC Designated Contacts and EMAC Coordinators.

EMAC A-Team qualified personnel who are not an EMAC Authorized Representative or EMAC Designated Contact may be given access into an event for the specified dates.

Personnel with EMAC responsibilities should complete the EMAC A-Team Training Course and be qualified by NEMA for how to use the EOS.

States should consider data in the EOS the property of the Requesting State and should refer to the NEMA Data Sharing Policy regarding the sharing of information.

EOS users who encounter issues or need assistance should contact NEMA for assistance.

B. National Coordinating State (NCS) Companion Application

NCS is a companion application used by the National Coordinating State to oversee EMAC operations as part of their responsibilities under the EMAC Operational Management. It is a closed system only available to the NCS Past, Present and Elect.

C. Liaisons Companion Application

Liaisons is a companion application used by individuals assigned to events as a NELT or RELT liaisons so they can share situational awareness with federal partners (FEMA and NGB).

Liaisons are assigned by NEMA into individual events so they can track action items, view data, gather situational awareness, create reports and compile SITREPS.
Liaisons serve as a conduit to the NCS and the EMAC Program Director to address and resolve any issues that may arise when sharing situational awareness with federal partners quickly and efficiently.

D. Resource Planner
Resource Planner is used by EMAC Coordinators to pre-script resource requests in alignment with THIRA findings for rapid EMAC response.

E. Mutual Aid Support System
The Mutual Aid Support System or MASS is the free GIS based online inventory of Mission Ready Packages (MRPs). All Resource Providers can develop and maintain an MRP in MASS. Permissions for a MRP to be visible to EMAC is controlled by the state emergency management agency.

The EMAC Coordinator can edit and publish/unpublish MRPs in MASS.

Once resources are published in MASS, they can be linked to a Pre-Scripted Resource Request in Resource Planner and be imported as offers of assistance in EOS.

The goal of MASS is to accelerate the state response through EMAC.

F. Reimbursement Application
The Reimbursement application allows state emergency management agency EMAC Coordinators and Finance/Administration personnel with EMAC permissions to manage the reimbursement process and upload/download summary forms and documentation. The system can generate reports for transparency of the reimbursement process.

Sensitive Events and Open Records Requests
When an event is of a sensitive political nature, information contained in the RSA that would normally list deploying personnel names and other sensitive information may be omitted / redacted or generalized to ensure the safety and protection of personally identifiable information.

Measures should be taken to ensure the safety of those serving in an EMAC Governance or Operational Component capacity. States are encouraged to consult with their legal counsel and work to strengthen the protection of data between states.
The EMAC Program Director will coordinate information sharing on this topic as needed so that all those engaged in the mutual aid process are aware of modified information disclosure practices.

When Open Records Requests are received, states should adhere to guidelines already in place for handling such requests in their state. However, it is important that states who receive requests contact the EMAC Program Director for awareness. Requesting States, Assisting States and Resource Providers should all be made aware of such requests and how it may impact their jurisdiction and personnel.

EMAC Training
State emergency management agencies are responsible for developing and delivering training on EMAC as part of their legislative responsibilities.

Since the scope of EMAC is much broader than just utilizing state emergency management personnel, EMAC training spans personnel/teams that may deploy through EMAC, locals, federal agencies, state agencies (to include state emergency management), elected and appointed officials, volunteers and representatives from the private sector, and academia.

It is vital to the success of EMAC that potential Resource Providers, Deploying Personnel, and those who may request resources through the state emergency management agency understand what EMAC is, how it works, their responsibilities, and the reimbursement process. The better prepared personnel are to deploy through EMAC, the more likely they will have a positive experience.

Many intrastate mutual aid programs have already identified the available resources and services that can be deployed through EMAC and have organized the task forces and strike teams into Mission Ready Packages. Since the resources that are utilized through intrastate mutual aid are often the same that are deployed through EMAC, it is recommended that training for Resource Providers and Deploying Personnel incorporate both intrastate and EMAC concepts and practices.

All EMAC training for potential mutual aid service providers will be facilitated, conducted, and administered by NEMA or the emergency management organization of the Member State. The Designated Contacts of EMAC Member States should network with in-state agencies such as National Guard, law enforcement, fire, emergency medical, medical, public health, search and rescue, public works, environmental health, water and
wastewater resources, and animal control, and their local city/county emergency management organizations to keep them informed about EMAC training and exercise opportunities. Information sharing can be accomplished through newsletters, meetings, e-mail, or any other means deemed appropriate. These vital forces should be viewed as “components of the State’s emergency management system” rather than appear as separate and distinct emergency service providers.

States may use the EMAC eLearning Courses on the EMAC website to provide the basics on EMAC and supplement the training with a review of EMAC procedures within their state.

A complete listing of EMAC training courses is available on the EMAC website.

**EMAC Exercises**
State emergency management agencies are responsible for developing and conducting exercises on EMAC as part of their legislative responsibilities.

Exercises prepare participants to activate EMAC and mutual aid in general - both as a Requesting and Assisting State - in accordance with the procedures set forth in the EMAC Operations Manual and supporting documentation to include standard operating guidebooks and state law/procedures.

NEMA has several prepared exercise scenarios that can be used by EMAC Member States. These scenarios are available on the EMAC website under “Resources”.

**EMAC Forms**
The following is a listing of all official EMAC forms and their basic function:

- **The EMAC Resource Support Agreement (RSA)** is used to officially request assistance, offer assistance, and accept assistance. When duly executed by the Authorized Representative of the Requesting and Assisting State(s), the RSA constitutes a legally binding agreement between the Requesting and Assisting State(s). The EMAC RSA is completed through the EOS.
- **EMAC Interstate Reimbursement Summary R-1 Form** is completed by Assisting State to compile and summarize all expenses incurred on an EMAC mission. It will have a roll-up of all costs from all R-2s that supported the mission. This form is available to EMAC Authorized Representatives and EMAC Designated Contacts on the EMAC website.

- **EMAC Intrastate Reimbursement Summary R-2 Form** is completed by the Resource Provider to compile and summarize by category of expense, all expenses incurred and paid by the Resource Provider for an EMAC mission. This form is available on the EMAC website.

- **Mission Order Authorization Form (Mission Order)** is the document issued at the pre-deployment briefing that authenticates the Resource Provider is on an official EMAC deployment. The Mission Order (MO) contains all mission related information included in the Resource Support Agreement (except personnel costs), reimbursement guidance and other tips.

**Best Practices**

Best practices for the implementation of EMAC can be found on the EMAC website under the heading of “Resources”.
Checklists
The following checklists will aid in the implementation of EMAC responsibilities.

A. Pre-Event Preparation Checklist

☐ Brief local and state level elected and appointed officials on EMAC and member state responsibilities
☐ Develop and maintain written EMAC procedures as both a Requesting and Assisting State to include all resources that the state can legally deploy (local, volunteers, etc.)
☐ Develop reimbursement guidance that incorporates state accounting policies governing the payment of liabilities and details all needed documentation so reimbursement can occur in a timely manner once resources demobilize
☐ Conduct a hazard analysis and capability assessment to determine where resource gaps exist, and specifically what types of mutual aid resources may be needed
☐ Conduct pre-planning for the sharing of resources through EMAC with neighboring states
☐ Maintain an inventory of available response resources, teams, and Mission Ready Packages
☐ Conduct NIMS Resource Typing and develop Mission Ready Packages (MRPs) for internal use and for EMAC deployments and maintain an inventory of available MRPs in the Mutual Aid Support System (MASS)
☐ Identify and officially appoint a minimum of three EMAC Authorized Representatives who have the Governor’s authority to financially obligate the state to provide or request mutual aid resources
☐ Identify a minimum of three Designated Contacts who can implement EMAC. Designated Contacts may also be Authorized Representatives
☐ Designate one individual to be the “lead” on EMAC as an EMAC Coordinator. The EMAC Coordinator may also be a Designated Contact or Authorized Representative
☐ Designate at least one individual to be the EMAC Finance/Administration Coordinator
☐ Review and update contact information for EMAC Authorized Representatives, Designated Contacts, the EMAC Coordinator, and Legal Counsel on the EMAC website
☐ Develop enabling mechanisms intrastate mutual aid agreements,
memorandums of understanding or other legally binding agreements which allow assets to deploy through EMAC

- Conduct discussions with neighboring states and states within their FEMA region to identify potential sources of mutual aid assistance to fill identified resource and capability gaps
- Establish a plan for a central reception center to receive, process, integrate, and demobilize out-of-state EMAC responding resources into the state’s response operation
- Develop an EMAC training program for your state and conduct training to all Resource Providers eligible to deploy through EMAC
- Develop an EMAC exercise program that includes stakeholders at the state and local levels of government as well as other Resource Providers that may be eligible to deploy through EMAC
- Identify personnel to maintain EMAC qualification. At a minimum, the state should be able to stand-up two Type IV A-Teams (4 personnel)
- Establish a workstation for an EMAC A-Team with all necessary equipment, communications, and connectivity to the internet

B. Activation Checklist

**Requesting State**

- The Governor has declared a state of emergency or disaster
- The state has evaluated existing inventory of response resources against the developing disaster event to determine resource gaps and has begun the development of a list of EMAC mutual aid requests
- The state EMAC Authorized Representative has activated the state’s internal A-Team
- Open an EMAC event in the EMAC Operations System
- Post a situation report in the EMAC Operations System
- Determine the need for an external A-Team, and coordinate with the NCS to request an A-Team, if needed
- Identify available funds for mission reimbursement(s)
- Consider the activation/staffing of a reception center for out-of-state EMAC mutual aid resources if EMAC resources are needed
**Assisting State**
- Activate internal A-Team to monitor activity from the affected state or states in the EMAC operations system
- Prepare to offer assistance when requested from the affected state or states
- Evaluate current and ongoing activities and determine availability of response assets, teams, and mission ready packages

**National Coordinating State (NCS)**
- Establish communications with the Requesting State to determine the need for A-Team support
- Schedule daily, or as needed, conference calls to coordinate communications among the activated EMAC Operational Components
- Resolve policy and procedure issues in coordination with the NEMA EMAC Program Director

**NEMA**
- Ensure operations of the EMAC Operations System (EOS), monitoring events and addressing any technical or support needs as they arise
- Monitor events and address any technical issues or support needs
- Provide support to Requesting and Assisting States to resolve policy and procedure issues in coordination with the NCS
- Participate in daily, or as needed, conference calls with EMAC leadership and the affected state(s)
- Coordinate communications with EMAC Operational Components
- Work with NCS to schedule conference calls as needed

**C. Request and Offer Checklist**

**Requesting State**
- A-Teams must receive resource requests or approval to source a resource need from EMAC Authorized Representatives
- A-Team: Post the request for assistance in the EMAC Operations System and broadcast request as directed
- A-Team: Review offers of assistance with EMAC Authorized Representative
- Accept/Decline offers of assistance as directed by the EMAC Authorized Representative
A-Team/Requesting State EMAC Designated Contact: For those offers that have been accepted, after the Assisting State has completed Section 1, complete RSA Section 2 by printing, obtaining signature from EMAC Authorized Representative, and scanning/uploading into EOS

- Provide Assisting States with reimbursement guidance
- Process incoming resources through the state reception center and provide mission briefing upon arrival (if applicable)
- A-Team: Utilize reports in the EMAC Operations System for tracking of personnel, costs, and share reports with Operations, Logistics, Finance/Administration, and Planning as needed

**Assisting State**

- A-Team/EMAC Designated Contact: Confirm willingness of state to offer assistance and ensure enabling mechanisms are up to date and ready to be implemented for non-state assets
- Upon receipt of a resource request, the Assisting State uses their internal EMAC procedures to review the request and determine if they will offer assistance. Note: Offers of assistance must be approved by the Assisting State EMAC Authorized Representative
- A-Team / EMAC Designated Contact: Contact Resource Provider to determine availability/willingness to deploy
- If needed, communicate with the Requesting State A-Team to verify mission details and the potential responding mutual aid resource
- Use the “Indicate Interest“ option in the EOS to indicate whether your state will be able to offer assistance (indicate yes or no)
- The A-Team, EMAC Coordinator or EMAC Designated Contact will work with the Resource Provider to develop an offer of assistance. If an MRP for the resource is not already in MASS, the Resource Provider can develop much of the offer as a new MRP in MASS, which could then be uploaded into an offer
- Upon verbal approval by the Assisting State Authorized Representative, the Assisting State’s A-Team may enter an offer of assistance into the EOS. The verbal approval authorizes the A-Team to move forward with the intent of completing an RSA
- Offers of assistance:
  - May be pre-scripted using a Mission Ready Package (MRP) and uploaded into EOS or imported from the Mutual Aid Support System (MASS)
Should include estimates for all known deployment expenses (e.g. personnel, equipment usage, commodities, and travel categories). Refer to cost eligibility guidelines, available to state emergency management agency users on the EMAC website. Keep in mind that unknown expenses (e.g. replacing damaged equipment, etc.) will not be part of the offer but may be part of the reimbursement package.

Must be published in the EOS to be visible to the Requesting State.

Will be accepted or declined. If declined, an email will be sent indicating offer declined. If accepted, print RSA, Section 1, obtain signature of the EMAC Authorized Representative and scan/upload into the EOS.

Once the Requesting State has completed Section 2, use the EMAC Operations System to send the Mission Order Authorization Form (Mission Order) to the Resource Provider and set up a time to provide the pre-deployment briefing.

If an unexpected cost arises during the deployment an RSA amendment can be initiated.

All cost estimates must be in compliance with the Resource Provider’s written policies.

Names and contact information should be entered for all personnel being deployed on an EMAC mission so they may be tracked and accounted for while they are deployed. Member States should follow guidance for the protection of personal information of responders being deployed on any EMAC mission. Note: When an event is of a sensitive political nature, information in the RSA that would normally list deploying personnel names and other sensitive information may be modified to ensure safety of deployed personnel. See Sensitive Events and Open Records Requests.

NEMA

- Assist the affected state with technical issues or training needs in the EOS
- Monitor activity in the EOS and address any issues
- Assist the NCS with the identification of available EMAC mutual aid resources
- Assist with the resolution of any policy or procedural issues that may develop during the response to the event
- Participate in conference calls with the affected state to address issues as they arise
D. Response Checklist – Mobilization

Requesting State

☐ Establish and manage a reception center to receive all responding EMAC mutual aid resources and personnel
☐ Utilize the EOS to track costs and to send reports to Operations, Finance/Administration, Logistics, and Planning, as needed
☐ Stand prepared to complete RSA amendments as needed on behalf of deployed resources

Assisting State

☐ Assisting State A-Team personnel or EMAC Designated Contacts should send the Resource Providers (individual or team leader) a Mission Order Authorization Form (Mission Order) from the EOS

*Note: While the Mission Order Authorization Form is designed to assist Deploying Personnel, it may be prudent in politically sensitive missions to not send the form and instead review all mission information directly with the Deploying Personnel. The Mission Order contains reimbursement tips and guidance for Deploying Personnel.*

☐ Ensure personnel receive as much time as possible between the notification of the mission and deployment to complete personal business

☐ Provide a pre-deployment briefing to:
  - Define the scope and the details of the mission and the role of the deploying team in addressing and completing the mission
  - Explain when the deployment will begin, and how long the mission will last
  - Existing deployment conditions where the mission will be performed.
  - Hazardous conditions requiring protective clothing, current vaccinations, and health and safety concerns
  - Where personnel should report upon arrival in the Requesting State. This may be a reception center or the actual deployment location
  - Contact information for the Assisting State A-Team or EMAC Designated Contact
  - Address logistical support for deploying teams:
    - Transportation and fuel for vehicles
    - Lodging
    - Meals
    - Disaster environment issues/concerns
Communications

Availability of ATMs

- Review items to consider bringing on the deployment
- Review the deployment stage checklist
- Review the demobilization stage checklist
- Review documentation required for reimbursement to ensure deploying personnel understand what are considered to be eligible costs
- Review the code of conduct for deploying personnel
- Ensure a clear understanding that changes to their mission that would change the deployment dates or mission costs must be communicated to the home state emergency management so an amendment can be completed on their behalf

E. Response Checklist – Deployment

Requesting State

☐ Requesting State Reception Center

- If established in the Requesting State all deploying and demobilizing EMAC teams, personnel and equipment would be required to check in at the Requesting State’s reception center to receive an up-to-date mission briefing
- Arriving teams and personnel must have:
  - An EMAC Mission Order Authorization Form (Mission Order) or a copy of the executed RSA
  - Driver’s license or state issued identification
  - Agency issued identification
  - Necessary equipment to perform the assigned mission
  - Credentials/copy of license to support any skilled mission requirements (medical/health/etc.)
  - Personal clothing, supplies, and equipment to support the mission length of stay
  - Cash or credit cards
- Reception centers should provide an official identification badge to EMAC responders for use while executing their assigned missions
- Reception center personnel should verify that EMAC responders have:
  - Adequate equipment and supplies to accomplish the mission
- An identified point of contact at the mission location
- Clear directions to the mission location
- Arrangements for meals and lodging
- A clear understanding of the disaster environment and the living/working conditions at the mission location
- A safety plan for their personnel working in the current disaster conditions
- A clear understanding of reimbursement requirements which will include cost tracking procedures (e.g., timesheets, mileage logs, etc.) and purchasing procedures

**Assisting State**

☐ A-Team / EMAC Designated Contact should conduct personnel accountability reporting to monitor teams for issues. Issues that may arise include:
- Changes to missions that may require an amendment to the RSA, or the development of a new RSA.
- Unexpected costs that arose during the mission (e.g. damage to equipment or decontamination needs)
- Injuries sustained during the performance of the mission. Deployed personnel should immediately contact the home state emergency management agency contact listed on the EMAC Mission Order

**F. Response Checklist – Demobilization**

**Requesting State**

☐ If established, personnel should check out through the Requesting State’s reception center to be debriefed and accounted for before they start the travel to home station. Check out at the Requesting State Reception Center should include:
- Accountability for all equipment, personnel and other assets committed to the successful completion of the mission. Any damaged equipment should be noted, documented, and acknowledged by the Requesting State before the EMAC responders depart for home
- Feedback: Responders should be given the opportunity to comment on the scope and success of their mission. Any difficulties, unforeseen hazards, or issues should be brought to the attention of the Requesting State
- Opportunities for improvement / lessons learned
• Reinforcement of reimbursement procedures along with copies of any necessary forms

Assisting State
☐ Assisting State A-Team or EMAC Designated Contact should ensure responders have arrived at home station
☐ Ensure Resource Providers receive Post-Deployment Survey as needed. At the discretion of NEMA and the EMAC ETF Chair, an EMAC Post-Deployment Survey may be developed. The results of the survey will be used to evaluate EMAC operations results and identify outcomes to improve EMAC documents and training materials
☐ Encourage responders participate in a critical incident stress debriefing following large-scale catastrophic or traumatic events.

G. Checklist – Pre-Event Preparation

Requesting State
☐ Establish internal procedures and reimbursement guidelines for handling claims within your state. When developing internal procedures and guidelines:
  ● Refer to the reimbursement section of this manual
  ● Include where to send the completed package
  ● If claims will be sent to FEMA for reimbursement under a Stafford Act Declaration, ensure they are consistent with FEMA Public Assistance Program and Policy Guide, to the fullest extent of the law and regulation
  ● If reimbursement is being supplied through a grant for a NSSE-type event, eligibility and documentation requirements must be provided to Assisting States prior to the deployment of any resources
  ● Should address how Member States will determine cost estimates, ensure proper capturing of cost documentation, identify funding for reimbursements, and instructions on how to prepare and review reimbursement claims
  ● Should ensure contractors are trained on the EMAC reimbursement process if the state chooses to use a consulting firm to handle reimbursements
  ● Identify potential funding sources that may be used to reimburse the costs associated with EMAC missions. Reminder – states are responsible for
reimbursing Resource Providers and Assisting States regardless of any federal disaster funds that may become available

- States should pre-identify personnel who will handle the EMAC claims process and ensure they are trained in EMAC reimbursement procedures for the efficient and timely processing of reimbursement packages. The state should ensure adequate staffing to meet the demands of the reimbursement phase.
- Exercise reimbursement procedures so in real world events it is understood who will handle each responsibility. This will also help locate bottlenecks in the process that could slow the reimbursement being paid.
- States should develop Mission Ready Packages with Resource Providers for commonly deployed resources to ensure all costs are considered and to allow training and education on the state reimbursement process.

**Assisting State**

- Establish internal procedures and reimbursement guidelines for handling claims within your state. When developing internal procedures and guidelines:
  - Refer to the reimbursement section of this manual.
  - If the state uses enabling mechanisms to deploy non-state assets, the state’s reimbursement procedures must include these entities.
  - Enabling mechanisms should include reimbursement timelines and guidance that aligns with jurisdictional, state and EMAC policies and procedures.
  - Should address how Member States will determine cost estimates, ensure proper capturing of cost documentation, identify funding for reimbursements, and instructions on how to prepare and review reimbursement claims.
- States should pre-identify personnel who will handle the EMAC claims process, to include resolution of issues with reimbursement packages from Resource Providers, and ensure they are trained in EMAC reimbursement procedures for the efficient and timely processing of reimbursement packages. The state should ensure adequate staffing to meet the demands of the reimbursement phase.
- Exercise reimbursement procedures so in real world events it is understood who will handle each responsibility. This will also help locate bottlenecks in the process that could slow the reimbursement being paid.
States should develop Mission Ready Packages with Resource Providers for commonly deployed resources to ensure all costs are considered and to allow training and education on the state reimbursement process

H. Reimbursement Checklist – Activation Phase

Requesting State

☐ When activating EMAC, ensure there are sufficient funding sources identified to pay EMAC missions in a timely fashion upon receipt of the reimbursement packages

Assisting State

☐ Provide situational awareness information so Resource Providers, state staff and other partners are aware of potential mission reimbursement documentation needs

I. Reimbursement Checklist – Request & Offer Phase

Requesting State

☐ Identify any documentation requirements that are above what is stated in the EMAC Operations Manual and have included the additional documentation requirements in the resource request

Assisting State

☐ Ensure Resource Providers are aware of any additional documentation requirements that were identified in the request. Resource Providers should make Deployed Personnel aware of additional documentation requirements that were identified in the request

J. Reimbursement Checklist – Response Phase – Mobilization

Requesting State

☐ Identify reimbursement guidance that should be available to Deploying Personnel at staging areas
☐ Ensure finance/administration staff are identified to handle the processing of reimbursement packages

Assisting State

☐ Conduct the pre-deployment briefing with responders. Deploying Personnel and Resource Providers should receive the internal reimbursement guidelines of their state and be notified that following the reimbursement they may receive additional instructions from the Requesting State. Provide all responders with any forms required by the state for documenting costs.
Responders should understand the importance of accurate documentation of mission expenses and retention of receipts to include:

- Personnel costs, regular time, and overtime
- Meals and lodging costs
- Transportation costs, airline tickets, rental cars, agency vehicles, private vehicles, fuel, damage, and repairs, etc.
- Procedure for making purchases to support the mission
- Replacement of expendable equipment or supplies

K. Reimbursement Checklist – Response Phase – Deployment

**Requesting State**
- Include reimbursement guidance as part of the briefing to arriving personnel to review reimbursement responsibilities and documentation requirements for the mission.
- Utilize the EOS to track estimated costs associated with missions

**Assisting State**
- Check with Deployed Personnel (or team leaders) to verify there are no changes to the estimated costs that may require an amendment or a new mission

L. Reimbursement Checklist – Response Phase – Demobilization

**Requesting State**
- Upon completion of EMAC missions, ensure the Assisting State EMAC Designated Contact has the appropriate reimbursement guidance

**Assisting State**
- The guidance, along with any special notes (such as documentation that the Requesting State requires that the Assisting State does not), a blank R-2 and sample cover letter should be communicated to the Resource Provider immediately upon their return from the EMAC deployment

  - Establish clear and defined timelines for receipt of the claim packet
  - All expenses incurred and paid by the Resource Provider are compiled and summarized by category of expense on an EMAC Intrastate Reimbursement Form (R-2)
M. Reimbursement Phase

**Requesting State**
- Supply the Assisting State reimbursement guidelines and instructions on the submission of the reimbursement package within 5 business days of demobilization of the mission

**Deployed Personnel**
- Upon return home following a mission, Deployed Personnel are responsible for the timely submission of all EMAC cost documentation (as outlined in the section detailing Cost Eligibility) within 45 days of demobilization to their Resource Provider

**Resource Provider**
- Upon receipt of all mission cost documentation from Deployed Personnel, complete all necessary accounting entries in their time keeping and financial systems. Once all accounting transactions for payroll and travel expenses have been processed, compile the reimbursement packet, in accordance with Cost Eligibility, as well as any additional requirements of the Requesting State’s reimbursement guidance
- When complete submit the reimbursement packet to the Assisting State
- Except for possible delays to obtain payroll reports (which should be communicated to the Requesting State), these actions should occur within 45 days from the date of demobilization for the EMAC mission

**Assisting State**
- Upon receipt of Resource Provider’s reimbursement packet, perform a thorough review and ensure the packet complies with the requirements of Cost Eligibility, as well as any requirements of the Requesting State’s reimbursement guidance
- Rectify any deficiencies with the reimbursement packet prior to submission to the Requesting State
- All actions should occur within 45 days of receipt of the reimbursement packet from the Resource Provider.
- Upon discovery of conditions preventing the submission of a complete and accurate reimbursement packet within the standard timeline, immediately contact the Requesting State to provide awareness. For example, if payroll
processing will take 90 days, that should be communicated to the Requesting State.

☐ Depending on state law and regulations, issue payment to the Resource Provider at this time or payment may occur once reimbursement is received from the Requesting State.

☐ If, due to a state law or regulation, payment to the Resource Provider was not made within 45 days of receipt of the Resource Provider’s claim, Assisting State upon receipt of payment from the Requesting State, will issue payment to the Resource Provider within 45 days of receipt.

Requesting State

☐ Upon receipt of the reimbursement package from the Assisting State, complete responsibilities, and issue payment no later than 45 days after the receipt of the Assisting State’s claim.

☐ Upon discovery of conditions that may delay the reimbursement process, immediately communicate the situation to all concerned parties. If known at the start of the event, the Requesting State should make Assisting States aware by communicating the financial situation in their resource requests. Clear communication will ensure all parties (Resource Providers and Assisting States) are cognizant of the implications of providing assistance.

☐ Provide timeline updates for payments throughout the reimbursement process to the Assisting States who can communicate updates to Resource Providers.
Appendices

A. Definitions, Terms & Acronyms

Assisting State: An Assisting State is any EMAC Member State that has completed the RSA to provide assistance to another Member State.

Authorized Representative (AR) – The Authorized Representative is the person empowered to obligate state resources and expend state funds for EMAC purposes. In a Requesting State, the AR is the person who is legally empowered under Article III. B. of the Compact to initiate a request for assistance under EMAC. In an Assisting State, the AR is the person who can legally approve the response to a request for assistance. State Emergency Management Directors are automatically Authorized Representatives. The director can delegate this authority to other EM officials within the organization as long as they possess the same obligating authority as the director. A list of Authorized Representatives for each Member State is available to state emergency management agency users on the EMAC website.

Advance-Team (A-Team): An A-Team consists of two or more persons from a Member State who have been qualified by NEMA after successfully completing the EMAC A-Team Training Course. A-Team members are knowledgeable about, and prepared to implement, EMAC procedures in their own state or any other Member State. A-Teams may work in either the Requesting or Assisting States to facilitate requests, offers, completion of the RSA, tracking of deployed resources, and providing the states with reports on the EMAC response.

A-Teams are typed I through IV. The Type IV A-Team consists of two members, Type III consists of four members, Type II has six members, and a Type I team has ten members. The team structure may expand and contract as needed to fit the need.

At the request of a Member State, an A-Team is deployed to the Requesting State’s EOC to facilitate EMAC requests and assistance between Member States.

Broadcast: The EMAC Broadcast functionality sends EMAC key personnel (as designated by the state emergency management agency director) an email when a request for assistance needs to be shared. It is the primary means used to alert EMAC states of an impending or occurring emergency event or to request assistance and is sent via the EOS. The system can send to individuals, selected states, states in FEMA Regions, or all members.
Debrief: A conversation where information is exchanged on aspects of the mission (such as personnel well-being, experience, etc.).

Demobilization: This is the process of releasing assets (personnel and/or equipment) whose mission is completed or no longer needed to support a specific mission within an event. The process involves debriefing personnel, returning issued equipment, completing, and submitting required paperwork, arranging return travel, and tracking released assets back to their home duty station in the Assisting State in a safe and timely manner.

Designated Contact (DC): This person is very familiar with the EMAC process and serves as the point of contact for EMAC in their state and can discuss the details of a request for assistance. The DC is not usually legally empowered to initiate an EMAC request or authorize EMAC assistance without direction from a superior. A list of Member State Designated Contacts is available to state emergency management agency users on the EMAC website.

EMAC: The Emergency Management Assistance Compact, an interstate mutual aid agreement which enables entities to provide mutual assistance during times of need.

EMAC Advisory Group (EAG): The EAG, comprised of representatives from national organizations whose membership are EMAC stakeholders, facilitates the effective integration of multi-discipline emergency response and recovery assets for nation-wide mutual aid through EMAC. Many of these resources are local teams which must have the ability to be brought on as temporary state employees.

EMAC Executive Task Force (ETF): The ETF, under the leadership of the Chair, is responsible for managing the day-to-day programmatic activities on behalf of the member states to ensure that the EMAC system, including the Operating Protocols, Operations Manual, Standard Operating Guidebooks are maintained in a current state of operational readiness. The ETF is comprised of the chair, chair-elect, immediate past-chair, a representative from each FEMA region, three at-large members, and the NEMA Legal Counsel Committee liaison.

EMAC Member State: The term applies to the 50-states, the Commonwealth of Puerto Rico, the District of Columbia, and all U. S. territorial possessions whose governors have signed the Compact into law. The term is used on a daily basis to refer to states during periods of non-emergency activity. See definition of the
Requesting and Assisting State used when denoting EMAC Member State’s roles during activation of the EMAC.

EMAC R-1 Interstate Reimbursement Form: The form used to summarize the costs of all interstate assistance requested and provided by an Assisting State. A single R-1 should be completed and submitted to the Requesting State by each Assisting State that provided assistance. All of the costs for providing assistance under the RSA(s) are totaled. Copies of receipts and payment vouchers are attached to the R-1. The R-1 is signed and sent to the Requesting State for reimbursement. A copy of the R-1 Form may be found on the EMAC website.

EMAC R-2 Intragovernmental Reimbursement Form: The form used to summarize the costs of all intrastate assistance requested and provided by an agency, municipality, county, or other organization within a State providing assisting to another state under EMAC. A single R-2, accompanied by copies of receipts, payment vouchers and other costs supporting documents, should be completed and submitted to the Assisting State for each agency, municipality, county or other organization who provided assistance. The R-2 is signed by the appropriate authority of the requesting entity and sent to the Assisting State for reimbursement. The Assisting State attaches copies of all R-2s and supporting documents to all applicable R-1s as appropriate. A copy of the R-2 may be found on the EMAC website.

Joint Field Office (JFO): This facility is used to house state, federal and voluntary agency personnel who manage emergency response and recovery operations and administer state and federal recovery assistance programs within each state declared a major disaster by the president.

Lead State Representative (LSR): A member of the EMAC Executive Task Force responsible for representing the EMAC Member States within their respective FEMA Region.

Legal Committee Liaison: The Chair or the Chair’s Designee from NEMA’s Legal Committee which serves as a voting member to the EMAC ETF.

Mission: A specific pre-defined scope of work to be completed during a defined timeframe. A mission under EMAC becomes an official mission once both sections of the RSA have been duly executed by the Authorized Representatives of the Requesting and Assisting state(s).

Mission Order Authorization Form (Mission Order): The document issued at the pre-deployment briefing that authenticates the Resource Provider is on an
official EMAC deployment. The Mission Order (MO) contains all mission related information included in the Resource Support Agreement (except personnel costs), reimbursement guidance and other tips.

**Mission Ready Package (MRP):** A mission ready package is a pre-defined specific mission/capability with a list of all associated personnel and equipment necessary to accomplish the pre-defined mission. The package also includes logistic support requirements, and a total cost per day for operation of the MRP. The intent is to pre-define as many response and recovery missions as possible, and have member states organize, list, and maintain their response and recovery inventory in a mission ready package format.

**Mutual Aid Support System (MASS):** The online inventory of Mission Ready Packages.

**National Coordinating State (NCS):** The home state of the Chair of the EMAC Executive Task Force is the NCS. The Chair of the ETF is responsible for the development of an in-state team to assist with the management of EMAC operations when the national mutual aid system is activated. The NCS Lead is the nationwide EMAC point-of-contact during normal day-to-day, non-emergency periods. The NCS is prepared to activate EMAC on short notice by coordinating with the EMAC Authorized Representatives or Designated Contacts of the other Member States.

**National EMAC Liaison Team (NELT):** In the event the NRCC is activated at FEMA Headquarters in Washington, D.C. and a coordinating team is needed to maintain overall coordination among the deployed EMAC components. DHS/FEMA will request that NEMA/NCG deploy a NELT to the NRCC. Costs for deploying and maintaining a NELT are reimbursed by NEMA through a cooperative agreement with FEMA.

**National Response Coordination Center (NRCC):** Is the facility in Washington, D.C. used by DHS/FEMA to coordinate federal response and recovery operations. The Federal Emergency Support Functions (ESFs) are co-located at the NRCC to provide resource support to state counterparts through the Regional Response Operations Centers.

**National Incident Management System (NIMS):** The system used to conduct incident management as specified in Homeland Security Presidential Directive (HSPD)-5 and HSPD-8. NIMS is an established national standard methodology for managing emergencies and ensure seamless integration of all local, state, and federal forces into the system.

Operations Manual and Standard Operating Guide: A manual of written standardized processes to ensure each Member State understands the EMAC agreement, is adequately prepared to participate in the agreement, and follows the same standardized procedures while implementing EMAC. The manual sets forth the terms of the EMAC agreement and establishes the EMAC procedures that all Member States are to follow. The manual is supplemented by Standard Operating Guidelines for positions.

Point of Contact (POC): The person or entity that is the main contact.

Regional EMAC Liaison Team (RELT): If the disaster event involves more than one state in a single FEMA region or multiple states in multiple regions, FEMA may request a RELT be deployed to the federal Regional Response Coordination Center (RRCC) to coordinate the state EMAC response with the FEMA regional office. The RELT prepares regional Situation Reports and channels information up to the NELT.

Regional Response Coordination Center (RRCC): The federal facility from which federal personnel coordinate response operations and provide resource support to states within each FEMA region.

Reimbursement: The process of submitting documented eligible costs by an Assisting State to a Requesting State in order to receive financial compensation for providing assistance specified in the RSA and in accordance with the EMAC.

Requesting State: Any EMAC Member State that has informally or formally requested interstate assistance using any of the systems established by EMAC for this purpose.

Resource Support Agreement (RSA): The EMAC Resource Support Agreement (RSA) Form is used to officially request assistance, offer assistance, and accept assistance. The use of the single form simplifies and streamlines the paperwork necessary to request and receive assistance from Member States. It is important to remember that when duly executed by the Authorized Representative of the Requesting and Assisting State(s), the RSA becomes a legally binding agreement between the Requesting and Assisting State(s) under EMAC. A copy of the RSA Form is available to EMAC Authorized Representatives and Designated Contacts and may be found on the EMAC website.
Resource Typing: The method employed to categorize and describe the resources that are commonly exchanged in disaster via mutual aid, by capacity and/or capability of a resource’s components (i.e., personnel, equipment, and training).

Situation Report (SITREP): The status report that is prepared by a Requesting State and posted within the EOS. The SITREP details the current status of the emergency operation and the response to that emergency event. The purpose of the SITREP is to ensure that all parties involved in the response effort are thoroughly informed of every facet of the current operation.
B. EMAC Articles of Agreement

ARTICLE I - PURPOSE AND AUTHORITIES

This compact is made and entered into by and between the participating Member States which enact this compact, hereinafter called party states. For the purposes of this agreement, the term "states" is taken to mean the several states, the Commonwealth of Puerto Rico, the District of Columbia, and all U.S. territorial possessions.

The purpose of this compact is to provide for mutual assistance between the states entering into this compact in managing any emergency or disaster that is duly declared by the governor of the affected state(s), whether arising from natural disaster, technological hazard, man-made disaster, civil emergency aspects of resources shortages, community disorders, insurgency, or enemy attack.

This compact shall also provide for mutual cooperation in emergency-related exercises, testing, or other training activities using equipment and personnel simulating performance of any aspect of the giving and receiving of aid by party states or subdivisions of party states during emergencies, such actions occurring outside actual declared emergency periods. Mutual assistance in this compact may include the use of the states' National Guard forces, either in accordance with the National Guard Mutual Assistance Compact or by mutual agreement between states.

ARTICLE II - GENERAL IMPLEMENTATION

Each party state entering into this compact recognizes many emergencies transcend political jurisdictional boundaries and that intergovernmental coordination is essential in managing these and other emergencies under this compact. Each state further recognizes that there will be emergencies which require immediate access and present procedures to apply outside resources to make a prompt and effective response to such an emergency. This is because few, if any, individual states have all the resources they may need in all types of emergencies or the capability of delivering resources to areas where emergencies exist. The prompt, full, and effective utilization of resources of the participating states, including any resources on hand or available from the Federal Government or any other source, that are essential to the safety, care, and welfare of the people in the event of any emergency or disaster declared by a party state, shall be the underlying principle on which all articles of this compact shall be understood.

On behalf of the governor of each state participating in the compact, the legally designated state official who is assigned responsibility for emergency management will be responsible for formulation of the appropriate interstate mutual aid plans and procedures necessary to implement this compact.

ARTICLE III - PARTY STATE RESPONSIBILITIES
A. It shall be the responsibility of each party state to formulate procedural plans and programs for interstate cooperation in the performance of the responsibilities listed in this article. In formulating such plans, and in carrying them out, the party states, insofar as practical, shall:

i. Review individual state hazards analyses and, to the extent reasonably possible, determine all those potential emergencies the party states might jointly suffer, whether due to natural disaster, technological hazard, man-made disaster, emergency aspects of resource shortages, civil disorders, insurgency, or enemy attack.

ii. Review party states' individual emergency plans and develop a plan which will determine the mechanism for the interstate management and provision of assistance concerning any potential emergency.

iii. Develop interstate procedures to fill any identified gaps and to resolve any identified inconsistencies or overlaps in existing or developed plans.

iv. Assist in warning communities adjacent to or crossing the state boundaries.

v. Protect and assure uninterrupted delivery of services, medicines, water, food, energy and fuel, search and rescue, and critical lifeline equipment, services, and resources, both human and material.

vi. Inventory and set procedures for the interstate loan and delivery of human and material resources, together with procedures for reimbursement or forgiveness.

vii. Provide, to the extent authorized by law, for temporary suspension of any statutes or ordinances that restrict the implementation of the above responsibilities.

B. The Authorized Representative of a party state may request assistance of another party state by contacting the Authorized Representative of that state. The provisions of this agreement shall only apply to requests for assistance made by and to Authorized Representatives. Requests may be verbal or in writing. If verbal, the request shall be confirmed in writing within 30 days of the verbal request. Requests shall provide the following information:

i. A description of the emergency service function for which assistance is needed, such as but not limited to fire services, law enforcement, emergency medical, transportation, communications, public works and engineering, building inspection, planning and information assistance, mass care, resource support, health and medical services, and search and rescue.

ii. The amount and type of personnel, equipment, materials, and supplies needed, and a reasonable estimate of the length of time they will be needed.

iii. The specific place and time for staging of the assisting party's response and a point of contact at that location.
C. There shall be frequent consultation between state officials who have assigned emergency management responsibilities and other appropriate representatives of the party states with affected jurisdictions and the United States Government, with free exchange of information, plans, and resource records relating to emergency capabilities.

ARTICLE IV - LIMITATIONS

Any party state requested to render mutual aid or conduct exercises and training for mutual aid shall take such action as is necessary to provide and make available the resources covered by this compact in accordance with the terms hereof; provided that it is understood that the state rendering aid may withhold resources to the extent necessary to provide reasonable protection for such state.

Each party state shall afford to the emergency forces of any party state, while operating within its state limits under the terms and conditions of this compact, the same powers (except that of arrest unless specifically authorized by the receiving state), duties, rights, and privileges as are afforded forces of the state in which they are performing emergency services. Emergency forces will continue under the command and control of their regular leaders, but the organizational units will come under the operational control of the emergency services authorities of the state receiving assistance. These conditions may be activated, as needed, only subsequent to a declaration of a state of emergency or disaster by the governor of the party state that is to receive assistance or commencement of exercises or training for mutual aid and shall continue so long as the exercises or training for mutual aid are in progress, the state of emergency or disaster remains in effect or loaned resources remain in the receiving state(s), whichever is longer.

ARTICLE V - LICENSES AND PERMITS

Whenever any person holds a license, certificate, or other permit issued by any state party to the compact evidencing the meeting of qualifications for professional, mechanical, or other skills, and when such assistance is requested by the receiving party state, such person shall be deemed licensed, certified, or permitted by the state requesting assistance to render aid involving such skill to meet a declared emergency or disaster, subject to such limitations and conditions as the governor of the Requesting State may prescribe by executive order or otherwise.

ARTICLE VI - LIABILITY

Officers or employees of a party state rendering aid in another state pursuant to this compact shall be considered agents of the Requesting State for tort liability and immunity purposes; and no party state or its officers or employees rendering aid in another state pursuant to this compact shall be liable on account of any act or omission in good faith on the part of such forces while so engaged or on account of the maintenance or use of any equipment or supplies in connection therewith. Good faith in this article shall not include willful misconduct, gross negligence, or recklessness.

ARTICLE VII - SUPPLEMENTARY AGREEMENTS
Inasmuch as it is probable that the pattern and detail of the machinery for mutual aid among two or more states may differ from that among the states that are party hereto, this instrument contains elements of a broad base common to all states, and nothing herein contained shall preclude any state from entering into supplementary agreements with another state or affect any other agreements already in force between states. Supplementary agreements may comprehend, but shall not be limited to, provisions for evacuation and reception of injured and other persons and the exchange of medical, fire, police, public utility, reconnaissance, welfare, transportation and communications personnel, and equipment and supplies.

ARTICLE VIII – COMPENSATION

Each party state shall provide for the payment of compensation and death benefits to injured members of the emergency forces of that state and representatives of deceased members of such forces in case such members sustain injuries or are killed while rendering aid pursuant to this compact, in the same manner and on the same terms as if the injury or death were sustained within their own state.

ARTICLE IX - REIMBURSEMENT

Any party state rendering aid in another state pursuant to this compact shall be reimbursed by the party state receiving such aid for any loss or damage to or expense incurred in the operation of any equipment and the provision of any service in answering a request for aid and for the costs incurred in connection with such requests; provided, that any aiding party state may assume in whole or in part such loss, damage, expense, or other cost, or may loan such equipment or donate such services to the receiving party state without charge or cost; and provided further, that any two or more party states may enter into supplementary agreements establishing a different allocation of costs among those states. Article VIII expenses shall not be reimbursable under this provision.

ARTICLE X - EVACUATION

Plans for the orderly evacuation and interstate reception of portions of the civilian population as the result of any emergency or disaster of sufficient proportions to so warrant, shall be worked out and maintained between the party states and the emergency management/services directors of the various jurisdictions where any type of incident requiring evacuations might occur. Such plans shall be put into effect by request of the state from which evacuees come and shall include the manner of transporting such evacuees, the number of evacuees to be received in different areas, the manner in which food, clothing, housing, and medical care will be provided, the registration of the evacuees, the providing of facilities for the notification of relatives or friends, and the forwarding of such evacuees to other areas or the bringing in of additional materials, supplies, and all other relevant factors. Such plans shall provide that the party state receiving evacuees and the party state from which the evacuees come shall mutually agree as to reimbursement of out-of-pocket expenses incurred in receiving and caring for such evacuees, for expenditures for transportation, food, clothing, medicines and medical care, and like items. Such expenditures
shall be reimbursed as agreed by the party state from which the evacuees come. After the termination of the emergency or disaster, the party state from which the evacuees come shall assume the responsibility for the ultimate support of repatriation of such evacuees.

ARTICLE XI - IMPLEMENTATION

A. This compact shall become operative immediately upon its enactment into law by any two (2) states; thereafter, this compact shall become effective as to any other state upon its enactment by such state.

B. Any party state may withdraw from this Compact by enacting a statute repealing the same, but no such withdrawal shall take effect until 30 days after the governor of the withdrawing state has given notice in writing of such withdrawal to the governors of all other party states. Such action shall not relieve the withdrawing state from obligations assumed hereunder prior to the effective date of withdrawal.

C. Duly authenticated copies of this compact and of such supplementary agreements as may be entered into shall, at the time of their approval, be deposited with each of the party states and with the Federal Emergency Management Agency and other appropriate agencies of the United States Government.

ARTICLE XII - VALIDITY

This Act shall be construed to effectuate the purposes stated in Article I hereof. If any provision of this compact is declared unconstitutional, or the applicability thereof to any person or circumstances is held invalid, the constitutionality of the remainder of this Act and the applicability thereof to other persons and circumstances shall not be affected thereby.

ARTICLE XIII - ADDITIONAL PROVISIONS

Nothing in this compact shall authorize or permit the use of military force by the National Guard of a state at any place outside that state in any emergency for which the President is authorized by law to call into federal service the militia, or for any purpose for which the use of the Army or the Air Force would in the absence of express statutory authorization be prohibited under Section 1385 of title 18, United States Code.

Ratified during the 2nd session of the 104th Congress and became Public Law 104-321, October 1996

C. NEMA Data Sharing Policy

The official NEMA Data and Information Sharing as adopted by the NEMA membership is as follows:

It is the policy of NEMA not to share data or information considered to be the property of State Emergency Management Agencies, without express written
permission of the owner. The exception is information gathered through NEMA surveys for the purpose of issue papers, reports and publications.
EMAC's 25 Years of Fast Scalable Response

Creating a Network of Management in Times of Emergency

1995

1996

2005

2018