

2016 REPUBLICAN NATIONAL CONVENTION



EMERGENCY MANAGEMENT ASSISTANCE COMPACT (EMAC) AFTER ACTION REPORT & IMPROVEMENT PLAN



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Executive Summary

Background

The Emergency Management Assistance Compact (EMAC) is a state-to-state mutual aid compact which enables states to send personnel and equipment to help disaster relief efforts in other states. EMAC was established in 1993 and ratified by Congress in 1996. All fifty states, the District of Columbia, the U.S. Virgin Islands, the Commonwealth of Puerto Rico and Guam are members. Since 1996 EMAC has been activated approximately 316 times for disasters and emergencies of various sizes. On at least two occasions, EMAC was used to support a pre-planned event.

In 2016, EMAC was activated to provide law enforcement support to the State of Ohio for the Republican National Convention (RNC), which was held in Cleveland, Ohio from July 17-22, 2016. The convention had been designated a National Special Security Event (NSSE) and the threat of criminal activity or terrorist attack during the event was significant.

The City of Cleveland (City) estimated that it would need approximately 3,000 law enforcement officers from other jurisdictions to provide adequate security for the convention. Although City officials began soliciting support from law enforcement agencies within months of being awarded the convention, by late 2015 they were still significantly short of their goal. As the State of Ohio could not fill the gap with in-state resources, City and State officials requested the activation of EMAC to obtain the necessary law enforcement support.

Eighteen states responded to Ohio's request, providing 1,071 law enforcement officers through twenty separate EMAC missions. The total cost of the deployment was \$8,581,851.43. A summary of deployed resources is provided in [Annex D: Republican National Convention EMAC Deployments by State](#).

This activation differed from the typical EMAC activation in six significant ways. First, the 2016 RNC EMAC activation supported a pre-planned event, rather than an emergency or disaster that has already occurred. While EMAC had been used to support the 2009 presidential inauguration, the 2013 Superbowl, and the 2013 Boy Scout Jamboree, the activation in support of the 2016 RNC was much larger and necessitated significantly more capabilities. The use of EMAC to support a pre-planned event posed a potential challenge regarding the required emergency declaration. Since the event had not yet occurred and City officials were attempting to reduce public concerns by emphasizing the comprehensive security preparations being made, requesting an emergency declaration may be thought to contradict the City's message.

Second, unlike the overwhelming majority of EMAC activations, the RNC activation focused on only law enforcement officers. Law enforcement deployments are distinct from other EMAC deployments in three significant ways.

1. Deploying personnel may be asked to take a temporary oath of office.
2. The authority for swearing in officers comes from the laws of the Requesting State and its municipal jurisdictions.
3. Use of force policies vary from jurisdiction to jurisdiction.

These are major issues for law enforcement agencies and their resolution was critical to the 2016 RNC EMAC activation.

Third, the decision to request EMAC followed months of discussion between City and State officials. EMAC is typically used once a disaster has occurred, so the decision to use EMAC is usually made quickly. During this activation, discussions concerning the possible use of EMAC took place more than seven months before the start of the convention, and more than five months before the Governor issued an emergency declaration.

Fourth, the EMAC process for this activation was lengthy in comparison to other activations. The Activation Phase and the Request and Offer Phase, which are usually completed within hours or days, lasted several months. From the time that City officials decided to request EMAC activation until all offers had been accepted, approximately four months had elapsed. This extended timeline allowed participating agencies to conduct refresher training on EMAC processes, thoroughly negotiate the terms of the REQ-A, educate elected officials on the importance and value of EMAC, and conduct detailed planning for the actual deployment. Conversely, the extended timeline also permitted Assisting States to delay responding to the offer, creating some uncertainty for the Requesting State.

Fifth, all costs associated with this activation were reimbursed through the use of a federal grant from the Department of Justice's Bureau of Justice Assistance (BJA). The \$50 million grant, awarded to the City of Cleveland, was in part to fund security when the RNC was designated as a NSSE. While important to the City, the grant was problematic during the EMAC process as all expenditures had to comply fully with grant guidance which was more stringent than state grant guidance. To complicate matters, the state was not privy to the BJA grant with the city, relying on the general BJA grant guidance and auditor feedback leaving the process open to interpretation and occasionally unclear. The difficulty of complying with grant guidance contributed to some Assisting State delays in submitting reimbursement packages to the Requesting State.

City officials have stated that without EMAC they would not have been able to obtain enough law enforcement officers to implement their convention security plan. Officials from the State of Ohio, NEMA, and the Assisting States consider the use of EMAC for this event successful and believe it can serve as a model for support for future NSSEs or other national-level events.

Purpose of the Report

The purpose of this report is to discuss the effectiveness of EMAC administrative, management, and operational capabilities utilized during the 2016 RNC and to suggest ways to improve the delivery of essential support. The responses of other organizations under their own authority, including Federal, State, and local government agencies, are not the subject of this report.

This report focuses on the EMAC process and does not discuss operational details of the RNC security effort. Security operations for the convention have been more appropriately examined in an After-Action Review conducted by the City of Cleveland.

The increasing use of EMAC in recent years and the growing recognition of the value of the compact by state emergency management agencies is a direct result of improvements made to the EMAC Operations System (EOS) following activations. EMAC improvements are often the result of corrective actions and recommendations from After Action Reviews (AARs).

Methodology

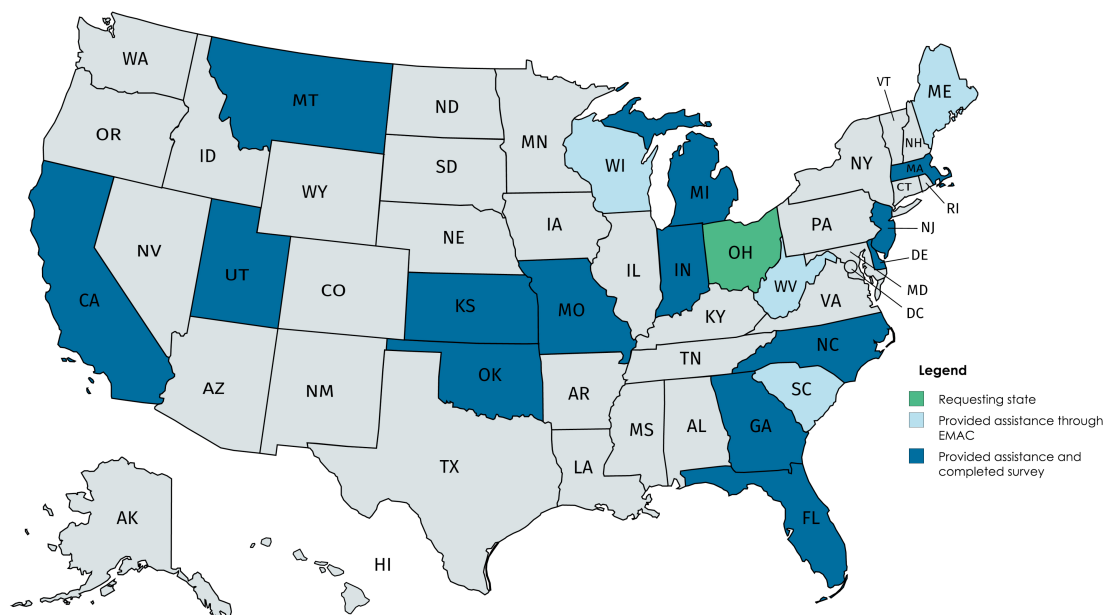
Information contained in this report was obtained from three sources; the EOS, an online survey sent to EMAC participants, and a two-day meeting of representatives from the Requesting State, Assisting States, City of Cleveland, deploying agencies and NEMA. In addition, supporting information, confirmation, and other data was obtained through reviews of open source reporting, official websites, and through individual information requests.

- **EMAC Operations System (EOS)**

The EMAC Operations System (EOS) is the repository for EMAC resource management information, including Request for Assistance (REQ-A) data. Information was entered by the Requesting State (Ohio EMA), and the Assisting State EMAs.

- **Survey**

In December 2016, an online survey was distributed to persons who participated in the 2016 RNC EMAC activation. There were three versions of the survey and participants completed the version that corresponded to their role in the activation. While survey questions differed in wording from version to version, they addressed the same basic issues.



The survey was distributed to the Requesting State (Ohio), all 18 assisting states (California, Delaware, Florida, Georgia, Indiana, Kansas, Massachusetts, Maine, Michigan, Missouri,

Montana, North Carolina, New Jersey, Oklahoma, South Carolina, Utah, Wisconsin, and West Virginia), and to NEMA.

Seventeen entities responded to the survey. They included NEMA, the National Coordinating State (NCS), the Requesting State and fourteen Assisting States. All Assisting States responded except for Maine, South Carolina, Wisconsin, and West Virginia. Maine did respond with comments, which are incorporated into this report, but did not complete the survey. Assisting States had the option of forwarding the survey to deploying personnel, but were not specifically asked to do so. Only one deployed officer responded to the survey.

Most of the questions could be answered with a yes or no response but nearly all questions provided an opportunity for amplifying comments. Not all respondents answered all questions. A report on the results of the survey is provided as [Annex C: Survey Results](#).

- **AAR Meeting**

On January 19 and 20, 2017, an after-action meeting for representatives from the Requesting State, all Assisting States, NEMA, the NCS, the City of Cleveland, and law enforcement officers from various deploying agencies in Columbus, Ohio. A total of 36 participants from Ohio, Cleveland, NEMA, the NCS and twelve Assisting States attended. Two states - Utah and Massachusetts - participated via webinar.

The meeting was conducted in two parts. The first part, which took a full day, was highlighted by a series of facilitated discussions about all aspects of the EMAC process. AAR participants were assigned to one of five table groups, corresponding with their role in the activation. These table groups discussed their experiences in each operational phase of the EMAC process, focusing on things that went well, issues they encountered, and actions taken to resolve issues. Following the discussions of each phase, the table groups reconvened in plenary session for group reports and plenary discussion.

On the second day, the five table groups reviewed the findings from day one and conducted a facilitated discussion to identify corrective actions and make other recommendations. At the end of the discussion period each group reported its recommendations to the entire group.

Not all breakout groups agreed on all findings, so some topics mentioned in the report may be listed both as things that went well and as issues encountered. This reflects differences in experiences and perspective between various agencies. For instance, some agencies may have had no problems during at the deployment check-in process, while other agencies might have had multiple problems and some agencies may have found the REQ-A process simple, while others had trouble with it. In this report, we have tried to express the consensus view, while still including dissenting opinions.

Validation

A multi-tiered validation process ensured information in the final report represents a fair and accurate depiction of EMAC administration, management, and operations. Representatives from all respective EMAC constituencies participated in the validation process.

The NEMA President, EMAC Committee Chair, EMAC Executive Task Force (ETF) Chair and Past Chair, and NEMA staff reviewed and validated areas for improvement and recommendations. Further validation will be conducted by the full EMAC Committee along with development of an Implementation Plan, in coordination with the EMAC ETF.

Organization

This AAR contains an Executive Summary and the full report with three major sections and eight annexes. There is also an Improvement Plan, a stand-alone working document that will be used to track improvements identified in the AAR.

Section 1 – Republican National Convention 2016: This section contains background information on the convention and the City’s decision to request support through EMAC.

Section 2 – EMAC Evaluation Process: This section is the core of the report and provides detailed information on aspects of EMAC that worked well, issues that were encountered, and recommendations for resolving or preventing similar issues in future activations.

The section is organized by EMAC phase, with AAR findings listed in the phase in which the action occurred. The section also includes a description of each phase, including the key actions that occur in the phase. All comments from the participants in the working groups were captured and listed. Similar issues have been consolidated to avoid duplication, as many of those issues were common among the different working groups.

Section 3 – Conclusion: This section includes a brief summary of the key issues identified during the AAR process.

Annexes include:

- A – Improvement Plan
- B – List of all EMAC Activations for RNC 2016
- C – EMAC Survey Results
- D – EMAC Deployments by State
- E – City of Cleveland Letter Requesting EMAC
- F – City and State EMAC MOU
- G – Ohio Governor’s Emergency Declaration
- H – City of Cleveland Emergency Proclamation
- I – Glossary of Terms

EMAC Improvements

The improvements achieved in EMAC operations since the last formal AAR conducted on the EMAC response to 2011 Hurricanes Irene and Lee are substantial.

Highlights of these changes are provided below:

Provided National Leadership and Expertise on Mutual Aid

- Increased collaboration between EMAC leadership, EMAC Advisory Group members, and the FEMA National Integration Center (NIC) in the development of national mutual aid policy
- Increased awareness of EMAC through outreach and education to stakeholders, Congressional staff, and FEMA regional offices has increased awareness of EMAC
- Strengthened the EMAC Advisory Group resulting in better networking and increased engagement in EMAC
- Conducted a Public Information EMAC Workshop in 2014 resulting in increased awareness of the capability to deploy Public Information Officers through EMAC
- Developed a standard EMAC press release template resulting in higher quality press releases about EMAC through the states
- Increased the number of state EMAC exercises
- Developed the Mutual Aid Support System (MASS), an online inventory of Mission Ready Packages local Response Providers can input into the system

Coordinated EMAC with the National Preparedness Goal

- Integration of the FEMA NIC Resource Typing Library Tool (RTLT) into the EMAC Operations System and Mutual Aid Support System
- Increased training on the EMAC liaison teams. These teams deploy upon request by FEMA for deployments of National EMAC Liaison Teams (NELTs) to the National Response Coordination Center (NRCC) to coordinate the state response through EMAC with the national response
- Exercised state participation in EMAC in Capstone 2014 National Level Exercise

Enhanced the EMAC Training Program

- Supported the National Coordinating State (NCS) through updates to the NCS training and exercise program and inclusion of Member States in exercise play
- Conducted a training needs assessment workshop with stakeholders, local government, and state emergency management
- Developed the online EMAC eLearning Center and five online training courses:
 - The Practice and Implementation of EMAC
 - EMAC: Just in Time Training for Deploying personnel
 - EMAC Pre-Event Preparation for Resource Providers
 - EMAC Reimbursement for State Emergency Management
 - The National Guard and EMAC
- Developed an EMAC App (for Android and iPhone) for deploying personnel to download for “just in time training” on EMAC

- Conducted an EMAC and Mutual Aid Workshop in 2015, allowing states for the first time to use their Threat Hazard Reduction and Risk Assessment (THIRA) to identify resource shortfalls and to fill those gaps with resources from within their region via EMAC
- Developed two courses for state delivery
 - State and Resource Provider Guide to Implementing EMAC
 - Mission Ready Package Workshop
- Conducted A-Team training for over 750 personnel
- Conducted several dozen EMAC Webinars for state emergency management A-Team personnel on the use of the EMAC system, the EMAC Operations system, MASS, and reimbursement tracking
- Integrated EMAC education into NEMA's New State Director Training Course

Improvements to the overall EMAC Operations System

- Upgraded the EMAC Operations System to make it faster and more efficient. Resources are deploying within hours versus days
- Developed Mission Ready Package discipline-specific templates for public health and medical resources as well as building inspectors and state geologists
- States are able to provide virtual support through EMAC
- Developed EMAC Ready self-assessment survey for use by states to determine their readiness to implement EMAC

Sustain and Enhance EMAC Capabilities

- Developed EMAC doctrine including the A-Team Standard Operating Guidelines, National Coordinating State (NCS) Standard Operating Guidelines, Deploying Personnel Standard Operating Guidelines, and updates to the National Response Coordination Center (NRCC), Regional Response Coordination Centers (RRCCs) Standard Operating Guidelines, and the EMAC Operations Manual
- Enhanced the EMAC Operations System (EOS) by:
 - Updating the system that supports the EMAC process
 - Integrating the Mission Order Authorization Form (Mission Order)
 - Upgrading the Reimbursement Tracking System
 - Integrating the Mutual Aid Support System (MASS) into both the requesting and assisting functionality of EOS

Summary of Findings

This Report is the product of an extensive after-action review process that included full participation of the Cleveland Police Department, the Cleveland Office of Emergency Management, the Ohio EMA, the Ohio State Highway Patrol (OSHP), emergency management agencies from eighteen Assisting States, personnel from various state law enforcement agencies, the NCS, and representatives from NEMA.

This process ensured that the all participants had an opportunity to contribute to this report. Every significant comment from the online survey and the AAR meeting is included in some form in this report.

Overall, participating agencies reported that the EMAC activation in support of the 2016 RNC was a success. EMAC's robust design and inherent flexibility enabled it to more than 1,000 law enforcement officers for convention security, when other attempts at obtaining assistance had been unable to provide the number of officers

"EMAC was fantastic for us."
- **City of Cleveland**

needed. It is likely that without the use of EMAC, the City would have been unable to obtain the fully staff its convention security plan.

The 2016 RNC EMAC activation was the first time EMAC had been used to provide large-scale support to an NSSE. EMAC had been used previously to provide a small number of personnel to support the 2009 Presidential Inauguration and the 2013 Superbowl. Of the 3,300 state and local law enforcement officers deployed to provide security for the RNC, EMAC provided nearly one third.

The AAR confirmed that participating states were familiar with EMAC and recognized the value of regular EMAC training and planning. Agency-to-agency relationships developed through previous EMAC deployments, training, exercises or other events were a significant help. States also were familiar with Mission Ready Packages (MRP), but found that existing MRPs were not effective for this event. Existing MRPs did give states a foundation for conducting detailed planning.

External A-Teams were not used during this activation. The Requesting State utilized their internal A-Team and was able to receive A-Team training to manage the process. No Assisting State reported using an A-Team, although several Assisting States reported that they did have designated A-Teams.

This activation was not time-sensitive and participating agencies were able to conduct just-in-time EMAC training at the start of the process for deploying personnel, but rarely will an agency have weeks to do so.

This report identifies 55 areas of accomplishment or practices that worked well, 44 areas for improvement, and 46 associated recommendations to improve EMAC processes. A summary listing of the most significant findings are provided below. For a complete understanding of the 2016 RNC EMAC Activation, a full review of all issues and recommendations contained in Sections 2 and 3 is recommended.

Areas of Accomplishment

1. Use of EMAC to support a scheduled event: The 2016 RNC was an NSSE and detailed planning for the event lasted two years. Although EMAC had been used to provide limited support to pre-planned events in the past, this was the first use of EMAC to provide critical law enforcement capabilities to a national-level pre-planned event.

2. Flexibility of EMAC: While not designed to support scheduled events, EMAC's robust structure and inherent flexibility enabled it to operate effectively with only minor modifications to established processes and procedures.

3. EMAC Training: EMAC training prepared the Requesting State and Assisting States to effectively utilize EMAC. Every agency that participated in the AAR process reported that they had conducted EMAC training as part of their normal training program. A special A-Team Operations Course was conducted in Columbus which trained nine A-Team members for Ohio EMA.

4. **REQ-A process:** The REQ-A process was relatively simple to complete. Ohio EMA provided a detailed request for assistance that answered many potential questions upfront and contained enough information to enable Assisting States to make informed decisions about participation in the activation.
5. **EOS:** The EMAC Operating System (EOS) worked well. The use of EOS simplified and documented the process and reduced the level of work required.
6. **Reimbursement Information:** Ohio EMA attempted to head off problems with the reimbursement process by developing and distributing a "reimbursement tips" document that covered eligible reimbursement costs and the documentation that Resource Providers would have to provide in their reimbursement packages.
7. **Interagency coordination and communication:** The Cleveland Police Department, the Cleveland Office of Emergency Management, the Ohio EMA and the OSHP established and maintained effective coordination and communications with each other throughout the EMAC process.
8. **Extended Planning Period:** Participating agencies made good use of the extended planning time available during this activation to conduct refresher training, educate public officials, create Mission Ready Packages, and deploy advance teams.
9. **OSHP Support:** The OSHP effectively coordinated with Assisting State law enforcement agencies, ensuring that the correct resources were identified and resolving administrative and operational issues related to deployment.
10. **Readiness to Receive EMAC Deployed Resources:** The City of Cleveland was prepared to host deployed resources. While minor issues regarding lodging and transportation were encountered by some deploying units, the consensus of Assisting State EMAs and participating law enforcement agencies was that the City was prepared to receive and employ EMAC resources.
11. **Integration of EMAC forces:** The OSHP and the Cleveland Police Department effectively integrated deploying resources into the overall security force.
12. **Early declaration.** The Governor issued an emergency declaration more than 90 days prior to the start of the convention. This allowed an extended period for the Requesting State, Assisting States, and participating law enforcement agencies to prepare for the deployment.
13. **Use of force policy:** Allowing deployed personnel to follow their own agencies' policies regarding the use of force was considered by many to be an effective solution to a difficult problem.
14. **Law enforcement authority:** The City of Cleveland administered a temporary oath of office to deployed officers just prior to the convention. This action was in accordance with the City of Cleveland charter / ordinance.

Areas for Improvement

1. **Mission Ready Packages for Law Enforcement Resources:** The majority of states reported that they did not use MRPs during this activation. States cited several reasons for not using MRPs. Most states did not have MRPs for law enforcement resources. In states that did have pre-built MRPs for law enforcement resources, the MRP request did not match the resource request. Several states that did not have MRPs prior to the event built MRPs so they will have them for the next activation.

Recommendation: States should review existing law enforcement MRPs and consider developing MRPs for Mobile Field Force and other law enforcement capabilities.

2. **A-Teams:** Given the extended timeframe of this activation, out of state A-Teams were not utilized. Ohio EMA assigned A-Team trained personnel to manage the EMAC process. Assisting States also utilized A-Team trained personnel. Had an incident occurred during the NSSE, the Requesting State would have relied on their home state A-Team to stand up and immediately begin the Request and Offer process to bring in resources through EMAC. While Ohio had the capacity to manage this event with in-state A-Team trained personnel, states hosting NSSE events may consider pre-planning a virtual A-Team and a “first-in” A-Team should one be needed in response to a large-scale incident.

Recommendation: States that host an NSSE should consider identifying a virtual A-Team to stand up immediately upon an incident occurring and pre-identifying a “first in” A-Team that would deploy to assist the Requesting State with the influx of resources.

3. **EMAC Activation Exercises:** Neither the Requesting State nor most participating states regularly conduct EMAC activation exercises. Two Assisting States reported that they regularly conduct EMAC exercises and the Requesting State has conducted EMAC exercises.

Recommendation: State EMAs should improve their ability to activate EMAC through regularly scheduled tabletop, functional, or full-scale exercises that include resources such as law enforcement agencies.

4. **The timesheet process:** The process for completing, approving, and submitting timesheets was cumbersome and difficult to follow.

Recommendation: Local jurisdictions and Requesting States should work through grant-requirements for completing, approving, and collecting timesheets are designed to limit confusion and be easy to implement. Consider an electronic timekeeping system if allowed within the grant requirements.

5. **Delayed consideration of EMAC:** Initial discussions between the City of Cleveland, the OSHP, and Ohio EMA concerning the possible use of EMAC for the 2016 RNC took place more than a year after the City was awarded the convention.

Recommendation: State EMAs should ensure that municipalities or other jurisdictions selected to host NSSE-type events are aware of the possibility of using EMAC and have a general knowledge of EMAC.

6. Knowledge of EMAC among Elected Officials: Throughout the process, Ohio EMA decision makers spent time educating state stakeholders who are part of the decision making team on the EMAC system.

Recommendation: State EMAs should encourage stakeholders of all levels of government to complete existing EMAC orientation training courses or develop and conduct EMAC introductory training for elected officials. NEMA should consider developing and providing a template for state EMAs to utilize when conducting an EMAC briefing for elected officials.

7. Protected Personal Information (PPI): The names and contact information of deployed personnel are listed on the EMAC Request for Assistance Form (the REQ-A). Should this form be requested through open records and the state does not have the authority to redact that information, the personal information is potentially available to opponents of EMAC activations and should be safeguarded.

Recommendation: NEMA should conduct a legal review concerning storage and release of names and contact information and identify appropriate means to safeguard PPI.

8. EMAC Operating System (EOS): When MRPs are uploaded into the EOS, not all of the information within the MRP is part of the REQ-A and the REQ-A does not allow attachments.

Recommendation: Review fields within the MRP that would be beneficial to include in the REQ- A and consider the option to add attachments.

9. Public messaging: Some EMAC activations may be controversial or politically sensitive. Agencies that are not familiar with EMAC or those that have not communicated extensively with the Requesting State or other Assisting States may release information that is at odds with information released by other participating agencies.

Recommendation: The Requesting State should ensure that a single consistent message is provided for all agencies to use when responding to media inquiries and use of press releases.

10. Delays in Reimbursement Process: Six months after the end of the convention, seven of eighteen Assisting States had been reimbursed. Possible causes of the delays include compliance with the additional requirements associated with the BJA grant, unfamiliarity with the EMAC reimbursement process, and delay in submission of documents from the assisting states, due to payroll accounting systems.

Recommendation: NEMA should develop a marketing strategy to reach state finance personnel for the purposes of marketing the EMAC reimbursement course. Once state finance personnel have completed the training, they should work within their agencies to update internal reimbursement guidance that reflect common accounting principles and documentation requirements.

Recommendation: Requesting and Assisting States should review internal EMAC reimbursement guidelines and eligibility requirements to streamline internal reimbursement procedures.

Recommendation: Assisting States should ensure the Deploying Personnel and Resource Provider finance personnel are familiar with reimbursement guidelines and eligibility requirements.

11. BJA Coordination: BJA personnel were not familiar with EMAC.

Recommendation: Requesting States that are planning to use BJA grants to fund an EMAC activation should brief BJA personnel on EMAC and crosswalk state and BJA documentation requirements so Requesting States can make Assisting States aware of documentation requirements that may go beyond a routine EMAC mission.

12. Reimbursement Documentation Requirements: The Requesting State, Assisting States and Resource Providers should be aware of reimbursement documentation requirements for EMAC missions. Should external grant requirements (such as BJA) require additional reimbursement guidance beyond the EMAC guidelines and good accounting principles, it should be provided in guidance to the Assisting States.

Recommendation: Requesting States that are planning to use external grants to fund an EMAC activation should receive a copy of the grant instrument such that they can be familiar with the requirements and develop consistent documentation both internally and for Assisting States to share with Resource Providers.

13. Uncertainty with Reimbursement Process: Many reimbursement issues arose because personnel were uncertain about details of the process. While training had generally been conducted, the infrequency of EMAC activations limits the amount of experience state personnel can attain.

Recommendation: State EMAs should conduct refresher training at regular intervals, develop checklists and templates for the basic processes, and continue to improve existing procedures.

Best Practices

1. Advance Teams: Several Assisting States sent advance teams to Cleveland to ensure that all preparations were complete prior to the arrival of the deploying personnel. States that sent advance teams reported that the pre-deployment of teams were very effective. Once the deploying personnel arrived, the advance teams were available to assist with administrative and operational issues.

2. Early Engagement of Legal Counsel: Ohio EMA Legal Counsel established communications with legal offices from potential Assisting States as soon as the resource request was entered into EOS to ensure they understood the BJA grant requirements, the use of force policies, and the oath of office processes within the state of Ohio for the City of Cleveland event. This outreach was effective and significantly reduced issues related to the EMAC process. Early engagement of legal counsel from all participating states is highly recommended.

3. **SharePoint:** The use of a SharePoint portal by the OSHP to share information with law enforcement Resource Providers was very effective. SharePoint is a password-protected system that has multiple layers of security. OSHP maintained the system and the SharePoint community included Assisting State law enforcement agencies, Ohio EMA, and the City of Cleveland.

4. **Early Establishment of Multi-Agency Team:** The EMAC process can involve multiple departments and agencies of a participating jurisdiction. As soon as possible in the process, the Requesting State EMA should bring together representatives from all departments and agencies that will participate. Make sure everyone who is involved is included to share information.

5. **E-Mail Lists and Chat Rooms:** Ohio EMA maintained communications with Assisting States and the City of Cleveland through an E-Mail List, while at least one Assisting State created a chat room for state agencies to share information about the mission and document issues as they arose so they could be resolved in a timely manner.

6. **Administrative Support Personnel:** Assigning Deploying Personnel to handle administrative and logistic issues was of great benefit. Some participating law enforcement agencies included designated administrative support personnel on their teams while others assigned supervisors or other members to the tasks.

7. **Self-Sufficient Teams:** Bringing support personnel as part of the deploying teams to make the teams as self-sufficient as possible was very effective. Among the support personnel deployed were medical personnel, IT support, communications support, and logistic support.

8. **State-to-State Coordination:** Although the City of Cleveland was the lead non-federal agency for convention security, Ohio EMA served as the primary point of contact for Assisting State EMAs. This was effective as the EMAC process is designed to be managed by state EMAs and all participating state EMAs were familiar with EMAC. Ohio EMA kept City of Cleveland personnel informed of the progress of the EMAC process through regular conference calls, phone calls, and e-mails both before and during the event.

9. **City and State Memorandum of Agreement:** The City of Cleveland was the recipient of the BJA grant, not the state. The State of Ohio and the City of Cleveland developed a Memorandum of Agreement that identified reimbursement responsibilities.

10. **Availability of Funds to Pay Reimbursements:** The State of Ohio, ensured the ability to utilize a designated fund to reimburse EMAC missions in the unlikely event the BJA funds were exhausted prior to reimbursing Assisting States.

11. **Pre-event Disaster Declaration:** Ohio EMA and the City of Cleveland worked in advance of the declaration to answer questions and educate on the EMAC process, the need for the declaration, and provided public messaging that accurately explained the need and value of EMAC. This was critical to the state being able to utilize EMAC for the NSSE event.

12. Use of Arrest Teams: While EMAC deployed law enforcement officers were sworn in, their instructions were to detain until an arrest team was on site to arrest. The City of Cleveland chose to utilize home state law enforcement arrest teams, as those teams would have been available to testify later in court. By utilizing home state teams, the City of Cleveland was able to mitigate potential future expenses.

Overall Summary

EMAC provided critically needed resources to the State of Ohio and the City of Cleveland during the 2016 RNC.

Though not ever used for an NSSE of this size, EMAC is flexible enough to accommodate a pre-planned event in which law enforcement resources were the only resources requested.

Through decades of successful use and diligent efforts by all member states, the EMAC Advisory Group, and NEMA to continually refine and improve the system, EMAC has become an essential and popular tool for state emergency management agencies. Key factors that affected the outcome of this activation and will affect the outcome of any future activation include:

- State EMAs are generally well prepared to utilize EMAC both as a Requesting State and as an Assisting State, through regular planning, training, and the maintenance of EMAC implementation procedures.
- Member States are pre-disposed to provide assistance when requested. If the requested resources are available, member states will almost always try to provide them.
- Frequent and open communications and cooperation between all participating agencies through information-sharing systems like SharePoint, electronic mailing lists, chat rooms, webinars, and conference calls are extremely useful tools.
- EMAC processes and tools (A-Teams, MRPs, EOS, REQ-A, online training courses, in-person training courses etc.) are well-designed and effective but need to be better utilized to ensure the most effective utilization of EMAC.

Section 1 – Republican National Convention 2016

Introduction

In July 2014, the Republican National Committee selected Cleveland, Ohio as the host City for the 2016 Republican National Convention (RNC). Cleveland hosted the Republican National Conventions in 1928 and 1936 and had hosted several national-level events more recently, but the scale and complexity of a modern political nominating convention dwarfed any event that the City had held in recent years.

The convention was expected to draw more than 50,000 people to Cleveland, including more than 15,000 credentialed members of the news media. The convention was also expected to attract an unknown number of protestors and demonstrators, including members of groups that had committed violent acts at other high-visibility events.

Because political, economic, and social significance made them potential

targets of terrorism or other criminal

activity, both the 2016 RNC in Cleveland and the 2016 Democratic National Convention in Philadelphia were designated as National Special Security Events (NSSEs) by federal officials. The 2016 RNC was the first NSSE ever conducted in Ohio.

As host of an NSSE, the City of Cleveland became eligible for a \$50 million U.S. Department of Justice Law Enforcement grant that could be used to fund law enforcement expenditures and related security costs associated with the 2016 RNC. The grant was administered by the Bureau of Justice Assistance (BJA) and was used to fund the cost of security personnel and to purchase equipment and liability insurance. More than \$8 million was spent reimbursing Assisting States for the costs of personnel deployed through EMAC.

The NSSE designation made the United States Secret Service (USSS) the lead agency for security at the RNC. While the USSS retained responsibility for security of the inner perimeter – the convention arena itself and adjacent streets – the City of Cleveland was assigned responsibility for convention security elsewhere in the downtown district and throughout the City. A large portion of downtown Cleveland was designated as the “Event Zone,” where certain activities and items were prohibited. The City also designated a “free speech zone” and parade route where organized protests would be conducted. Key federal agencies involved in planning and protecting the convention were the Federal Bureau of Investigation (FBI), which was the lead agency for intelligence, counterterrorism, and federal criminal violations; and the Federal Emergency Management Agency (FEMA), which was the lead agency for consequence management. In addition, the Ohio Emergency Management Agency (Ohio EMA) and the



Quicken Loans Arena is decorated to welcome the Republican National Convention on July 11, 2016, in Cleveland, Ohio. Photo: Angelo Merendino/Getty Images

Cuyahoga County Office of Emergency Management (CCOEM) operated in support of the City. From the beginning of the planning period, the City assumed the lead role in working with federal and state agencies to create and implement a comprehensive security plan covering the downtown business district, where key convention events would take place.

Within a few weeks of the announcement that Cleveland would host the convention, City officials began actively soliciting law enforcement support from municipal law enforcement agencies throughout Ohio and the United States. Based on discussions with federal officials and the experiences of other cities that had hosted previous nominating conventions, City officials estimated that they would need as many 3,500 law enforcement officers to fully staff their security plan during the convention. By itself, the City could provide no more than 600 officers to work the convention.

Progress was slow, and by the end of 2015 the City was facing a significant shortfall in the number of officers committed to the event. During discussions between the City of Cleveland, the OSHP and Ohio EMA, the use of EMAC was considered. Although normally used to support short-notice emergency or disaster resource needs, EMAC had been used successfully to provide limited support for the 2009 presidential inauguration, the 2013 Superbowl, and the 2013 Boy Scout Jamboree, so use of EMAC to support a pre-planned event was not unprecedented.

By the beginning of 2016 it was clear that the City's continuing efforts to obtain adequate law enforcement support were going to fall short. In February 2016, Cleveland Mayor Frank Jackson formally requested that Ohio Governor John Kasich make an emergency declaration to activate EMAC.

EMAC Activated

Following months of discussion between City officials, state officials, and NEMA, on February 19, 2016, Cleveland Mayor Frank Jackson signed a letter requesting that Ohio Governor John Kasich issue a declaration of emergency concerning the upcoming Republican National Convention. The declaration enabled the State of Ohio to request and receive assistance from other states through the Emergency Management Assistance Compact (EMAC).

Because EMAC costs would be reimbursed from a federal grant that had been awarded to the City of Cleveland, Governor Kasich first required that the City and the State execute a Memorandum of Understanding (MOU) ensuring that the City's highest priority would be reimbursement of EMAC costs. The MOU, state officials said, was necessary to protect Assisting States and preserve the integrity of the EMAC process.

EMAC Timeline

July 2014: Cleveland awarded 2016 RNC.

Fall 2014: Cleveland begins soliciting LE support.

February 2016: Cleveland requests emergency declaration to activate EMAC.

April 2016: Federal grant funds are available (\$50 million).

April 2016: Ohio governor signs declaration.

April 2016: Ohio EMA enters LE requests into EMAC Operations System (EOS).

July 2016: Republican National Convention.

The MOU was signed on March 29, 2016 and on April 7, 2016, Governor Kasich issued the emergency declaration, clearing the way for EMAC to be activated.

The [Annex F: City of Cleveland and State of Ohio EMAC MOU](#) and [Annex G: Ohio Governor's Emergency Declaration](#) are provided as appendices to this report.

Resources Deployed

In response to Ohio's request, eighteen states provided resources to support the 2016 RNC. These states completed twenty separate missions and provided a total of 1,071 law enforcement personnel. Deployed personnel included motorcycle officers, mobile field force personnel and law enforcement officers.

State	Personnel	Days	Capabilities Deployed
California	301	12	Mobile Field Force
Delaware	24	7	Mobile Field Force
Florida	134	9	Mobile Field Force
Georgia	52	7	Mobile Field Force
Indiana	11	7	Motorcycle Officers
Indiana	108	8	Mobile Field Force
Kansas	26	10	LE Officers
Maine	7	9	LE Officers
Massachusetts	54	7	Mobile Field Force
Michigan	12	9	Motorcycle Officers
Michigan	142	9	Mobile Field Force
Missouri	24	7	Mobile Field Force
Montana	5	7	Mobile Field Force
New Jersey	26	8	Mobile Field Force
North Carolina	9	9	Motorcycle Officers
Oklahoma	10	9	Motorcycle Officers
South Carolina	40	7	Mobile Field Force
Utah	28	7	Mobile Field Force
West Virginia	13	9	LE Officers
Wisconsin	45	9	Mobile Field Force
Total	1071		

Results

By utilizing EMAC to provide more than 1,000 trained and equipped law enforcement officers, states were able to ensure that the City of Cleveland could fully implement its security plan. Mobilized officers arrived in Cleveland one or two days prior to the start of the convention and stayed until the convention

was over. Most deployed teams were deployed for seven days while some deployments lasted for nine, ten, or twelve days depending on the length of travel to and from the Requesting State.

The convention itself concluded without serious incident. While a large number of protestors and demonstrators were observed, there were few confrontations with police and no serious injuries were reported by demonstrators, delegates or security forces. Police made a total of twenty-three arrests during the convention, eighteen in connection with a single incident.

The City's security plan was effective and the large number of law enforcement personnel, including EMAC resources, helped prevent significant trouble.

Section 2 - EMAC Evaluation

Overview of the EMAC Process

The Emergency Management Assistance Compact (EMAC) is the state-to-state mutual aid compact managed by the National Emergency Management Association (NEMA). EMAC was established in 1993 and was ratified by Congress in 1996. All fifty states, the District of Columbia, the U.S. Virgin Islands, the Commonwealth of Puerto Rico and Guam are members.

EMAC provides a mechanism for states to request and provide trained resources to other states on short notice. Because EMAC procedures are known ahead of time, EMAC greatly reduces the time required for states to request or provide resources.

Key features of EMAC include the following:

- **EMAC is scalable.** It can be used for any size incident or disaster.
- **EMAC is flexible.** There are no constraints on the types of resources that may be provided through EMAC and there are no constraints on the types of emergencies that can be addressed through EMAC.
- **EMAC is legally sound.** A comprehensive structure of carefully designed policies, procedures, and protocols support the system.
- **EMAC has a history of success.** EMAC has been successfully employed for hundreds of emergencies, large and small.

While EMAC has been most commonly used in response to natural or man-made emergencies, the compact has also been employed to provide support for pre-planned events. EMAC was activated in 2009 to provide support to the presidential inauguration (a total of 38 missions and 91 personnel) and again in 2013 to provide support for the Boy Scout Jamboree (5 missions, 44 personnel). The 2016 RNC EMAC activation was thus the third time that EMAC has been used to support a pre-planned event.

One of the great advantages of EMAC is that troublesome and often complicated legal issues are resolved upfront within the EMAC law. These issues include tort liability, workers' compensation, reimbursement, and acceptance of licensure.

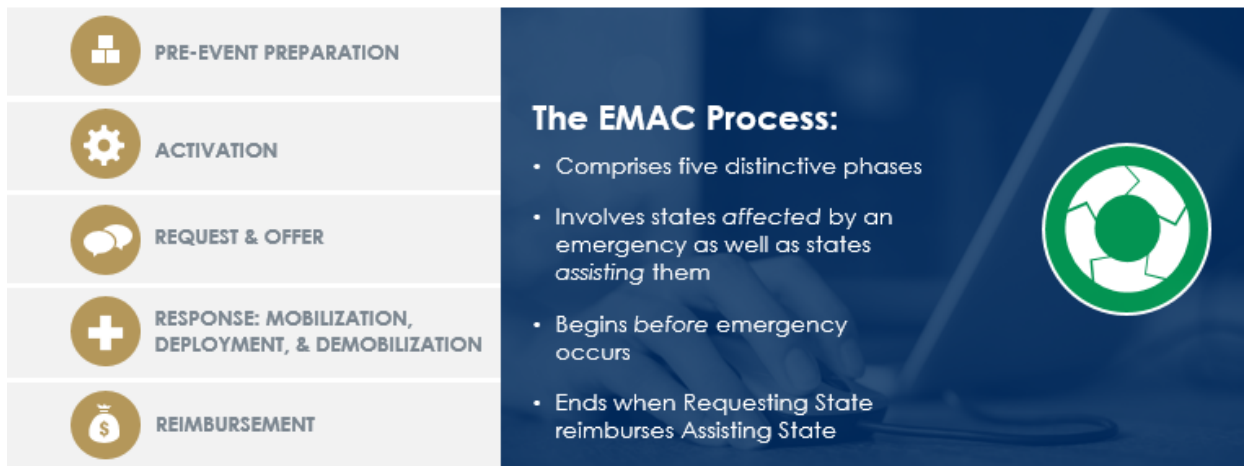
The EMAC process can be divided into five phases that begin well before an emergency or disaster occurs and conclude months after the incident is over. These phases are:

1. **Pre-Event Preparation**
2. **Activation**
3. **Request and Offer**
4. **Response**
5. **Reimbursement**

The EMAC process resembles the cycle of preparedness that emergency management agencies follow (mitigation preparedness, response, and recovery,).

The five phases of EMAC provide a convenient way to describe the process and to evaluate the use of EMAC during the 2016 Republican National Convention.

Five Phases of The EMAC Process



Emergency Management Assistance Compact

Phase 1: Pre-Event Preparation Phase Evaluation

Pre-event preparation is the first phase of the EMAC process. It is a continuous phase that is not associated with any particular event or incident. The activities conducted in this phase are intended to prepare agencies to use the EMAC system as both a Requesting and Assisting State and should be conducted as part of an agencies' standard preparedness program. By maintaining constant readiness to utilize EMAC systems, jurisdictions that might participate in EMAC activations can remain fully ready.

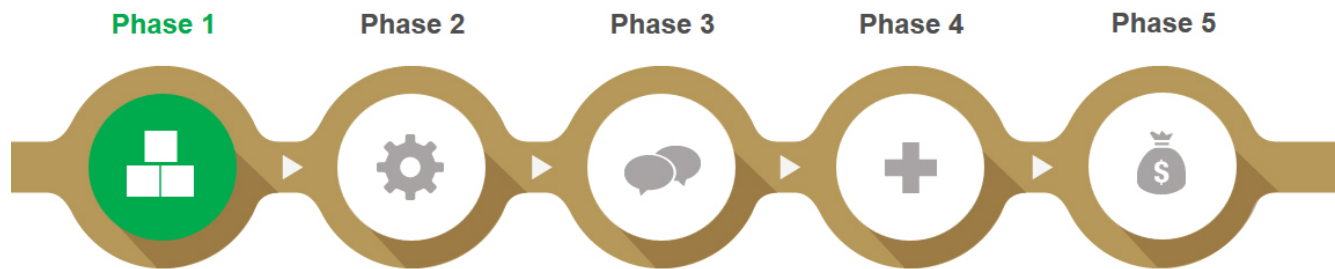
Activities that occur during this phase typically include:

- Establishing and training potential A-Team members
- Developing internal procedures for implementing EMAC to include reimbursement guidance
- Incorporating lessons learned into planning
- Performing resource typing
- Predetermining cost estimates
- Developing Mission Ready Packages
- Conducting EMAC training and exercises
- Maintaining contact information on the EMAC website

As nearly all EMAC activations are conducted on very short notice, necessitating a state of operational readiness for EMAC activations.

Unlike most EMAC activations, however, the pre-event preparation phase for the 2016 RNC EMAC deployment included many months of discussion on the potential use of EMAC to support the RNC. The City of Cleveland was awarded the convention in July, 2014, but the convention itself did not occur until July, 2016. Discussion concerning the possible use of EMAC for the event began as early as the fall of 2015. As a result, the pre-event preparation phase for the RNC EMAC activation included nearly six months of planning time during which the City of Cleveland, the State of Ohio, and the various Assisting States could ready themselves for the EMAC process and eventual deployment.

The AAR confirmed that participating states were familiar with EMAC and recognized the value of regular EMAC training and planning. Agency-to-agency relationships developed through previous EMAC deployments or other events were a significant help. States also were familiar with Mission Ready Packages, but found that existing MRPs had not been fully developed for the law enforcement resources requested for this deployment. Existing MRPs did give states a foundation for conducting detailed planning. Although every participating agency used EMAC-trained personnel to manage the process, no formal designated A-Teams were used.



Pre-Event Preparation

All jurisdictions (local, county, state, private) should:

Work with state emergency management agency to develop in-state EMAC procedures

Incorporate lessons learned from past deployments

Match resources to NIMS Tier 1 Criteria

Develop Mission Ready Packages (with cost estimates)

Train and exercise personnel

To ensure successful EMAC implementation within states, State EMA's and Resource Providers from all jurisdictions (state, county, local, or private sector) have a responsibility to engage in Pre-Event Preparation before an emergency or disaster occurs.

This includes the development of internal procedures for implementing EMAC, incorporate planning and lessons learned, resource allocation with neighboring states, conducting EMAC training and exercises in cooperation with State EMA/Resource Providers, and developing Mission Ready Packages.

What Went Well

- EMAC training is widespread and effective. Every agency that participated in the AAR process reported that they had conducted EMAC training as part of their normal training program. Most agencies reported that their agency regularly conducts EMAC training. Training conducted by Assisting States most often included online EMAC A-Team courses, but some agencies also sent students to the E0341 course (Understanding EMAC) at the Emergency Management Institute (EMI), or to EMAC face-to-face A-Team training conducted by NEMA.
- EMAC training prepared the Requesting State and Assisting States to effectively use the EMAC system. AAR participants were unanimous in their assessment that training was helpful or very helpful. One participant stated that training, "...enabled personnel to fully manage all EMAC processes. It was helpful in completing the REQ-As and advising on the reimbursement process."

"I wouldn't have anyone who hasn't been trained in EMAC handle these missions."

- Assisting State Participant

- Extended planning period allowed additional training. Participating states used the extended planning period prior to activation to conduct additional EMAC training. Ohio requested and received EMAC A-Team training from NEMA. In addition, Ohio EMA, NEMA/EMAC, and NEMA/NCS conducted just-in-time training webinars for Assisting States. Training topics included an overview of EMAC (articles of agreement, deploying under EMAC), how Assisting

State law enforcement officer commissions would work during their deployment, and the EMAC reimbursement process. Several Assisting State EMAs also conducted their own in-state or just-in-time training sessions.

- Professional relationships facilitated EMAC process. Through prior EMAC deployments, conferences, training events, and other opportunities for cooperation, many state law enforcement agencies had established positive professional relationships with the OSHP and with other state police/patrol agencies and state EMAs.
- Planning improved performance. States that had conducted planning for EMAC activation prior to the RNC activation reported that their planning facilitated their use of EMAC.

Issues and Recommendations

- EMAC training opportunities for law enforcement agencies are limited. While much available EMAC training was focused on state EMAs, EMAC training opportunities for law enforcement agencies that might serve as Resource Providers are limited to online training and the EMAC App for just in time training.
 - Recommendation: NEMA coordinates with police chief organizations or other law enforcement professional organizations to provide awareness of EMAC training opportunities.
 - Recommendation: State EMAs include police/patrol organizations in regularly scheduled EMAC training opportunities.
- Mission Ready Packages (MRPs) were not generally used. Most Assisting States did not have MRPs that were suitable for this activation. In some cases, available MRPs did not match the request. In other cases, the law enforcement agency constructed a deployable team comprised of personnel who were available during the requested time. In still other cases, the available MRPs identified positions, but not individual officers, and selecting available officers to fill the MRP positions was time-consuming. Two states created MRPs during the planning period for this deployment and they will have those MRPs for future requests. This activation illustrates the difficulty of maintaining off-the-shelf MRPs for personnel-based law enforcement resources. One Assisting State official said, "...to have a good offer most of the information has to be at the last minute. We do not enjoy the stability for packages to be prepared long-term."
 - Recommendation: States review existing law enforcement MRPs and develop improved MRPs for Mobile Field Force and other law enforcement capabilities.
 - Recommendation: States develop MRPs with position titles, not specific personnel identified. The individuals can be keyed into the MRP prior to the deployment.
- Given the extended timeframe of this activation, out of state A-Teams were not utilized. Ohio EMA assigned A-Team trained personnel to manage the EMAC process. Assisting States utilized A-Team trained personnel. The use of external A-Teams during the extended timeframe was unnecessary and demonstrated the flexibility of the EMAC system. While the Requesting State had adequate personnel to manage the EMAC process should an incident have occurred, it is recommended that states hosting an NSSE identify and pre-plan a virtual A-Team and a "first in" A-Team given the probability for an incident.

- Recommendation: States that host an NSSE should consider identifying a virtual A-Team to stand up immediately upon an incident occurring and pre-identifying a “first in” A-Team that would deploy to assist the Requesting State with the influx of resources.
- EMAC Activation Exercises are uncommon. Neither the Requesting State nor most participating states regularly conduct EMAC activation exercises. Two Assisting States reported that they regularly conduct EMAC exercises and the Requesting State has conducted some EMAC exercises.
 - Recommendation: State EMAs should improve their states’ ability to activate EMAC through regularly scheduled Full Scale activation exercises that include state and local agencies such as law enforcement.
- NIMS Resource Typing for mobile field force law enforcement (crowd control teams) did not match this event. The personnel, equipment, etc. in the NIMS Resource Typing did not match what was needed for this type of an event.
 - Recommendation: NEMA should discuss with the FEMA NIC the typing for mobile field force law enforcement (crowd control teams) and work with the FEMA NIC to provide experts that can help to develop NIMS Resource typed teams that better match mutual aid events.
- Bureau of Justice Assistance (BJA) personnel are unfamiliar with EMAC. BJA had a key role in this activation as a BJA grant provided the funding for the EMAC deployment. During the reimbursement phase, it became apparent that BJA guidance was insufficient.
 - Recommendation: NEMA should establish a relationship with BJA to familiarize it with EMAC to better understand BJA grant requirements and assist in the development of EMAC/BJA guidance, if BJA is willing.

Phase 2: Activation Phase Evaluation

The Activation Phase begins with the realization by the Incident Commander that additional resources are needed and then proceeds through the resulting emergency declaration by the state governor, and the subsequent entry of the EMAC requests into the EOS by the state's EMAC Designated Contact.

In a typical EMAC activation, this process is straightforward and may occur within hours. For the 2016 RNC EMAC activation, the process played out over many months and included some of the most complicated elements of the activation. The decision to request support through EMAC followed months of discussion between law enforcement and emergency management officials of the City and the State and key personnel from NEMA.

The AAR closely examined the process that led the City of Cleveland to request EMAC. Discussions between the City and the state identified many issues that may affect other jurisdictions that are considering the use of EMAC for NSSEs or other large-scale planned events.

During the AAR, the use of EMAC was identified as a key factor in the eventual success of the RNC. Without EMAC, the City of Cleveland would not have obtained sufficient law enforcement personnel to implement their security plan. The EMAC process allowed the City to obtain the necessary resources and was significantly easier to use than the process the City was using previously. The requirement to obtain an emergency declaration was approached cautiously, as the declaration was thought to contradict public messaging concerning the City's ability to conduct the RNC safely. The AAR stressed the importance of bringing all participating agencies into EMAC discussions at the earliest possible moment and recommended that law enforcement agencies rely on emergency management agencies to manage the process.

As the Activation Phase for this use of EMAC was uncommonly significant, the following paragraphs describe in detail the process that led to the request for an EMAC activation.

Within weeks of being awarded the 2016 Republican Convention, City of Cleveland officials began actively soliciting law enforcement support. Police officials estimated that they would need as many as 3,500 law enforcement officers to provide effective security for the convention. Of that total, the City of Cleveland would be able to provide 600 officers, nearly half of the 1,237 officers on the department's staffing plan in 2016. The remainder of the department's officers would be needed to maintain normal police services throughout the City.

Initially, City officials attempted to obtain law enforcement support from municipal departments throughout the United States. Cleveland Police officials sent letters requesting assistance to two hundred fifty-four City departments that City officials believed were large enough to provide forty law enforcement officers. If possible, the City wanted to obtain larger delegations to minimize the number of assisting departments that they had to work with and to facilitate training and logistical requirements. By dealing with departments individually, the City was required to negotiate a separate Memorandum of Understanding with each participating agency, so there was a real advantage to working with fewer departments.

As the convention neared, it was apparent that the City's effort to obtain law enforcement support from municipal departments was not going to succeed. The City faced several significant challenges, including a significant change in the security landscape across the nation and the fact that City officials were developing a new use-of-force policy.

Nationwide security concerns for law enforcement officers as well as concerns about liability and insurance coverage discouraged some departments from sending officers to the RNC and caused other departments to withdraw non-EMAC offers of support. Beginning in August 2014, a series of high visibility incidents, including large-scale anti-police demonstrations in Ferguson, Missouri, New York City, and Baltimore Maryland; attacks on police officers in Dallas, Texas and Baton Rouge, Louisiana; and a terror attack in San Bernardino, California, dramatically changed the law enforcement environment in the United States. Several police agencies that had agreed to send personnel to Cleveland withdraw their offer while the increased threat level precluded many other departments from assisting.

In May, 2015 the Justice Department and the City of Cleveland had reached an agreement to reform the Cleveland Police Department. A significant element of the agreement was a requirement that the City adopt new a new policy governing the use of force. The uncertainty regarding the City's policy became a concern for some departments and may have made it less likely that departments would provide officers for the RNC.

"Pre-convention, our intent was to use municipal officers, but the security environment nationwide changed. We were going to fall short of our numbers. It was a great concern."

- Cleveland Police Official

By the end of 2015 the City was facing a significant shortfall in the number of officers committed to the event. During discussions between the City, the OSHP and Ohio EMA, the use of EMAC was considered. Although normally used to support active emergencies or disasters, EMAC had been used successfully to provide limited support for the 2009 presidential inauguration, the 2013 Superbowl, and the 2013 Boy Scout Jamboree, so use of EMAC to support a pre-planned event was not unprecedented. Initially, EMAC was discussed as a contingency, in case ongoing attempts to obtain law enforcement support failed. Before implementing EMAC, City officials wanted to be certain that it was necessary and that the request would not cause people to doubt the City's readiness to host a successful convention.

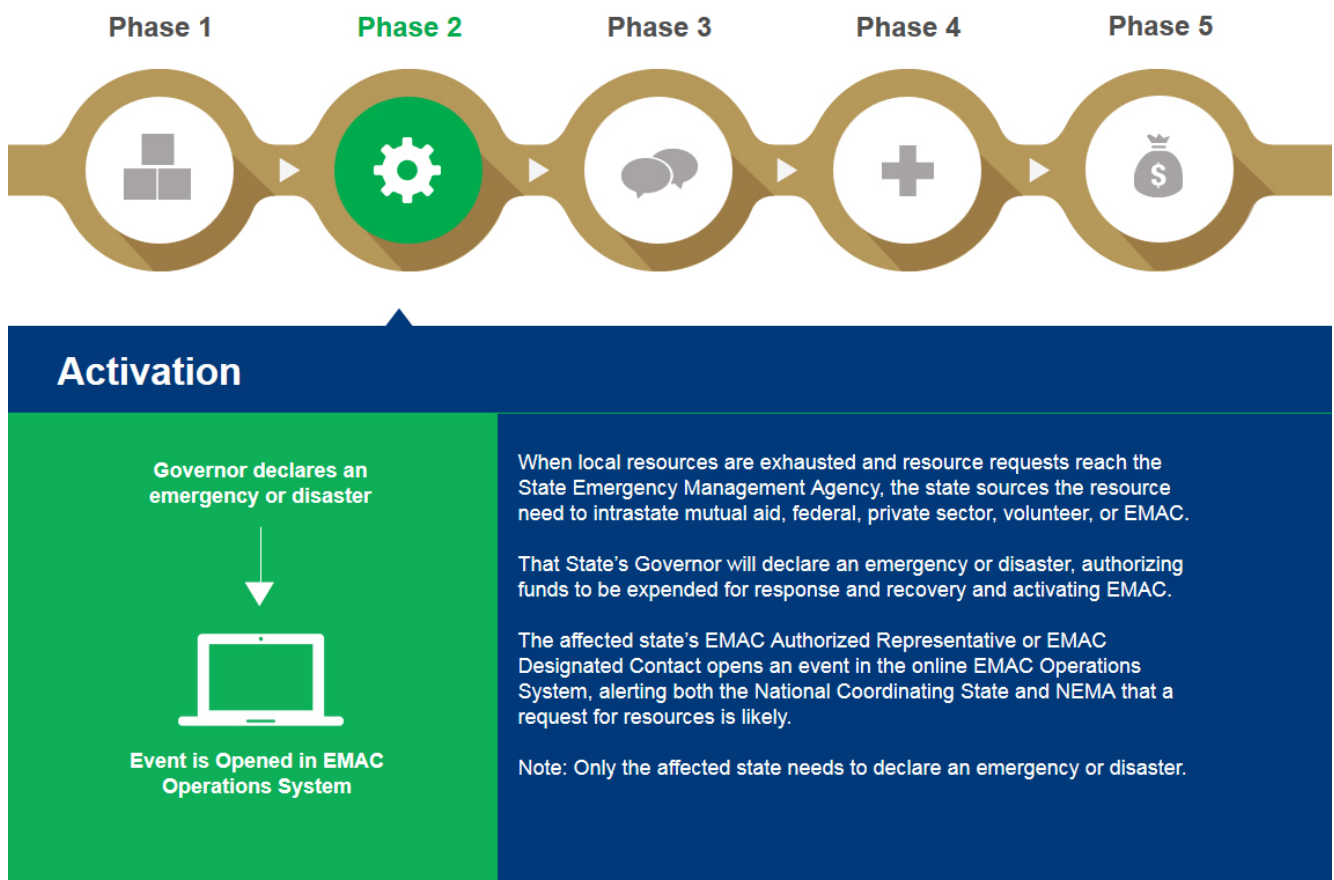
As 2016 began and the convention neared, City officials recognized that without EMAC they were not going to get the number of officers they needed. On February 19, 2016, Cleveland Mayor Frank Jackson sent a letter to Ohio Governor John Kasich requesting a declaration of emergency to enable the state to activate EMAC. A copy of [Annex E: City of Cleveland Letter Requesting EMAC](#) is included as an appendix to this report.

The requirement for a Governor's Emergency Declaration caused some concern among City officials. The City's official stance regarding convention security was that everything necessary was being done and that the City, with the assistance of federal state, and local partners, was well prepared. Some officials

worried that a declaration of emergency would cause people to question the City's readiness to host the event. Fortunately, those concerns were allayed as the declaration was issued without fanfare and there was virtually no public or media reaction. The Governor faced similar political concerns, which were exacerbated by the fact that he was a presidential candidate at that point. These concerns were also relieved when there was no reaction to the declaration.

The state's primary concern upon receiving the declaration request was that reimbursement be assured. Under EMAC, the Requesting State is responsible for reimbursing Assisting States for the cost of the deployment. For this event, however, the ultimate source of the reimbursement funding was the BJA grant that had been awarded to the City. Accordingly, the governor delayed issuing the declaration until the City and the State had executed a Memorandum of Understanding describing the reimbursement process in detail. A copy of [Annex F: City of Cleveland and State of Ohio EMAC MOU](#) is included as an appendix to this report.

On April 5, 2016 Governor Kasich signed a proclamation declaring a state of emergency, authorizing state agencies to provide any necessary assistance. A copy of [Annex G: Ohio Governor's Emergency Declaration](#) is included as an appendix to this report.



The final step of the Activation Phase was the entry of the event in the EMAC EOS by Ohio EMA. This was completed in April 2016.

What Went Well

- EMAC provided critical resources. EMAC solved a significant resource need for the City of Cleveland by providing more than 1,000 trained law enforcement officers for the RNC when no other sources of assistance were available. A Cleveland Police official stated, “We were going to fall short of our numbers. It was a great concern. EMAC was fantastic for us. For a municipality our size, we would highly recommend the use of EMAC.”
- EMAC supported a National Special Security Event (NSSE). Although not designed to support pre-planned events, EMAC was flexible enough to successfully support the 2016 RNC, a NSSE. EMAC accommodated the distinctive aspects of this activation, including the use of a BJA grant for reimbursement, the sole focus on law enforcement, and the extended timeline for the process.
- EMAC simplified the process that the City was using to obtain law enforcement support for the RNC. Before requesting EMAC, the City was soliciting support from municipal law enforcement agencies throughout the nation. Eventually, the City obtained approximately 1600 municipal police from sixty municipal law enforcement agencies. The City was forced to negotiate at length and execute a separate MOU with each of those sixty agencies. Conversely, when EMAC was activated, eighteen Assisting States provided more than one thousand law enforcement officers, without requiring a single MOU.
- EMAC provided specific advantages for the City of Cleveland:
 - Most legal and administrative details were already complete
 - The State of Ohio was available to resolve any questions that arose during the EMAC process
 - EMAC could provide larger teams, requiring the participation of fewer agencies. Larger teams were more likely to be self-sufficient, and many brought their own support personnel to handle logistic and administrative issues
 - Personnel deployed under EMAC were well disciplined, well trained and well equipped
- A-Team training improved Requesting State performance. During the extended period between the City’s request for a Governor’s Declaration and the issuance of the declaration, NEMA conducted A- Team training for Ohio EMA. This training was focused on the RNC activation and was presented to finance personnel, legal personnel, and planners who would be utilized as A-Team personnel for the RNC and future events. This training was very helpful, especially for new personnel. Throughout the long activation period NEMA provided considerable information and support. A Requesting State official stated, “NEMA was fantastic.”
- MOU clarified grant-funding priority. The City and the State executed an MOU that ensured that the City would make repayment of EMAC costs its highest priority for use of the BJA grant. An Ohio EMA official stated that the purpose of the MOU was to, “protect Assisting States and preserve the integrity of the EMAC process.”
- Early declaration facilitated preparation. The Governor issued an emergency declaration more than ninety days prior to the start of the convention. This allowed an extended period for the Requesting State, Assisting States, and resource providers to prepare for the deployment. This was especially helpful for this event because the law enforcement resources required were not generally organized in MRPs and potential Assisting States needed time to build the teams, arrange transportation, and resolve other logistic details were difficult tasks. A participant from the Requesting State noted,

“There is no way we could have declared close to the event and gotten the required law enforcement support because the logistics to bring law enforcement required months of planning.”

- EMAC processes worked well. Once Ohio’s governor issued a declaration of emergency, Ohio EMA handled the EMAC request in accordance with established procedures. Despite the non-traditional aspects of this activation, the existing processes worked well. These procedures were effective, well documented and EMAC member states had been well trained on them.
- Multi-agency coordination within the Requesting State was effective. Throughout the Activation Phase, coordination between Ohio EMA, the OSHP, the Ohio Department of Public Safety (DPS), the Governor’s Office, and the City was effective. Regular conference calls between participating agencies were especially effective.
- Legal Counsel engaged early. Ohio EMA and DPS officials started discussing EMAC with City legal office in February 2016. When the City submitted the activation request to the Governor, Ohio EMA Legal Counsel communicated with the Governor’s Office regularly to educate senior staff on EMAC processes and the need for an emergency declaration.
- Emergency declaration was non-controversial. Neither the news media nor the public questioned the City’s request for an emergency declaration in advance of the planned event. A Requesting State official stated, “I don’t think anyone cared that we did this. They cared that we were doing everything to prepare.”
- NEMA conducted a special session of the EMAC A-Team Course training for Ohio during the Pre-Event Preparation Phase. This two-day course ensured the State of Ohio had an adequate number of A-Team trained personnel to handle both the RNC and a large-scale incident should it occur.

Issues and Recommendations

- EMAC was not implemented early in the RNC planning process. Initial discussions between the City, the OSHP and Ohio EMA concerning the possible use of EMAC for the 2016 RNC took place approximately three months before the City formally requested EMAC. During this period the City continued efforts to obtain law enforcement resources support through non-EMAC means. If the decision to use EMAC had been made earlier, months of effort with limited success could have been avoided.

“If I could do anything different, I would start EMAC right away.”

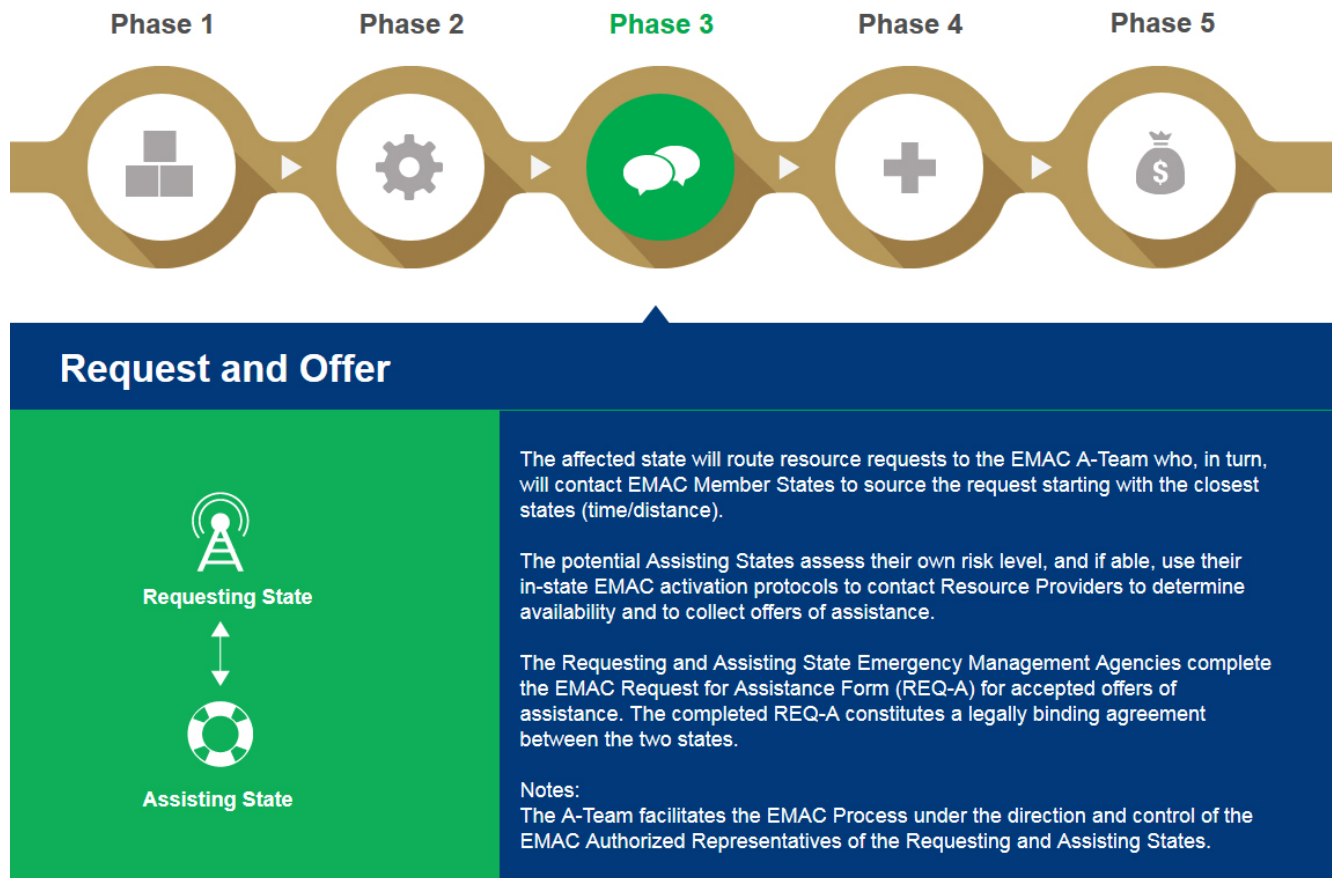
- Cleveland Police Official

- Recommendation: State EMAs should ensure that municipalities or other jurisdictions selected to host NSSE-type events are aware of the possibility of using EMAC from the very first days.

- Public messaging was not coordinated. Requesting a pre-event disaster declaration can be an issue for local governments, allowing critics of the administration to question the jurisdiction's preparedness. Public messaging emphasizing a jurisdiction's preparations for an event can be contradicted by a request for an emergency declaration. One participant noted, "On one hand, we are saying everything is great, but then we ask for a disaster declaration." During the Activation Phase, prior to the City's request for a Governor's Emergency Declaration, there were "lively discussions" in the mayor's office. Ultimately though, the need to obtain sufficient law enforcement personnel overcame any concerns about the public messaging.
 - Recommendation: The Requesting State should prepare public messaging that accurately explains the importance and value of the emergency declaration for the EMAC activation and should provide the messaging to all other participating agencies, to ensure that all public announcements are consistent. Officials from all participating agencies should be prepared to answer questions about the declaration requirement and they must be prepared to educate public officials and other interested parties about the EMAC process.
- Seeking resources from multiple sources caused confusion. Because the City had spent more than a year aggressively soliciting law enforcement support for the RNC from municipalities before utilizing EMAC, there was some confusion among municipal and state agencies about how to respond to EMAC requests. One Assisting State official said the City's initial contact to municipal police department caused "angst and confusion" at the state level. Once it became clear that the EMAC request was only seeking state police/patrol, much of the confusion was cleared up.
 - Recommendation: The Requesting State should make sure that Assisting States are informed of any other communications or requests that the Requesting State or a local jurisdiction send out regarding the event.

Phase 3: Request and Offer Phase Evaluation

The Request and Offer Phase of the EMAC process determines the success or failure of the entire EMAC activation. A poorly written request will make it difficult for states to determine if they can assist, reduce the number of states that respond, and cause problems in the Response Phase and the Reimbursement Phase.



The primary activity of this phase is the request, offer, and completion of the three-section EMAC Request for Assistance Form (REQ-A). The request is the foundation for Section 1 of the REQ-A. The offer is the foundation of Section 2 of the REQ-A. When completed, the REQ-A is a legally binding agreement so it is important that the Requesting State and any Assisting States enter data carefully. Principal parties to activities in the Request and Offer Phase of the EMAC process are the Authorized Representatives and A-Teams from both the Requesting and Assisting States.

In a typical EMAC activation, the Request and Offer process can be completed quickly, typically in less than a day. However, like other phases in the process, the Request and Offer Phase of the 2016 RNC EMAC activation was uncommonly long.

Ohio EMA entered the requests for law enforcement assistance into the EOS in April 2016. As the convention was not scheduled to start until July 2016, EMAC member states had three months to review the request, make an offer, complete the REQ-A and begin preparing for deployment.

These weeks allowed participating states and Resource Providers to share information, ask questions

and provide answers before states submitted offers of assistance. Questions or issues that might have prevented a state from offering assistance were resolved and Resource Providers were able to plan their deployments effectively. This was due in large part to the efforts of Ohio EMA, its legal counsel and fiscal staff. The use of EMAC was a deciding factor in some state's decision to offer resources. One state official noted, **"States would not have sent troops without EMAC** unless there was a danger of imminent loss of life because it was a pre-planned event." Another state official said, "Without EMAC you would probably not get the support."

"States would not have sent troops without EMAC."

- Assisting State Official

During the AAR meeting the Request and Offer process was discussed in detail. Several suggestions for improving the process are included in this report, but in general the request, offer, and REQ-A, and EOS worked well. Potential Assisting States had the information they needed to make informed decisions about participation in the activation. Communications between the various agencies throughout this phase were effective, and the time available for planning and training was a significant help.

What Went Well

- All the requested resources were provided. The response to Ohio's request for assistance was strong. EMAC provided 1,071 law enforcement officers. Member States strongly support the EMAC process and are inclined to provide requested resources if appropriate resources are available. An Assisting State survey respondent wrote that EMAC is an "important part of emergency management and assistance nationwide. Most states do not have everything for all events readily available and the costs would be astronomical if every state tried to fill their gaps and shortfalls by owning or having everything they would ever need."
- EMAC encouraged assistance. The use of EMAC increased the number of states that responded with an offer. States had experience with the system and were confident that potential issues had been addressed. An Assisting State participant noted, "EMAC is becoming more clear and is rising to the top across the U.S."
- The EOS worked well. The EMAC REQ-As were processed through the EOS. Use of EOS simplified the process and reduced the level of work required.
- The request, offer and REQ-A process within EOS worked well. The EOS was not difficult to use and a fully completed request contained enough information to enable Assisting States to make informed decisions about participation in the activation. Ohio EMA provided multiple points of contact in the request that facilitated communication and coordination with other agencies.
- Experience matters. Using experienced personnel to complete actions within the EOS was very effective.
- City/State cooperation was effective. The City of Cleveland reviewed all offers of assistance before Ohio EMA accepted them, ensuring that the resources being offered would meet the City's requirements.

- Lengthy period available for Request and Offer Phase improved performance. The Requesting State and Assisting States used the ninety days between the posting of the requests and the beginning of the RNC to share information, answer questions, resolve issues, and conduct EMAC training. The lengthy time period allowed participating agencies to conduct the process carefully and deliberately.
- Ohio EMA was responsive and supportive. Ohio EMA shared information effectively and provided necessary assistance to Assisting States. Ohio EMA conducted weekly conference calls with Assisting State EMA directors. The OSHP also participated on these calls. Ohio EMA also conducted finance conference calls that included financial and legal personnel from Ohio EMA and the Assisting States representatives from OSHP.
- Time was available to answer questions. The extended Activation Phase allowed potential Assisting States time to discuss potential issues with the Requesting State and made them more likely to make offers of assistance. It also enabled agencies that were providing personnel to do deliberate planning and conduct pre-deployment training. All Assisting States reported that pre-event EMAC training and the extended planning time available for this activation were helpful.
- NEMA provided critical assistance. Ohio EMA and NEMA personnel communicated by telephone nearly every day of the process. A survey respondent from the Requesting State wrote, “Whether it was coordinating calls with the states, helping Ohio and the other states with the REQ-A process, or just generally providing assistance on issues, Ohio relied heavily on NEMA. The event would not have been a success without NEMA.”
- OSHP performed well as a liaison. The OSHP served as the primary point of contact for Assisting State law enforcement agencies. This was effective as OSHP had already established good relationships with many state law enforcement agencies and OHSP personnel were more familiar with law enforcement requirements than were Ohio EMA personnel. OSHP conducted weekly conference calls with Assisting State law enforcement agencies to discuss operational and tactical topics. These calls were effective.
- The Ohio EMA served as the primary point of contact for Assisting State EMAs. This was very effective as the EMAC process is designed to be managed by state emergency management agencies and all participating EMAs were familiar with EMAC. Ohio EMA kept City personnel informed of the status of the EMAC process through regular conference calls, phone calls, and e-mails.
- Division of labor was effective. The Cleveland Police Department took the lead in coordinating with municipal police agencies while OSHP took the lead in coordinating with state agencies.
- Legal counsel assistance was effective. Communications and coordination between Ohio EMA legal counsel and legal counsel from Assisting States was effective and significantly assisted the EMAC process. Early engagement of legal counsel from all participating states is highly recommended. AAR participants reported that the work of Ohio EMA’s Legal Counsel was outstanding.

- Coordination between State Law Enforcement agencies, State Public Safety Agencies, and State Governor's offices was effective and facilitated the process.
- Information sharing systems were effective. Ohio EMA's creation of e-mail distribution lists of state agencies and of Assisting State EMAs facilitated the flow of information and helped to quickly resolve issues. At least one Assisting State created a chat room for state agencies to share information about the mission and document issues as they arose and were resolved. The use of a SharePoint portal by the OSHP to share information with law enforcement resource providers was also very effective. SharePoint is a password-protected system that has multiple layers of security. OSHP maintained the system and the SharePoint community included Assisting State law enforcement agencies, Ohio EMA, and the City.

Issues and recommendations:

- Questions and clarifications during the request and offer process. Assisting states identified several logistics and cost questions that had to be resolved during the request and offer process, including lodging arrangements, meal provisions, transportation, training, wage rates, mileage rate, consumables, fringe benefits, Advance Team travel, travel to a central location in home state before traveling to Ohio, and shipping of equipment and supplies. While not all of these specific questions could be addressed in the request for assistance, many were, including the logistical information, meal provisions, transportation, mileage rate and other available information would have helped to set expectations.
 - Recommendation: Requesting States should ensure that requests contain sufficient information Member States to make an informed decision concerning participation and to set expectations.
- Frequently Asked Questions (FAQs) function. The Requesting State answered questions from multiple Assisting States throughout the Request and Offer Phase. While some information sharing was conducted, many Assisting States had similar questions that were answered individually by the Requesting State. The Requesting State did begin to add this information into the request to address frequently asked questions.
 - Recommendation: EMAC's membership should discuss the addition of a FAQ per each event that tracks the frequently asked questions from potential Assisting States with their replies.
- Protected Personal Information (PPI) at risk. Although not an issue during the RNC, other EMAC activations in support of politically contentious activities revealed an issue with the posting of law enforcement officers' names and contact information in the personnel section of the offer of assistance and ultimately on the EMAC REQ-A. That information is potentially available to opponents of particular EMAC activations upon a public records request to the state emergency management agency and should be safeguarded as Protected Personal Information.
 - Recommendation: NEMA should work with the EMAC membership to identify possible solutions to protect personal information from being released while meeting other needs within the EMAC system (such as check in/out staging areas, etc.).

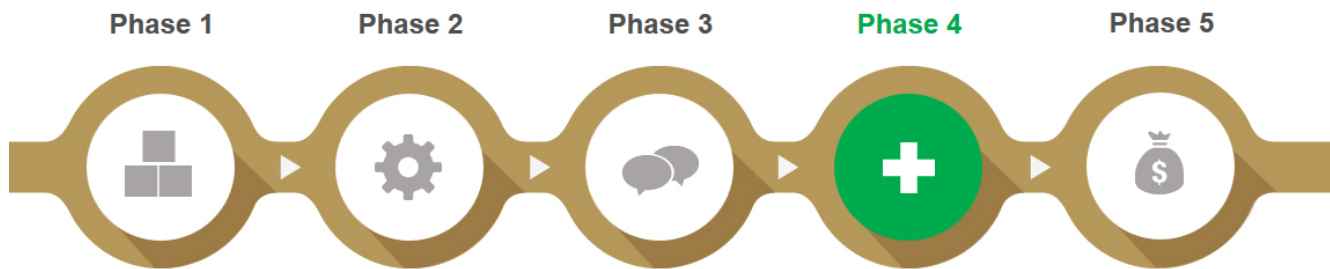
- Some of the information in the MRP would be beneficial to include on the REQ-A to formalize the Requesting State has viewed and accepted provisions such as limiting factors to the resource, logistical support needed, space and size requirements, personnel licensure, and equipment requirements.
 - Recommendation: EMAC's membership should discuss what information from the MRP should be included in the REQ-A and NEMA should make updates to the system to reflect the consensus decision.
- The REQ-A function in the EOS does not accept attachments.
 - Recommendation: EMAC's membership should discuss the pros and cons of allowing attachments to the EMAC REQ-A and implement changes if necessary.
- Extended period of the request delayed offers of assistance. While the lengthy time period between the posting of the request and the start of the RNC enabled agencies to coordinate their responses and resolve minor issues, the delay also permitted Assisting States to delay inputting their offers of assistance, creating uncertainty for the Requesting State. A Requesting State participant explained, "Having the extra time delayed some states in responding and aspects of the deployment were questioned when I am guessing they wouldn't have been normally questioned."
 - Recommendation: When there is a significant time period between posting of the request and the start of the deployment, Requesting States should explain the need for a timely offer of assistance to be entered and possibly set a deadline if responses are delayed.
- A-Team training. If a state doesn't exercise EMAC between activations or formal training courses, their skills may depreciate. A-Teams or member state personnel working as part of an A-Team should have regular refresher training on REQ-A process and the EOS.
 - Recommendation: Member States should conduct regular exercises and refresher training for A-Teams.
 - Recommendation: NEMA should develop a standardized refresher-training course for A-Teams.
- Information did not always flow vertically. Throughout the Request and Offer Phase the City and Ohio EMA communicated regularly to ensure that the REQ-A accurately reflected the City's requirements. Despite a regular schedule of conference calls between the City and Ohio EMA, some City and State participants reported that information that was provided to senior officials was not adequately shared with lower-level employees who needed the information.
 - Recommendation: All participating states must ensure that communications and information sharing includes lower level staff who are actually working the system, to include finance specialists.
- Separate communications systems reduced coordination. Ohio EMA and the OSHP maintained separate communications channels with agencies from Assisting States. Ohio EMA maintained an e-mail list of Assisting State EMAs while OSHP maintained a SharePoint

portal that included Assisting State law enforcement agencies.

- Recommendation: If the sharing of confidential information allows, participating EMAs and State Law Enforcement agencies should identify a single shared communications channel so that emergency management personnel will have visibility on the issues being discussed by law enforcement agencies and vice versa. Note: Complete information sharing may not be possible, as some law enforcement topics may be confidential.
- NIMS Resource Typing to request law enforcement resources could be self-limiting. The Requesting State selected a NIMS Resource Type and then removed the type, as they did not want to limit the offers that would be made by the Assisting States. So, for example, if the Requesting State had requested Type II team, they may not receive offers for a Type I or a Type III team.
 - Recommendation: NEMA will notify the FEMA NIC of this possible issue and why states are reluctant to utilize NIMS Resource Typing for some resources.

Phase 4: Response Phase Evaluation

When the REQ-A is completed, the Requesting State, the Assisting State and any Resource Providers begin preparing for the actual deployment. The amount of time available to prepare depends on the nature of the emergency. In most instances, there is an immediate need for the requested resources and time to prepare is limited. During the 2016 RNC EMAC activation participating agencies generally had several months to prepare. This allowed participating agencies to establish procedures to be used during the deployment, conduct training, make travel arrangements, and take other actions to ensure that deploying personnel are well prepared for the mission.



Response

Mobilize

Once the REQ-A is complete resources prepare to Mobilize (prepare for their mission), Deploy (conduct the mission in the Requesting State), and Demobilize (return home).

Deploy

It is critically important that Deploying Personnel receive a pre-deployment briefing, receive an EMAC Mission Order Authorization Form prior to their deployment, are educated on EMAC, understand their responsibilities in tracking mission expenses and maintaining documentation, and maintain contact with the Assisting State EMA while on their deployment.

Demobilize

Due to the nature of the situation, deployed personnel will likely encounter difficult living and working circumstances, limited communications, traumatized residents and coworkers, long working hours, primitive field conditions, and other difficult situations.

A critical task during this period is developing procedures for accurately documenting and tracking expenses. As reimbursement will depend on accurate documentation, it is very important to document every expense as soon as it is incurred.

Mobilizing personnel should receive a pre-deployment briefing by their respective states' emergency management agency and once they arrive at their location, they should notify their home state's emergency management agency. The Requesting State should ensure that mobilizing personnel are received at a designated staging area and that preparations for their arrival have been completed. Lodging, food, emergency medical care, and transportation within the affected area should have been arranged and communicated to the incoming personnel. As soon as possible following arrival, mobilizing personnel should receive a briefing from the Requesting State or the Incident Commander's organization, providing key administrative and operational information.

While some minor logistic and administrative issues were encountered, overall the Response Phase went well. Travel and lodging arrangements were effective and the lengthy time period available enabled Assisting States to conduct just-in-time training for deploying personnel and to plan their deployments carefully. The use of Advance Teams and designated administrative personnel to manage logistics and administrative concerns were very effective. Teams that planned to be self-sufficient did very well. Use of force and law enforcement authority issues were handled effectively by the City and Ohio EMA and the OSHP provided outstanding support to deploying personnel.

Note: This AAR is focused on the operational, administrative, and managerial aspects of EMAC. AAR discussions often included operational suggestions that do not pertain to EMAC. While helpful, these suggestions are not included in this report. A summary of that information has been provided to the City of Cleveland for incorporation into their operational AAR.

What Went Well

- Effective use of available time. Participating agencies made good use of available planning time. During the AAR participants identified several advantages of the extended planning period:
 - Time to conduct training. Ohio EMA, NEMA/EMAC and NEMA/NCS conducted just-in-time training for Assisting States and Deploying Personnel.
 - Easier to make travel arrangements. This was especially helpful for states that required their deploying personnel to meet at a central location for travel to Ohio.
 - Able to send an Advance Team to Ohio prior to the arrival of the deploying personnel.
- Host City preparations. The City was generally well prepared to host Assisting State resources. While minor issues regarding lodging and transportation were encountered by some deploying units, the consensus of Assisting States and Resource Providers was that the City was prepared to receive and employ Assisting State resources. AAR participants noted that travel and logistics planning was well-coordinated and that the food provided at the Case Western Reserve University (CWRU) was excellent.
- OSHP support. OSHP officers met each deploying unit at the airport and assisted them with check-in. AAR participants reported that throughout the mission OSHP assistance was outstanding. One AAR participant noted, "We can't say enough about the planning and assistance of OSHP." A State Police officer from an Assisting State said, "OSHP had direct contact with their counterparts almost daily for three months."
- Information sharing between the Cleveland Police Department, the OSHP and deploying personnel was effective.
- Centralized lodging. The City contracted with CWRU, located four miles from the central business district, for housing and feeding of law enforcement personnel deployed. Housing all deploying officers in a single location greatly simplified logistics and transportation and keeping the teams together assisted them in their internal management.
- Host City support. Cleveland Police Department personnel assigned to the Command Post at CWRU were outstanding. AAR participants described the Cleveland Police Department officers as "personable and efficient." The City did not have officers in place at the start of the convention, but quickly assigned senior officers there when it became apparent that there were some administrative

and logistical issues. The assigned officers improved information sharing, resolved administrative issues, improved the timekeeping process and enhanced situational awareness of deployed personnel.

- Advance Teams. Several Assisting States sent Advance Teams to Cleveland to ensure that all preparations were complete prior to the arrival of the deploying personnel. States that sent Advance Teams reported that they very effective. Once the deploying personnel arrived, the Advance Teams were available to assist with administrative, logistic, and operational issues and answer questions.
- Safety Plan prepared and distributed. The City of Cleveland prepared and provided a Safety Plan for deploying personnel.
- Teams were organized in larger detachments for ease of management. Larger detachments meant that the City had fewer teams to coordinate with, fewer relationships to develop, and the deployed contingents were more likely to be self-sufficient administratively and logistically.
- Administrative support personnel were effective. Assignment of individuals from deploying teams to handle administrative, logistic, and support tasks. Assisting State law enforcement agencies reported that assigning detachment personnel to handle administrative and logistic issues worked well. Some law enforcement agencies included specialist administrative support personnel on their teams while others assigned supervisors or other members to the tasks. Among the support personnel deployed were medical personnel, IT support, communications support, and logistics specialists.
- Pre-deployment package. Ohio EMA effectively communicated processes for activation, coordination, and deactivation to Assisting States and Resource Providers. Ohio EMA produced and electronically distributed a pre-deployment package containing EMAC procedures and other guidance. Several AAR participants reported that the pre-deployment package was especially effective.
- Conference calls between the Requesting State and Assisting States to share logistic and administrative information and later to provide situational updates were effective.
- Ohio EMA EOC activation. Although operational and administrative coordination of the convention was exercised from multiple command and operational centers in Cleveland, Ohio EMA activated their emergency operations center (EOC) 24/7 throughout the period of the convention to provide oversight, assist with communications with Assisting States, and be prepared for any emergencies that might arise. This relieved the City of the responsibility of coordinating with Assisting States. This was the first time the Ohio EMA EOC was activated for a pre-planned event since Year 2000 (Y2K).
- Available administrative support at home state. Having key personnel available 24/7 at each Assisting State to handle administrative issues was a big help to the Requesting State.
- The 'EMAC Tips for Law Enforcement Deployments' fact sheet available on the EMAC website was useful.

- Use-of-force policy. Allowing deployed personnel to follow their own agencies' policies regarding the use of force was considered by many to be an effective solution to a difficult issue. A May, 2015 agreement between the United States Department of Justice and the City of Cleveland required the City to develop a new use of force policy. This requirement was totally independent of the RNC, but it had a significant effect on law enforcement agencies participating under EMAC.

The City's new use-of-force policy was not completed until July 2016, just weeks before the start of the convention. As a result, states sending law enforcement personnel to the RNC had very little time to review Cleveland's use of force policy prior to agreeing to the deployment. This was a significant issue for many departments and it did cause some states to back out.

The City had established a procedure under which Assisting States could review the City's new use-of-force policy, which was more restrictive than the City's previous policy. If the Assisting State disagreed with any part of the use-of-force policy, the State could ask for an exception, which would permit personnel from that State to be governed by their home agency's use-of-force policy, rather than by Cleveland's. Exceptions to the City's policy were primarily requested to increase officer safety and were generally granted.

By allowing deployed law enforcement personnel to follow the policies of their own agencies, City officials ensured that State law enforcement officers would be operating under policies that they were familiar with and that they had trained under. This decision was satisfactory to participating law enforcement agencies. Overall, the policy succeeded because it reassured law enforcement agencies, provided clarity to deployed personnel, and made use of the training and experience of the deployed officers.

- Law enforcement authority for deployed officers was provided when the City administered a temporary oath of office to deployed officers just prior to the convention.
- Integration of deployed forces. OSHP and Cleveland Police effectively integrated deploying resources into the overall security force.

Issues and Recommendations

- Minor lodging and transportation issues. While AAR participants reported that the City of Cleveland was well prepared to receive deploying personnel, some participants reported minor issues with lodging and transportation. Two consistent complaints were the lack of air-conditioning in the rooms and the lack of information about the conditions of lodging prior to deployment. Other comments included:
 - Bus drivers were not familiar with the City and became lost on several occasions. Officers in the vehicles navigated using their personal phones. This was not a serious issue during this activation, but might be critical in a more hostile environment.
 - Updated lodging rosters were not provided to CWRU before check-in.
 - CWRU lodging check-in was conducted by university students who were not familiar with the process.

- Upon departure, keys were simply deposited into a key box with no attempt for accountability.
 - Fans that were provided by the university were too small.
 - No prepared location to store vehicles and equipment.
- Recommendation: In future events, the Requesting State EMA and the local jurisdiction should consider establishing an office at the site where EMAC personnel are operating to assist in resolving minor logistics issues.
- Lodging contract constrained City and State personnel. The lodging contract limited the City and State's ability to quickly resolve housing issues. When minor issues did arise, the City and State were limited in their ability to resolve them, as the contract requires resolution by the University. Problems were referred to the CWRU, but they were not always resolved expeditiously. Purchases made by deployed personnel to resolve minor issues (purchases of fans, for example) were outside the scope of the lodging contract and were not reimbursable under the BJA grant. On at least one occasion the Director of the Ohio EMA personally contacted the University Vice-President of Student Housing and Affairs for assistance in resolving an issue.
 - Recommendation: While negotiating a lodging contract, the local jurisdiction or the Requesting State should ensure that the housing contractor will have sufficient staff and authority to quickly resolve discrepancies or other problems.
- University lodging. While providing centralized lodging at a nearby university was an effective answer to the problem of no commercial housing available within sixty miles, a university dorm is not an optimal lodging choice. A university dorm is not a hotel and lacks many desirable features of commercial lodging. In addition, a university is neither staffed nor equipped to manage a short-term housing facility.
 - Recommendation: To help set expectations, lodging information should be clearly identified in the request for assistance. States should rely on university housing only if more desirable options are exhausted.
- Administrative support requirements are larger than expected. Administrative and logistic demands were significant, especially for the larger detachments. Managing logistic and administrative requirements was more time-consuming and laborious than anticipated. Once the convention began, OSHP brought in additional support staff to manage time sheets and other administrative requirements. An OHSP AAR participant reported, "We had four administrative personnel. We could have used thirty." While he was likely exaggerating, other agencies reported that more administrative and logistics personnel would have been helpful.
 - Recommendation: Participating agencies should carefully examine the administrative requirements of the deployment and ensure that sufficient administrative personnel are provided.
- Pre-Event training was not reimbursable through the BJA grant so Assisting States were unable to participate in pre-event training

- Recommendation: States that are planning to use BJA grants to fund an EMAC activation should work with BJA to determine if funding can be used to deploy resources earlier such that training can be conducted.
- Inability to provide a liaison to deployed teams. The City of Cleveland originally intended to assign a Cleveland Police Department officer as liaison to each Assisting State's deployed personnel, but staffing constraints prevented the City from doing so.
 - Recommendation: Local jurisdictions or Requesting States that are receiving EMAC support should make every effort to assign dedicated liaison personnel to Assisting State's deployed personnel to assist with administrative, logistic, and operational issues or request additional resources through EMAC to provide the liaison support.
- Timesheet process was cumbersome. The timesheet process was confusing and difficult to understand. The timesheet process was developed by City of Cleveland finance personnel and was not presented to the Police Department in time for a thorough review. The process met the needs of the finance personnel, but was not well designed for the law enforcement officers who had to complete and approve the timesheets. Timesheets were not collected each night as planned and timesheet instructions were not always clear. Obtaining signatures for timesheets each night was difficult. A senior police official called the timesheet process, "unbelievably cumbersome."
 - Recommendation: The local jurisdiction hosting the deployed teams should work with the Requesting State to ensure that procedures for completing, approving, and collecting timesheets are developed and implemented in accordance with existing requirements and the BJA grant or basic accounting principles. Some form of electronic timekeeping system would have likely resolved this issue had it been eligible under the BJA grant.
- Change of mission not documented on REQ-A. Upon arrival, one state detachment was advised that their mission was being changed from what was in the REQ-A and the Mission Order Authorization Form (Mission Order). No amendment was made to the REQ-A covering the change in mission.
 - Recommendation: Deployed Personnel should report all changes to the mission immediately to their home state for follow up with the Requesting State. All changes to missions or scope of work must be properly documented and approved.
- Some logistic information was not provided. While Ohio EMA did provide information in the pre-deployment briefing packet on equipment and uniforms, additional information on the check-in process, lodging locations, and lodging details (how much bedding is provided, how many persons per bathroom, etc.) would have been beneficial
 - Recommendation: Requesting States and Assisting States should work together to identify critical information and include it in the Pre-deployment Briefing Packages to include as much detail as possible; including important law enforcement information, logistics information, etc.

- Some documents not received. Not all planning documents were received by all deploying personnel prior to deployment. Among the items mentioned that not everyone received were:
 - Pre-Deployment Briefing Packets
 - Operations Plan
 - Safety Plan
 - Communications Plan
 - Logistics information
- Recommendation: Requesting State and Assisting States should work together to ensure that deploying personnel receive Pre-Deployment Briefing Packets, Operations Plans, Safety Plans, Communications Plans, and complete logistics information prior to deployment or as soon as possible after arrival.
- Public messaging was not coordinated. Some EMAC activations may be controversial or politically sensitive. Agencies that are not familiar with EMAC or that have not communicated extensively with the Requesting State or other Assisting States may release information that is at odds with the desire of the Requesting State.
 - Recommendation: The Requesting State should ensure that a single consistent message is provided for all agencies to use when responding to media inquiries.

Phase 5: Reimbursement Phase Evaluation

The final phase of the EMAC process is the Reimbursement Phase. While reimbursement requests are processed during this phase, collection of required documentation must begin as early as possible in the EMAC process. Waiting until the mission is over to locate and compile cost documentation will almost certainly delay reimbursement and may result in eligible costs not being reimbursed.

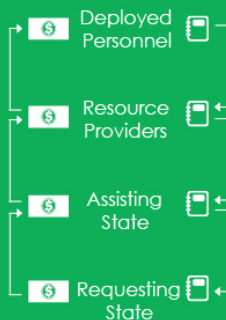
All personnel deploying in support of an EMAC mission should be well versed on how the reimbursement process works and what documentation is necessary to support a reimbursement claim.

Upon completion of the mission, deployed personnel should submit all required receipts to their own agency, which will review and submit the reimbursement documentation to their states' emergency management agency. That Assisting State EMA will review the package and submit the request to the Requesting State EMA.

The reimbursement process for the 2016 RNC EMAC activation followed this process but also included an additional level of audit with the City of Cleveland to compliance with the BJA grant.



Reimbursement



Deployed Personnel, Resource Providers, Assisting and Requesting States share the responsibility for the timely processing of reimbursements.

Reimbursement starts with Deployed Personnel and Resource Providers submitting a reimbursement package to the Assisting State. Assisting States audit reimbursement packages that are sent to Requesting States who, upon completing an audit and resolving any outstanding issues, issue payment back to the Assisting State.

Notes:

A state's obligation to pay EMAC reimbursements is not contingent upon the receipt of federal funds.

The EMAC REQ-A, the legally binding agreement completed for every EMAC mission, is based upon estimated costs. Reimbursement costs should mirror; but will not exactly match the REQ-A.

Due to the payroll systems of states, the reimbursement process was delayed approximately 3 months after the event. Further, all reimbursements had to comply with the both the BJA and state documentation requirements.

In this event each reimbursement package was reviewed by both the State EMA for state compliance and the city for BJA grant compliance. In some cases, additional documentation was required in order to process the reimbursement package, extending the reimbursement timeline. Given this is the first EMAC event to have used a BJA grant as the funding source, a crosswalk of documentation requirements may have helped to identify any documentation differences that could be addressed in the reimbursement submissions.

While most reimbursement issues were resolved, and no critical failings of the reimbursement system were identified, the reimbursement process for this activation has extended beyond a 6-month timeframe. The EMAC reimbursement guidelines suggest a 45-day turnaround for each cycle in the process, approximately six months. Given the initial delay of approximately three months, six months after the end of the convention, only seven of eighteen Assisting States had been reimbursed. As of report publishing, only five states remain to be reimbursed. Four states were reimbursed the week after the after action meeting, leaving seven states were at various stages in the reimbursement process.

What Went Well

- Deployed Personnel and Assisting States generally tracked expenses accurately.
- When issues arose, they were resolved relatively quickly.
- The reimbursement webinar, the EMAC reimbursement guidance, and the EMAC Reimbursement course in the eLearning center all found on the EMAC website is a good primer on general EMAC reimbursement processes.

Issues and Recommendations

BJA grant requirements affected reimbursement. While the BJA grant was critical to the City's ability to provide security for the convention, the use of the BJA grant slowed the reimbursement process by adding an additional review. It is recognized for future NSSE Events the BJA will be integral player and the grant funding is critical. Therefore, the critical stakeholders- to include the BJA, state, and hosting city – all have a role to play in sharing information to ensure a successful reimbursement.

During the AAR there was considerable discussion of the impact of the BJA grant on the reimbursement process but no crosswalk between the BJA grant guidance and the EMAC reimbursement guidance has been conducted to determine if there are actual differences in documentation requirements.

While the City assigned an Assistant Director of Public Safety as liaison to BJA, the written grant guidance was subject to interpretation. The BJA, city, and state may interpret the same guidance differently. AAR participant noted, "There is guidance, there are people who interpret guidance, and there are auditors." Differences in interpretation often involved the type of documentation that was required and these differences were usually resolved during the reimbursement process.

"There is guidance, there are people who interpret guidance, and there are auditors."
- AAR Participant

Overall, the grant requirements did not restrict the City's ability to request and receive assistance under EMAC, but use of the grant did make the reimbursement process more difficult and did limit procurement of some services or equipment items. AAR participants noted the following ways that

BJA grant requirements affected the EMAC process:

- The BJA grant guidance needed to be interpreted early on, with consensus agreed upon by Federal, State, and local officials.
- Depending on who interpreted guidance, the documentation requirement may change
- The Requesting State was not privy to the BJA grant so fiscal personnel responsible for reviewing the EMAC reimbursement packages were not aware of compliance issues until they completed their review and the reimbursement package was sent to the City/BJA for review
- Accurate information about grant requirements should be provided to the Requesting State, Assisting State, and Resource Providers as soon as possible
- BJA personnel were not familiar with EMAC
 - Recommendation: States that are planning to use BJA grants to fund an EMAC activation should brief BJA personnel on the EMAC program and crosswalk state, BJA, and EMAC documentation requirements to identify all necessary requirements for reimbursement. States should ensure that all requirements are accurately documented and agreed upon by all participating states and provided in the pre-deployment guidance.
 - Recommendation: The agency receiving the grant should ensure that grant guidance identifying reimbursable expenses and required documentation is clarified and disseminated to all participating entities as soon as possible.
- Reimbursement delays. Most states reported minor issues in the reimbursement process. Six months after the end of the convention, seven of eighteen Assisting States had been reimbursed. Four states were reimbursed the week after the AAR meeting. While unfamiliarity with BJA grant requirements was one factor, AAR participants identified several other issues, including delays in Assisting State submitting for reimbursement, an increase in communications between the Requesting State, Assisting State, and Resource Provider on documentation requirements and eligibility of expenses.
 - Recommendation: Include complete reimbursement requirements (grant source, define terms, forms, include samples, fringe, etc.) in pre-deployment briefing and information packages.
- Unfamiliarity with reimbursement procedures. Many reimbursement issues arose because personnel using the system were unfamiliar with the EMAC reimbursement process or states had not developed their own internal reimbursement procedures. While effective training materials exist, the infrequency with which most states and state law enforcement agencies utilize the EMAC system limits the amount of experience state personnel can maintain.
 - Recommendation: States should ensure that finance personnel are trained in EMAC and should complete the EMAC eLearning course on reimbursement for state emergency management and refresher training at the beginning of any EMAC activation.
- Changes to working hours affected reimbursement. Law enforcement shifts were extended from twelve to fourteen hours to include travel time to and from downtown. The extension increased the

number of hours that officers worked beyond the numbers estimated in the REQ-A. All states were provided timesheets after the event concluded to make necessary adjustments to time as needed to include travel time.

- Recommendation: Deployed Personnel should notify the Assisting State EMA on any changes that may impact the costs of the mission, to included extended work hours so the Assisting and Requesting State EMAs can amend the REQ-A.
- EMAC Reimbursement Tracking feature in the EOS was not used. A significant percentage of participating states did not use the Reimbursement Tracking feature of the EOS so there is no visibility of reimbursements within the process.
 - Recommendation: NEMA coordinate with states finance personnel on how to access and use the Reimbursement Tracking feature within the EOS.
- The “Reimbursement Tips” document that was distributed to Assisting States by Ohio EMA would have been more useful if it contained more detail.
 - Recommendation: NEMA should add eligibility guidelines and other reimbursement tips to the EMAC Mission Order.
 - Recommendation: Resource Providers and Deploying Personnel should take the EMAC eLearning course that focuses on deploying through EMAC to familiarize themselves with the documentation requirements prior to deploying on an EMAC mission.
- Finance personnel were not involved early. The reimbursement process requires close coordination between State emergency management personnel and State finance personnel. In this activation, City finance personnel also had a significant role. Involving finance personnel at the beginning of the process, during the development of state reimbursement guidance (during the Pre-Event Preparation Phase), to Pre-Deployment guidance, expense tracking, and documentation requirements may have prevented some misunderstandings and improved the process.
 - Recommendation: All agencies ensure that finance personnel are involved in planning from the very beginning.

Section 3 - Conclusion

As the EMAC system matures and states utilize the system to its potential, use of the compact will continue to grow. The 2016 EMAC activation in support of the RNC was EMAC's first major activation in support of an NSSE. Without the innovative and effective use of EMAC, the City would not have been able to implement its security plan for the convention.

The successful activation validated EMAC's guiding principles and procedures. Due to the soundness of its design and the inherent flexibility of its procedures, EMAC provided the capability for the City to obtain all of the law enforcement resources needed for the RNC.

This activation significantly differed from previous activations in its narrow focus on law enforcement resources, the use of a federal grant to reimburse program costs, the key role that a local jurisdiction played in managing the process, and the length of time available to conduct key EMAC activities. While EMAC processes worked well, the most important reason for the success of the activation was the outstanding willingness of Member States to provide law enforcement assistance to another state even during a period of heightened security concerns nationwide.

This report has identified areas where EMAC worked well and areas where EMAC can be improved. But the overall sense of the review and the theme of this AAR is that EMAC succeeded in providing critical support to a member state when no other option was available.

The AAR confirmed that participating states were familiar with EMAC and recognized the value of regular EMAC training and planning. Agency-to-agency relationships developed through previous EMAC deployments or other events were a significant help.

Through decades of successful use, the diligent efforts of member states and NEMA to continually refine and improve the system and the continued willingness of states to provide assistance when called on, EMAC has become and will remain an essential and useful tool for state emergency management agencies.

Annex A: Improvement Plan

The Improvement Plan (IP) specifically details what actions will be taken to address each recommendation presented in the After Action Report (AAR), who or what agency will be responsible for taking the action, and the timeline for completion.

Report Section	Observations	Corrective Action Description	Primary Responsible Agency	Agency POC	Completion Date
Executive Summary	Initial discussions between the City of Cleveland, the OSHP, and Ohio EMA concerning the possible use of EMAC for the 2016 RNC took place more than a year after the City was awarded the convention.	State EMAs should ensure that municipalities or other jurisdictions selected to host NSSE-type events are aware of the possibility of using EMAC and have a general knowledge of EMAC.			
	Throughout the process, Ohio EMA personnel educated state stakeholders on the EMAC system, who are the ultimate decision-makers.	State EMAs should encourage elected officials complete existing EMAC orientation training courses or develop and conduct EMAC introductory training for elected officials. NEMA should consider developing and providing a template for state EMAs to utilize when conducting an EMAC briefing for elected officials.			
Phase I	EMAC training opportunities for law enforcement agencies are limited. While much available EMAC training was focused on state EMAs, EMAC training opportunities for law enforcement agencies that might serve as Resource Providers are limited to online training and the EMAC App for just in time training.	NEMA coordinates with police chief organizations or other law enforcement professional organizations to provide awareness of EMAC training opportunities. State EMAs include police/patrol organizations in regularly scheduled EMAC training opportunities.			

	Mission Ready Packages (MRPs) were not generally used. Most Assisting States did not have MRPs that were suitable for this activation. In some cases, available MRPs did not match the request. In other cases, the Law Enforcement Agency constructed a deployable team comprised of personnel who were available during the requested time. In still other cases, the available MRPs identified positions, but not individual officers, and selecting available officers to fill the MRP positions was time-consuming. Two states created MRPs during the planning period for this deployment and they will have those MRPs for future requests. This activation illustrates the difficulty of maintaining off-the-shelf MRPs for personnel-based law enforcement resources. One Assisting State official said, "...to have a good offer most of the information has to be at the last minute. We do not enjoy the stability for packages to be prepared long-term."	States review existing law enforcement MRPs and develop improved MRPs for Mobile Field Force and other law enforcement capabilities. States develop MRPs with position titles, not specific personnel identified. The individuals can be keyed into the MRP prior to the deployment.			
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	Given the extended timeframe of this activation, out of state A-Teams were not utilized. Ohio EMA assigned A-Team trained personnel to manage the EMAC process. Assisting States also utilized A-Team trained personnel. Had an incident occurred during the NSSE, the Requesting State would have relied on their home state A-Team to stand up and immediately begin the Request and Offer process to bring in resources through EMAC. While Ohio had the capacity to manage this event with in-state A-Team trained personnel, states hosting NSSE events may consider pre-planning a virtual A-Team and a “first-in” A-Team should one be needed in response to a large-scale incident.	Recommendation: States that host an NSSE should consider identifying a virtual A-Team to stand up immediately upon an incident occurring and pre-identifying a “first in” A-Team that would deploy to assist the Requesting State with the influx of resources.			
	EMAC Activation Exercises: Neither the Requesting State nor most participating states regularly conduct EMAC activation exercises. Two Assisting States reported that they regularly conduct EMAC exercises and the Requesting State has conducted EMAC exercises.	State EMAs should improve their states’ ability to activate EMAC through regularly scheduled Full Scale activation exercises that include resources such as law enforcement agencies.			
	NIMS Resource Typing for mobile field force law enforcement (crowd control teams) did not match this event. The personnel, equipment, etc. in the NIMS Resource Typing did not match what was needed for this type of an event.	NEMA should discuss with the FEMA NIC the typing for mobile field force law enforcement (crowd control teams) and work with the FEMA NIC to provide experts that can help to develop NIMS Resource typed teams that better match mutual aid events.			

	Bureau of Justice Assistance (BJA) personnel are unfamiliar with EMAC. BJA had a key role in this activation as a BJA grant provided the funding for the EMAC deployment. During the reimbursement phase, it became apparent that BJA guidance was insufficient.	NEMA should establish a relationship with BJA to familiarize it with EMAC to better understand BJA grant requirements and assist in the development of EMAC/BJA guidance, if BJA is willing.			
Phase 2	EMAC was not implemented early in the RNC planning process. Initial discussions between the City, the OSHP and Ohio EMA concerning the possible use of EMAC for the 2016 RNC took place approximately three months before the City formally requested EMAC. During this period the City continued efforts to obtain law enforcement resources support through non-EMAC means. If the decision to use EMAC had been made earlier, months of effort with limited success could have been avoided.	State EMAs should ensure that municipalities or other jurisdictions selected to host NSSE-type events are aware of the possibility of using EMAC from the very first days.			

	Public messaging was not coordinated. Requesting a pre-event disaster declaration can be an issue for local governments, allowing critics of the administration to question the jurisdiction's preparedness. Public messaging emphasizing a jurisdiction's preparations for an event can be contradicted by a request for an emergency declaration. One participant noted, "On one hand, we are saying everything is great, but then we ask for a disaster declaration." During the Activation Phase, prior to the City's request for a Governor's Emergency Declaration, there were "lively discussions" in the mayor's office. Ultimately though, the need to obtain sufficient law enforcement personnel overcame any concerns about the public messaging.	The Requesting State should prepare public messaging that accurately explains the importance and value of the emergency declaration for the EMAC activation and should provide the messaging to all other participating agencies, to ensure that all public announcements are consistent. Officials from all participating agencies should be prepared to answer questions about the declaration requirement and they must be prepared to educate public officials and other interested parties about the EMAC process.			
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	Seeking resources from multiple sources caused confusion. Because the City had spent more than a year aggressively soliciting law enforcement support for the RNC from municipalities before utilizing EMAC, there was some confusion among municipal and state agencies about how to respond to EMAC requests. One Assisting State official said the City's initial contact to municipal police department caused "angst and confusion" at the state level. Once it became clear that the EMAC request was only seeking state police/patrol, much of the confusion was cleared up.	The Requesting State should make sure that Assisting States are informed of any other communications or requests that the Requesting State or a local jurisdiction send out regarding the event.			
Phase 3	Questions and clarifications during the request and offer process. Assisting states identified several logistics and cost questions that had to be resolved during the request and offer process, including lodging arrangements, meal provisions, transportation, training, wage rates, mileage rate, consumables, fringe benefits, Advance	Requesting States should ensure that requests contain sufficient information member states to make an informed decision concerning participation and to set expectations. EMAC's membership should discuss whether adding a section for			

	Team travel, travel to a central location in home state before traveling to Ohio, and shipping of equipment and supplies. While not all of these specific questions could be addressed in the request for assistance, many were, including the logistical information, meal provisions, transportation, mileage rate and other available information would have helped to set expectations.	transportation into the request and the REQ-A would be beneficial.			
	Frequently Asked Questions (FAQs) function. The Requesting State answered questions from multiple Assisting States throughout the Request and Offer Phase. While some information sharing was conducted, many Assisting States had similar questions that were answered individually by the Requesting State. The Requesting State did begin to add this information into the request to address frequently asked questions.	EMAC's membership should discuss the addition of a FAQ per each event that tracks the frequently asked questions from potential Assisting States with their replies.			
	Protected Personal Information (PPI) at risk. Although not an issue during the RNC, other EMAC activations in support of politically contentious activities revealed an issue with the posting of law enforcement officers' names and contact information in the personnel section of the offer of assistance and ultimately on the EMAC REQ-A. That information is potentially available to opponents of particular EMAC activations upon a public records request to the state emergency management agency and should be safeguarded as Protected Personal Information.	NEMA should work with the EMAC membership to identify possible solutions to protect personal information from being released while meeting other needs within the EMAC system (such as check in/out staging areas, etc.).			

	Some of the information in the MRP would be beneficial to include on the REQ-A to formalize the Requesting State has viewed and accepted provisions such as limiting factors to the resource, logistical support needed, space and size requirements, personnel licensure, and equipment requirements.	EMAC's membership should discuss what information from the MRP should be included in the REQ-A and NEMA should make updates to the system to reflect the consensus decision.			
	The REQ-A function in the EOS does not accept attachments.	EMAC's membership should discuss the pros and cons of allowing attachments to the EMAC REQ-A and implement changes if necessary.			
	Extended period of the request delayed offers of assistance. While the lengthy time period between the posting of the request and the start of the RNC enabled agencies to coordinate their responses and resolve minor issues, the delay also permitted Assisting States to delay inputting their offers of assistance, creating uncertainty for the Requesting State. A Requesting State participant explained, "Having the extra time delayed some states in responding and aspects of the deployment were questioned when I am guessing they wouldn't have been	When there is a significant time period between posting of the request and the start of the deployment, Requesting States should explain the need for a timely offer of assistance to be entered and possibly set a deadline if responses are delayed.			

	normally questioned.”				
	A-Team training. If a state doesn’t exercise EMAC between activations or formal training courses, their skills may depreciate. A-Teams or member state personnel working as part of an A-Team should have regular refresher training on REQ-A process and the EOS.	Member States should conduct regular exercises and refresher training for A-Teams. NEMA should develop a standardized refresher-training course for A-Teams.			
	Information did not always flow vertically. Throughout the Request and Offer Phase the City and Ohio EMA communicated regularly to ensure that the REQ-A accurately reflected the City’s requirements. Despite a regular schedule of conference calls between the City and Ohio EMA, some City and State participants reported that information that was provided to senior officials was not adequately shared with lower-level employees who needed the information.	All participating states must ensure that communications and information sharing includes lower level staff who are actually working the system, to include finance specialists.			
	Separate communications systems reduced coordination. Ohio EMA and the OSHP maintained separate communications channels with corresponding agencies from Assisting States. Ohio EMA maintained an e-mail list of Assisting State EMAs while OSHP maintained a SharePoint portal that included Assisting State law enforcement agencies.	If the sharing of confidential information allows, participating EMAs and State Law Enforcement agencies should identify a single shared communications channel so that emergency management personnel will have visibility on the issues being discussed by law enforcement agencies and vice versa. Note: Complete information sharing may not be possible, as some law enforcement topics may be confidential.			

	NIMS Resource Typing to request law enforcement resources could be self-limiting. The Requesting State selected a NIMS Resource Type and then removed the type, as they did not want to limit the offers that would be made by the Assisting States. So, for example, if the Requesting State had requested Type II team, they may not receive offers for a Type I or a Type III team.	NEMA will notify the FEMA NIC of this possible issue and why states are reluctant to utilize NIMS Resource Typing for some resources.			
Phase 4	Minor lodging and transportation issues. While AAR participants reported that the City of Cleveland was well prepared to receive deploying personnel, some participants reported minor issues with lodging and transportation. Two consistent complaints were the lack of air-conditioning in the rooms the lack of information about the conditions of lodging prior to deployment. Other comments included: • Drivers were not familiar with the City and became lost on several occasions. Officers in the vehicles navigated using their personal phones. This was not a serious issue during this activation, but might be critical in a more hostile environment. • Updated lodging rosters were not provided to CWRU before check-in. • CWRU lodging check-in was conducted by university students who were not familiar with the process. • Upon departure, keys were simply deposited into a key box with no attempt for accountability. • Fans that were provided by the university were too small. • No prepared location to store vehicles and equipment.	In future events, the Requesting State EMA and the local jurisdiction should consider establishing an office at the site where EMAC personnel are operating to assist in resolving minor logistics issues.			

	Lodging contract constrained City and State personnel. The lodging contract limited the City and State's ability to quickly resolve housing issues. When minor issues did arise, the City and State were limited in their ability to resolve them, as the contract requires resolution by the university. Problems were referred to the CWRU, but they were not always resolved expeditiously. Purchases made by deployed personnel to resolve minor issues (purchases of fans, for example) were outside the scope of the lodging contract and were not reimbursable under the BJA grant. On at least one occasion the Director of the Ohio EMA personally contacted the President of the University for assistance in resolving an issue.	While negotiating a lodging contract, the local jurisdiction or the Requesting State should ensure that the housing contractor will have sufficient staff and authority to quickly resolve discrepancies or other problems.			
	University lodging. While providing centralized lodging at a nearby university was an effective answer to the problem of no commercial housing available within sixty miles, a university dorm is not an optimal lodging choice. A university dorm is not a hotel and lacks many desirable features of commercial lodging. In addition, a university is neither staffed nor equipped to manage a short-term housing facility.	To help set expectations, lodging information should be clearly identified in the request for assistance. States should rely on university housing only if more desirable options are exhausted.			
	Administrative support requirements are larger than expected. Administrative and logistic demands were significant, especially for the larger detachments. Managing logistic and administrative requirements was more time-consuming and laborious than anticipated. Once the convention began, OSHP brought in additional support staff to	Participating agencies should carefully examine the administrative requirements of the deployment and ensure that sufficient administrative personnel are provided.			

	manage time sheets and other administrative requirements. An OHSP AAR participant reported, "We had four administrative personnel. We could have used thirty." While he was likely exaggerating, other agencies reported that more administrative and logistics personnel would have been helpful.				
	Pre-Event training was not reimbursable through the BJA grant so Assisting States were unable to participate in pre-event training	States that are planning to use BJA grants to fund an EMAC activation should work with BJA to determine if funding can be used to deploy resources earlier such that training can be conducted.			
	Inability to provide a liaison to deployed teams. The City of Cleveland originally intended to assign a Cleveland Police Department officer as liaison to each Assisting State's deployed personnel, but staffing constraints prevented the City from doing so.	Local jurisdictions or Requesting States that are receiving EMAC support should make every effort to assign dedicated liaison personnel to Assisting State's deployed personnel to assist with administrative, logistic, and operational issues or request additional resources through EMAC to provide the liaison support.			
	Timesheet process was cumbersome. The timesheet process was confusing and difficult to understand. The timesheet process was developed by City of Cleveland finance personnel and was not presented to the Police Department in time for a thorough review. The process met the needs of the finance personnel, but was not well-designed for the law enforcement officers who had to complete and approve the timesheets. Timesheets were not collected each night as planned and timesheet instructions were not always clear. Obtaining signatures for	The local jurisdiction hosting the deployed teams should work with the Requesting State to ensure that procedures for completing, approving, and collecting timesheets are developed and implemented in accordance with existing requirements and the BJA grant. Some form of electronic timekeeping system would have likely resolved this issue had it been eligible under the BJA grant.			

	timesheets each night was difficult. A senior police official called the timesheet process, “unbelievably cumbersome.”				
	Change of mission not documented on REQ-A. Upon arrival, one state detachment was advised that their mission was being changed from what was in the REQ-A and the Mission Order Authorization Form (Mission Order). No amendment was made to the REQ-A covering the change in mission.	Deployed Personnel should report all changes to the mission immediately to their home state for follow up with the Requesting State. All changes to missions or scope of work must be properly documented in an amended REQ-A.			
	Some logistic information was not provided. Pre-deployment briefing packets did not include information about the check-in process, lodging locations, and lodging details (how much bedding is provided, how many persons per bathroom, etc.).	Requesting States and Assisting States should work together to identify critical information and include it in the Pre-deployment Briefing Packages to include as much detail as possible; including important law enforcement information, logistics information, personnel information, equipment needs, uniform needs, etc.			
	Some documents not received. Not all planning documents were received by all deploying personnel prior to deployment. Among the items mentioned that not everyone received were: • Pre-Deployment Briefing Packets • Operations Plan • Safety Plan • Communications Plan • Logistics information	Requesting State and Assisting States should work together to ensure that deploying personnel receive Pre-Deployment Briefing Packets, Operations Plans, Safety Plans, Communications Plans, and complete logistics information prior to deployment or as soon as possible after arrival.			
	Public messaging was not coordinated. Some EMAC activations may be controversial or politically sensitive. Agencies that are not familiar with EMAC or that have not communicated extensively with the	The Requesting State should ensure that a single consistent message is provided for all agencies to use when responding to media inquiries.			

	Requesting State or other Assisting States may release information that is at odds with the desire of the Requesting State.				
Phase 5	BJA grant requirements affected reimbursement. While the BJA grant was critical to the City's ability to provide security for the convention, the use of the BJA grant slowed the reimbursement process by adding an additional review. During the AAR there was considerable discussion of the impact of the BJA grant on the reimbursement process but no crosswalk between the BJA grant guidance and the EMAC reimbursement guidance has been conducted to determine if there are actual differences in documentation requirements. While the City assigned an Assistant Director of Public Safety as liaison to BJA, the written grant guidance was subject to interpretation. The BJA, city, and state may interpret the same guidance differently. AAR participant noted, "There is guidance, there are people who interpret guidance, and there are auditors." Differences in interpretation often involved the type of documentation that was required and these differences were usually resolved during the reimbursement process. Overall, the grant requirements did not restrict the City's ability to request and receive assistance under EMAC, but use of the grant did make the reimbursement process more difficult and did limit	States that are planning to use BJA grants to fund an EMAC activation should brief BJA personnel on the EMAC program and crosswalk state, BJA, and EMAC documentation requirements to identify all necessary requirements for reimbursement. States should ensure that all requirements are accurately documented and agreed upon by all participating states and provided in the pre-deployment guidance. The agency receiving the grant should ensure that grant guidance identifying reimbursable expenses and required documentation is clarified and disseminated to all participating entities as soon as possible.			

	interpret guidance, and there are auditors.” Differences in interpretation often involved the type of documentation that was required and these differences were usually resolved during the reimbursement process. One AAR participant noted, “Commonly accepted business practices were often found not be in compliance with BJA grant requirements.” Overall, the grant requirements did not restrict the City’s ability to request and receive assistance under EMAC, but use of the grant did make the reimbursement process more difficult and did limit procurement of some services or equipment items. AAR participants noted the following ways that BJA grant requirements affected the EMAC process: • The BJA grant guidance needed to be interpreted • Depending on who interpreted guidance, the documentation required changed • The Requesting State was not privy to the BJA grant so fiscal personnel responsible for reviewing the EMAC reimbursement packages were not aware of compliance issues until they completed their review and the reimbursement package was sent to the City/BJA for review • Accurate information about grant requirements should be provided to the Requesting State, Assisting State, and Resource Providers as soon as possible • Some equipment purchases had to be				
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	approved by the BJA Comptroller - For every equipment item purchased, the City had to write a policy and conduct training. This was a significant burden, as it required written procedures and training for many common tasks, such as operating a rental car - BJA personnel were not familiar with EMAC				
	Reimbursement delays. Most states reported minor issues in the reimbursement process. Six months after the end of the convention, only seven of eighteen Assisting States had been reimbursed. While unfamiliarity with BJA grant requirements was one factor, AAR participants identified several other issues, including an increase in communications between the Requesting State, Assisting State, and Resource Provider on documentation requirements and eligibility of expenses.	Include complete reimbursement requirements (fringe, grant source, define terms, forms, include samples, etc.) in pre-deployment briefing and information packages.			
	Unfamiliarity with reimbursement procedures. Many reimbursement issues arose because personnel using the system were unfamiliar with the EMAC reimbursement process or states had not developed their own internal reimbursement procedures. While effective training materials exist, the infrequency with which most states and state law enforcement agencies utilize the EMAC system limits the amount of experience state personnel can maintain.	States should ensure that finance personnel are trained in EMAC and should complete the EMAC eLearning course on reimbursement for state emergency management and refresher training at the beginning of any EMAC activation.			
	Changes to working hours affected reimbursement. Law enforcement shifts were extended from twelve to fourteen hours to	Deployed Personnel should notify the Assisting State EMA on any changes that may impact the costs of the mission, to			

	include travel time to and from downtown. The extension increased the number of hours that officers worked beyond the numbers estimated in the REQ-A causing issues during the reimbursement process.	included extended work hours so the Assisting and Requesting State EMAs can amend the REQ-A.			
	EMAC Reimbursement Tracking feature in the EOS was not used. A significant percentage of participating states did not use the Reimbursement Tracking feature of the EOS so there is no visibility of reimbursements within the process.	NEMA coordinate with states finance personnel on how to access and utilize the Reimbursement Tracking feature within the EOS.			
	The "Reimbursement Tips" document that was distributed to Assisting States by Ohio EMA would have been more useful if it contained more detail.	NEMA should add eligibility guidelines and other reimbursement tips to the EMAC Mission Order. Resource Providers and Deploying Personnel should take the EMAC eLearning course that focuses on deploying through EMAC to familiarize themselves with the documentation requirements prior to deploying on an EMAC mission.			

	Finance personnel were not involved early. The reimbursement process requires close coordination between State emergency management personnel and State finance personnel. In this activation, City finance personnel also had a significant role. Involving finance personnel at the beginning of the process, during the development of state reimbursement guidance (during the Pre-Event Preparation Phase), to Pre-Deployment guidance, expense tracking, and documentation requirements may have prevented some misunderstandings and improved the process.	All agencies ensure that finance personnel are involved in planning from the very beginning.			
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Annex B: List of all EMAC Activations for 2016

**Events highlighted in yellow are still open.*

Event Name	Activation Date	Impacted State	Total Personnel	Total # of Missions Worked	Total # of Missions Completed	# of Assisting States
Weather-2017 severe weather-January 19	1/23/2016	Georgia	4	6	4	3
58th Presidential Inauguration	12/22/2016	District of Columbia	0	1	0	0
South Carolina Wildfire Nov 2016	11/22/2016	South Carolina	4	1	1	1
Kentucky Wildland Fires Nov 2016	11/18/2016	Kentucky	0	0	0	0
Wisconsin Flooding 2016	10/31/2016	Wisconsin	4	5	4	2
Dakota Access Pipeline (DAPL) Protest October 2016	10/7/2016	North Dakota	370	31	25	9
Georgia Hurricane Matthew October 2016	10/6/2016	Georgia	8	22	8	6
Florida Hurricane Matthew Oct 2016	10/4/2016	Florida	120	30	14	9
SC 2016 Hurricane Matthew	11/22/2016	South Carolina	135	31	21	
Virginia Hurricane Matthew Sept 2016	10/4/2016	Virginia	0	0	0	0
2016 NC Hurricane Matthew	10/3/2016	North Carolina	37	8	5	4
Florida Hurricane Hermine Aug/Sept 2016	8/31/2016	Florida	4	1	1	1
Louisiana Severe Weather Statewide	8/13/2016	Louisiana	40	5	5	3
Maryland Weather Event	7/31/2016	Maryland	107	7	4	3
Severe Weather and Flooding	6/23/2016	West Virginia	116	10	8	4
TS Colin	6/6/2016	Florida	0	0	0	0
Texas Severe Weather	4/28/2016	Texas	1	2	1	1
2016 Republican National Convention	4/18/2016	Ohio	1071	24	20	17
March 2016 Severe Weather and Flooding	3/22/2016	Texas	7	5	3	3

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2016-02-24 Severe Weather - Virginia	2/25/2016	Virginia	1	1	1	1
Louisiana 16-005 Severe Weather	2/24/2016	Louisiana	0	0	0	0
Hawaii Dengue Outbreak	2/4/2016	Hawaii	0	0	0	0
2016 January Snow Storm Washington DC	1/22/2016	Washington D.C.	105	11	6	4
Winter Event 21 January 2016	2/21/2016	Maryland	44	6	4	4
2015 December Winter Storm, Tornadoes, and Flooding	12/31/2015	Texas	0	0	0	0
Flooding	12/30/2015	Missouri	46	3	3	3
Flooding	11/20/2015	Texas	11	9	9	3
Flood Event	10/2/2015	South Carolina	1001	45	43	10
2015 Hurricane Joaquin	10/1/2015	Maryland	2	1	1	1
2015 Hurricane Joaquin	10/1/2015	Virginia	0	0	0	0
2015 September Wildfires	9/19/2015	California	7	13	6	4
Hawaii Hurricane's: Ignacio and Jimena	8/28/2015	Hawaii	0	0	0	0
2015 Tropical Storm Erika	8/27/2015	Florida	0	0	0	0
2015 Montana State Wildfires	8/25/2015	Montana	0	0	0	0
Kentucky Flooding & Storms	8/24/2015	Kentucky	2	1	1	1
Hawaii - Tropical Cyclone Kilo	8/21/2015	Hawaii	0	0	0	0
Eastern Pennsylvania Support	8/20/2015	Pennsylvania	0	0	0	0
2015 Washington State Wildfires	8/19/2015	Washington	44	4	4	3
2015 Sockeye Fire	6/17/2015	Alaska	2	4	2	2
Iowa HPAI 2015	6/4/2015	Iowa	1	1	1	1
Minnesota 2015 HPAI	5/29/2015	Minnesota	6	2	2	2
Colorado Saturation Flooding May 2015	5/24/2015	Colorado	14	10	8	4
Texas 2015 May 8 Severe Weather	5/12/2015	Texas	30	12	11	6
BaCi Demonstrations	4/27/2015	Maryland	535	16	11	6
2015 HIV Public Health	4/1/2015	Indiana	19	9	9	9

MA 2015 February Snowstorms	2/9/2015	Massachusetts	430	9	8	5
Winter Storm 2015	1/27/2015	New York	0	0	0	0
Winter Storm January 2015	1/26/2015	Rhode Island	0	0	0	0
Winter Storm January 2015	1/26/2015	New Jersey	0	0	0	0
MA Blizzard	1/26/2015	Massachusetts	0	0	0	0
Snow Storms	11/17/2014	New York	42	2	2	2
TS Odile Flooding	10/20/2014	New Mexico	2	2	1	1
Pennsylvania - Tactical Canine	9/18/2014	Pennsylvania	160	7	5	5
2014 August Fires	8/12/2014	California	2	1	1	1
Hawaii Hurricane - Tropical Storm	8/7/2014	Hawaii	15	4	4	4
Washington State 2014 Wildfires	7/18/2014	Washington	47	7	5	3
Mississippi Severe Weather	5/1/2014	Mississippi	56	3	2	2
Florida Spring Flooding	4/30/2014	Florida	0	0	0	0
AR Severe Weather and Tornadoes	4/28/2014	Arkansas	0	0	0	0
South Carolina Winter Storm	2/13/2014	South Carolina	0	0	0	0
CONNECTICUT Winter Storm - Feb 13	2/13/2014	Connecticut	0	0	0	0
MARYLAND Winter Storm - Feb 12	2/13/2014	Maryland	0	0	0	0
Georgia Winter Storm - Feb 12	2/13/2014	Georgia	0	0	0	0
New Jersey Ice Storm	2/5/2014	New Jersey	0	0	0	0
MN Propane Shortage	1/28/2014	Minnesota	0	0	0	0
Louisiana Snow/Ice event Jan 2014	1/26/2014	Louisiana	0	0	0	0
West Virginia Water Emergency	1/9/2014	West Virginia	0	0	0	0
Flooding	9/9/2013	New Mexico	13	8	8	6
Colorado Flooding	9/12/2013	Colorado	295	34	34	17
West Fork Complex Fire	7/1/2013	Colorado	5	3	1	6
Spring Flooding	6/16/2013	Alaska	9	10	8	8

Black Forest Fires	6/14/2013	Colorado	9	2	2	2
National Boy Scout Jamboree	7/8/2013	West Virginia	44	6	5	4
Tornadoes	5/20/2013	Oklahoma	15	7	9	6
Flooding	4/23/2013	North Dakota	0	0	0	0
Winter Storm NEMO RIDOT	2/9/2013	Rhode Island	0	0	0	0
Blizzard	2/9/2013	Massachusetts	4	1	1	1
Severe Snow Event	2/9/2013	Connecticut	161	6	5	3
Super Bowl	1/24/2013	Louisiana	4	1	1	1
Hurricane Sandy - NRCC	10/1/2012	NRCC	2	2	2	2
Hurricane Sandy	10/28/2012	Connecticut	5	3	2	3
Hurricane Sandy	10/27/2012	New Jersey	1226	58	57	19
Hurricane Sandy	10/26/2012	Maryland	131	15	14	9
Hurricane Sandy	10/26/2012	New York	1390	101	73	26
Hurricane Sandy	10/26/2012	Pennsylvania	4	1	1	1
Hurricane Sandy	10/26/2012	Massachusetts	4	4	1	1
Hurricane Sandy	10/26/2012	Delaware	0	0	0	0
Hurricane Sandy	10/25/2012	Vermont	0	0	0	0
TN Storms & Flooding DR 1909	10/15/2012	Tennessee	5	1	1	1
Teton County Fire	9/11/2012	Wyoming	0	0	0	0

Annex A: Improvement Plan

The Improvement Plan (IP) specifically details what actions will be taken to address each recommendation presented in the After Action Report (AAR), who or what agency will be responsible for taking the action, and the timeline for completion.

Report Section	Observations	Corrective Action Description	Primary Responsible Agency	Agency POC	Completion Date
Executive Summary	Initial discussions between the City of Cleveland, the OSHP, and Ohio EMA concerning the possible use of EMAC for the 2016 RNC took place more than a year after the City was awarded the convention.	State EMAs should ensure that municipalities or other jurisdictions selected to host NSSE-type events are aware of the possibility of using EMAC and have a general knowledge of EMAC.			
	Throughout the process, Ohio EMA personnel educated state stakeholders on the EMAC system, who are the ultimate decision-makers.	State EMAs should encourage elected officials complete existing EMAC orientation training courses or develop and conduct EMAC introductory training for elected officials. NEMA should consider developing and providing a template for state EMAs to utilize when conducting an EMAC briefing for elected officials.			
Phase I	EMAC training opportunities for law enforcement agencies are limited. While much available EMAC training was focused on state EMAs, EMAC training opportunities for law enforcement agencies that might serve as Resource Providers are limited to online training and the EMAC App for just in time training.	NEMA coordinates with police chief organizations or other law enforcement professional organizations to provide awareness of EMAC training opportunities. State EMAs include police/patrol organizations in regularly scheduled EMAC training opportunities.			

	Mission Ready Packages (MRPs) were not generally used. Most Assisting States did not have MRPs that were suitable for this activation. In some cases, available MRPs did not match the request. In other cases, the Law Enforcement Agency constructed a deployable team comprised of personnel who were available during the requested time. In still other cases, the available MRPs identified positions, but not individual officers, and selecting available officers to fill the MRP positions was time-consuming. Two states created MRPs during the planning period for this deployment and they will have those MRPs for future requests. This activation illustrates the difficulty of maintaining off-the-shelf MRPs for personnel-based law enforcement resources. One Assisting State official said, "...to have a good offer most of the information has to be at the last minute. We do not enjoy the stability for packages to be prepared long-term."	States review existing law enforcement MRPs and develop improved MRPs for Mobile Field Force and other law enforcement capabilities. States develop MRPs with position titles, not specific personnel identified. The individuals can be keyed into the MRP prior to the deployment.			
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	Given the extended timeframe of this activation, out of state A-Teams were not utilized. Ohio EMA assigned A-Team trained personnel to manage the EMAC process. Assisting States also utilized A-Team trained personnel. Had an incident occurred during the NSSE, the Requesting State would have relied on their home state A-Team to stand up and immediately begin the Request and Offer process to bring in resources through EMAC. While Ohio had the capacity to manage this event with in-state A-Team trained personnel, states hosting NSSE events may consider pre-planning a virtual A-Team and a “first-in” A-Team should one be needed in response to a large-scale incident.	Recommendation: States that host an NSSE should consider identifying a virtual A-Team to stand up immediately upon an incident occurring and pre-identifying a “first in” A-Team that would deploy to assist the Requesting State with the influx of resources.			
	EMAC Activation Exercises: Neither the Requesting State nor most participating states regularly conduct EMAC activation exercises. Two Assisting States reported that they regularly conduct EMAC exercises and the Requesting State has conducted EMAC exercises.	State EMAs should improve their states’ ability to activate EMAC through regularly scheduled Full Scale activation exercises that include resources such as law enforcement agencies.			
	NIMS Resource Typing for mobile field force law enforcement (crowd control teams) did not match this event. The personnel, equipment, etc. in the NIMS Resource Typing did not match what was needed for this type of an event.	NEMA should discuss with the FEMA NIC the typing for mobile field force law enforcement (crowd control teams) and work with the FEMA NIC to provide experts that can help to develop NIMS Resource typed teams that better match mutual aid events.			

	Bureau of Justice Assistance (BJA) personnel are unfamiliar with EMAC. BJA had a key role in this activation as a BJA grant provided the funding for the EMAC deployment. During the reimbursement phase, it became apparent that BJA guidance was insufficient.	NEMA should establish a relationship with BJA to familiarize it with EMAC to better understand BJA grant requirements and assist in the development of EMAC/BJA guidance, if BJA is willing.			
Phase 2	EMAC was not implemented early in the RNC planning process. Initial discussions between the City, the OSHP and Ohio EMA concerning the possible use of EMAC for the 2016 RNC took place approximately three months before the City formally requested EMAC. During this period the City continued efforts to obtain law enforcement resources support through non-EMAC means. If the decision to use EMAC had been made earlier, months of effort with limited success could have been avoided.	State EMAs should ensure that municipalities or other jurisdictions selected to host NSSE-type events are aware of the possibility of using EMAC from the very first days.			

	Public messaging was not coordinated. Requesting a pre-event disaster declaration can be an issue for local governments, allowing critics of the administration to question the jurisdiction's preparedness. Public messaging emphasizing a jurisdiction's preparations for an event can be contradicted by a request for an emergency declaration. One participant noted, "On one hand, we are saying everything is great, but then we ask for a disaster declaration." During the Activation Phase, prior to the City's request for a Governor's Emergency Declaration, there were "lively discussions" in the mayor's office. Ultimately though, the need to obtain sufficient law enforcement personnel overcame any concerns about the public messaging.	The Requesting State should prepare public messaging that accurately explains the importance and value of the emergency declaration for the EMAC activation and should provide the messaging to all other participating agencies, to ensure that all public announcements are consistent. Officials from all participating agencies should be prepared to answer questions about the declaration requirement and they must be prepared to educate public officials and other interested parties about the EMAC process.			
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	Seeking resources from multiple sources caused confusion. Because the City had spent more than a year aggressively soliciting law enforcement support for the RNC from municipalities before utilizing EMAC, there was some confusion among municipal and state agencies about how to respond to EMAC requests. One Assisting State official said the City's initial contact to municipal police department caused "angst and confusion" at the state level. Once it became clear that the EMAC request was only seeking state police/patrol, much of the confusion was cleared up.	The Requesting State should make sure that Assisting States are informed of any other communications or requests that the Requesting State or a local jurisdiction send out regarding the event.			
Phase 3	Questions and clarifications during the request and offer process. Assisting states identified several logistics and cost questions that had to be resolved during the request and offer process, including lodging arrangements, meal provisions, transportation, training, wage rates, mileage rate, consumables, fringe benefits, Advance	Requesting States should ensure that requests contain sufficient information member states to make an informed decision concerning participation and to set expectations. EMAC's membership should discuss whether adding a section for			

	Team travel, travel to a central location in home state before traveling to Ohio, and shipping of equipment and supplies. While not all of these specific questions could be addressed in the request for assistance, many were, including the logistical information, meal provisions, transportation, mileage rate and other available information would have helped to set expectations.	transportation into the request and the REQ-A would be beneficial.			
	Frequently Asked Questions (FAQs) function. The Requesting State answered questions from multiple Assisting States throughout the Request and Offer Phase. While some information sharing was conducted, many Assisting States had similar questions that were answered individually by the Requesting State. The Requesting State did begin to add this information into the request to address frequently asked questions.	EMAC's membership should discuss the addition of a FAQ per each event that tracks the frequently asked questions from potential Assisting States with their replies.			
	Protected Personal Information (PPI) at risk. Although not an issue during the RNC, other EMAC activations in support of politically contentious activities revealed an issue with the posting of law enforcement officers' names and contact information in the personnel section of the offer of assistance and ultimately on the EMAC REQ-A. That information is potentially available to opponents of particular EMAC activations upon a public records request to the state emergency management agency and should be safeguarded as Protected Personal Information.	NEMA should work with the EMAC membership to identify possible solutions to protect personal information from being released while meeting other needs within the EMAC system (such as check in/out staging areas, etc.).			

	Some of the information in the MRP would be beneficial to include on the REQ-A to formalize the Requesting State has viewed and accepted provisions such as limiting factors to the resource, logistical support needed, space and size requirements, personnel licensure, and equipment requirements.	EMAC's membership should discuss what information from the MRP should be included in the REQ-A and NEMA should make updates to the system to reflect the consensus decision.			
	The REQ-A function in the EOS does not accept attachments.	EMAC's membership should discuss the pros and cons of allowing attachments to the EMAC REQ-A and implement changes if necessary.			
	Extended period of the request delayed offers of assistance. While the lengthy time period between the posting of the request and the start of the RNC enabled agencies to coordinate their responses and resolve minor issues, the delay also permitted Assisting States to delay inputting their offers of assistance, creating uncertainty for the Requesting State. A Requesting State participant explained, "Having the extra time delayed some states in responding and aspects of the deployment were questioned when I am guessing they wouldn't have been	When there is a significant time period between posting of the request and the start of the deployment, Requesting States should explain the need for a timely offer of assistance to be entered and possibly set a deadline if responses are delayed.			

	normally questioned.”				
	A-Team training. If a state doesn’t exercise EMAC between activations or formal training courses, their skills may depreciate. A-Teams or member state personnel working as part of an A-Team should have regular refresher training on REQ-A process and the EOS.	Member States should conduct regular exercises and refresher training for A-Teams. NEMA should develop a standardized refresher-training course for A-Teams.			
	Information did not always flow vertically. Throughout the Request and Offer Phase the City and Ohio EMA communicated regularly to ensure that the REQ-A accurately reflected the City’s requirements. Despite a regular schedule of conference calls between the City and Ohio EMA, some City and State participants reported that information that was provided to senior officials was not adequately shared with lower-level employees who needed the information.	All participating states must ensure that communications and information sharing includes lower level staff who are actually working the system, to include finance specialists.			
	Separate communications systems reduced coordination. Ohio EMA and the OSHP maintained separate communications channels with corresponding agencies from Assisting States. Ohio EMA maintained an e-mail list of Assisting State EMAs while OSHP maintained a SharePoint portal that included Assisting State law enforcement agencies.	If the sharing of confidential information allows, participating EMAs and State Law Enforcement agencies should identify a single shared communications channel so that emergency management personnel will have visibility on the issues being discussed by law enforcement agencies and vice versa. Note: Complete information sharing may not be possible, as some law enforcement topics may be confidential.			

	NIMS Resource Typing to request law enforcement resources could be self-limiting. The Requesting State selected a NIMS Resource Type and then removed the type, as they did not want to limit the offers that would be made by the Assisting States. So, for example, if the Requesting State had requested Type II team, they may not receive offers for a Type I or a Type III team.	NEMA will notify the FEMA NIC of this possible issue and why states are reluctant to utilize NIMS Resource Typing for some resources.			
Phase 4	Minor lodging and transportation issues. While AAR participants reported that the City of Cleveland was well prepared to receive deploying personnel, some participants reported minor issues with lodging and transportation. Two consistent complaints were the lack of air-conditioning in the rooms the lack of information about the conditions of lodging prior to deployment. Other comments included: • Drivers were not familiar with the City and became lost on several occasions. Officers in the vehicles navigated using their personal phones. This was not a serious issue during this activation, but might be critical in a more hostile environment. • Updated lodging rosters were not provided to CWRU before check-in. • CWRU lodging check-in was conducted by university students who were not familiar with the process. • Upon departure, keys were simply deposited into a key box with no attempt for accountability. • Fans that were provided by the university were too small. • No prepared location to store vehicles and equipment.	In future events, the Requesting State EMA and the local jurisdiction should consider establishing an office at the site where EMAC personnel are operating to assist in resolving minor logistics issues.			

	Lodging contract constrained City and State personnel. The lodging contract limited the City and State's ability to quickly resolve housing issues. When minor issues did arise, the City and State were limited in their ability to resolve them, as the contract requires resolution by the university. Problems were referred to the CWRU, but they were not always resolved expeditiously. Purchases made by deployed personnel to resolve minor issues (purchases of fans, for example) were outside the scope of the lodging contract and were not reimbursable under the BJA grant. On at least one occasion the Director of the Ohio EMA personally contacted the President of the University for assistance in resolving an issue.	While negotiating a lodging contract, the local jurisdiction or the Requesting State should ensure that the housing contractor will have sufficient staff and authority to quickly resolve discrepancies or other problems.			
	University lodging. While providing centralized lodging at a nearby university was an effective answer to the problem of no commercial housing available within sixty miles, a university dorm is not an optimal lodging choice. A university dorm is not a hotel and lacks many desirable features of commercial lodging. In addition, a university is neither staffed nor equipped to manage a short-term housing facility.	To help set expectations, lodging information should be clearly identified in the request for assistance. States should rely on university housing only if more desirable options are exhausted.			
	Administrative support requirements are larger than expected. Administrative and logistic demands were significant, especially for the larger detachments. Managing logistic and administrative requirements was more time-consuming and laborious than anticipated. Once the convention began, OSHP brought in additional support staff to	Participating agencies should carefully examine the administrative requirements of the deployment and ensure that sufficient administrative personnel are provided.			

	manage time sheets and other administrative requirements. An OHSP AAR participant reported, "We had four administrative personnel. We could have used thirty." While he was likely exaggerating, other agencies reported that more administrative and logistics personnel would have been helpful.			
	Pre-Event training was not reimbursable through the BJA grant so Assisting States were unable to participate in pre-event training	States that are planning to use BJA grants to fund an EMAC activation should work with BJA to determine if funding can be used to deploy resources earlier such that training can be conducted.		
	Inability to provide a liaison to deployed teams. The City of Cleveland originally intended to assign a Cleveland Police Department officer as liaison to each Assisting State's deployed personnel, but staffing constraints prevented the City from doing so.	Local jurisdictions or Requesting States that are receiving EMAC support should make every effort to assign dedicated liaison personnel to Assisting State's deployed personnel to assist with administrative, logistic, and operational issues or request additional resources through EMAC to provide the liaison support.		
	Timesheet process was cumbersome. The timesheet process was confusing and difficult to understand. The timesheet process was developed by City of Cleveland finance personnel and was not presented to the Police Department in time for a thorough review. The process met the needs of the finance personnel, but was not well-designed for the law enforcement officers who had to complete and approve the timesheets. Timesheets were not collected each night as planned and timesheet instructions were not always clear. Obtaining signatures for	The local jurisdiction hosting the deployed teams should work with the Requesting State to ensure that procedures for completing, approving, and collecting timesheets are developed and implemented in accordance with existing requirements and the BJA grant. Some form of electronic timekeeping system would have likely resolved this issue had it been eligible under the BJA grant.		

	timesheets each night was difficult. A senior police official called the timesheet process, “unbelievably cumbersome.”				
	Change of mission not documented on REQ-A. Upon arrival, one state detachment was advised that their mission was being changed from what was in the REQ-A and the Mission Order Authorization Form (Mission Order). No amendment was made to the REQ-A covering the change in mission.	Deployed Personnel should report all changes to the mission immediately to their home state for follow up with the Requesting State. All changes to missions or scope of work must be properly documented in an amended REQ-A.			
	Some logistic information was not provided. Pre-deployment briefing packets did not include information about the check-in process, lodging locations, and lodging details (how much bedding is provided, how many persons per bathroom, etc.).	Requesting States and Assisting States should work together to identify critical information and include it in the Pre-deployment Briefing Packages to include as much detail as possible; including important law enforcement information, logistics information, personnel information, equipment needs, uniform needs, etc.			
	Some documents not received. Not all planning documents were received by all deploying personnel prior to deployment. Among the items mentioned that not everyone received were: • Pre-Deployment Briefing Packets • Operations Plan • Safety Plan • Communications Plan • Logistics information	Requesting State and Assisting States should work together to ensure that deploying personnel receive Pre-Deployment Briefing Packets, Operations Plans, Safety Plans, Communications Plans, and complete logistics information prior to deployment or as soon as possible after arrival.			
	Public messaging was not coordinated. Some EMAC activations may be controversial or politically sensitive. Agencies that are not familiar with EMAC or that have not communicated extensively with the	The Requesting State should ensure that a single consistent message is provided for all agencies to use when responding to media inquiries.			

	Requesting State or other Assisting States may release information that is at odds with the desire of the Requesting State.				
Phase 5	BJA grant requirements affected reimbursement. While the BJA grant was critical to the City's ability to provide security for the convention, the use of the BJA grant slowed the reimbursement process by adding an additional review. During the AAR there was considerable discussion of the impact of the BJA grant on the reimbursement process but no crosswalk between the BJA grant guidance and the EMAC reimbursement guidance has been conducted to determine if there are actual differences in documentation requirements. While the City assigned an Assistant Director of Public Safety as liaison to BJA, the written grant guidance was subject to interpretation. The BJA, city, and state may interpret the same guidance differently. AAR participant noted, "There is guidance, there are people who interpret guidance, and there are auditors." Differences in interpretation often involved the type of documentation that was required and these differences were usually resolved during the reimbursement process. Overall, the grant requirements did not restrict the City's ability to request and receive assistance under EMAC, but use of the grant did make the reimbursement process more difficult and did limit	States that are planning to use BJA grants to fund an EMAC activation should brief BJA personnel on the EMAC program and crosswalk state, BJA, and EMAC documentation requirements to identify all necessary requirements for reimbursement. States should ensure that all requirements are accurately documented and agreed upon by all participating states and provided in the pre-deployment guidance. The agency receiving the grant should ensure that grant guidance identifying reimbursable expenses and required documentation is clarified and disseminated to all participating entities as soon as possible.			

	interpret guidance, and there are auditors.” Differences in interpretation often involved the type of documentation that was required and these differences were usually resolved during the reimbursement process. One AAR participant noted, “Commonly accepted business practices were often found not be in compliance with BJA grant requirements.” Overall, the grant requirements did not restrict the City’s ability to request and receive assistance under EMAC, but use of the grant did make the reimbursement process more difficult and did limit procurement of some services or equipment items. AAR participants noted the following ways that BJA grant requirements affected the EMAC process: • The BJA grant guidance needed to be interpreted • Depending on who interpreted guidance, the documentation required changed • The Requesting State was not privy to the BJA grant so fiscal personnel responsible for reviewing the EMAC reimbursement packages were not aware of compliance issues until they completed their review and the reimbursement package was sent to the City/BJA for review • Accurate information about grant requirements should be provided to the Requesting State, Assisting State, and Resource Providers as soon as possible • Some equipment purchases had to be				
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	approved by the BJA Comptroller - For every equipment item purchased, the City had to write a policy and conduct training. This was a significant burden, as it required written procedures and training for many common tasks, such as operating a rental car - BJA personnel were not familiar with EMAC				
	Reimbursement delays. Most states reported minor issues in the reimbursement process. Six months after the end of the convention, only seven of eighteen Assisting States had been reimbursed. While unfamiliarity with BJA grant requirements was one factor, AAR participants identified several other issues, including an increase in communications between the Requesting State, Assisting State, and Resource Provider on documentation requirements and eligibility of expenses.	Include complete reimbursement requirements (fringe, grant source, define terms, forms, include samples, etc.) in pre-deployment briefing and information packages.			
	Unfamiliarity with reimbursement procedures. Many reimbursement issues arose because personnel using the system were unfamiliar with the EMAC reimbursement process or states had not developed their own internal reimbursement procedures. While effective training materials exist, the infrequency with which most states and state law enforcement agencies utilize the EMAC system limits the amount of experience state personnel can maintain.	States should ensure that finance personnel are trained in EMAC and should complete the EMAC eLearning course on reimbursement for state emergency management and refresher training at the beginning of any EMAC activation.			
	Changes to working hours affected reimbursement. Law enforcement shifts were extended from twelve to fourteen hours to	Deployed Personnel should notify the Assisting State EMA on any changes that may impact the costs of the mission, to			

	include travel time to and from downtown. The extension increased the number of hours that officers worked beyond the numbers estimated in the REQ-A causing issues during the reimbursement process.	included extended work hours so the Assisting and Requesting State EMAs can amend the REQ-A.			
	EMAC Reimbursement Tracking feature in the EOS was not used. A significant percentage of participating states did not use the Reimbursement Tracking feature of the EOS so there is no visibility of reimbursements within the process.	NEMA coordinate with states finance personnel on how to access and utilize the Reimbursement Tracking feature within the EOS.			
	The "Reimbursement Tips" document that was distributed to Assisting States by Ohio EMA would have been more useful if it contained more detail.	NEMA should add eligibility guidelines and other reimbursement tips to the EMAC Mission Order. Resource Providers and Deploying Personnel should take the EMAC eLearning course that focuses on deploying through EMAC to familiarize themselves with the documentation requirements prior to deploying on an EMAC mission.			

	Finance personnel were not involved early. The reimbursement process requires close coordination between State emergency management personnel and State finance personnel. In this activation, City finance personnel also had a significant role. Involving finance personnel at the beginning of the process, during the development of state reimbursement guidance (during the Pre-Event Preparation Phase), to Pre-Deployment guidance, expense tracking, and documentation requirements may have prevented some misunderstandings and improved the process.	All agencies ensure that finance personnel are involved in planning from the very beginning.			
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Annex B: List of all EMAC Activations for 2016

**Events highlighted in yellow are still open.*

Event Name	Activation Date	Impacted State	Total Personnel	Total # of Missions Worked	Total # of Missions Completed	# of Assisting States
Weather-2017 severe weather-January 19	1/23/2016	Georgia	4	6	4	3
58th Presidential Inauguration	12/22/2016	District of Columbia	0	1	0	0
South Carolina Wildfire Nov 2016	11/22/2016	South Carolina	4	1	1	1
Kentucky Wildland Fires Nov 2016	11/18/2016	Kentucky	0	0	0	0
Wisconsin Flooding 2016	10/31/2016	Wisconsin	4	5	4	2
Dakota Access Pipeline (DAPL) Protest October 2016	10/7/2016	North Dakota	370	31	25	9
Georgia Hurricane Matthew October 2016	10/6/2016	Georgia	8	22	8	6
Florida Hurricane Matthew Oct 2016	10/4/2016	Florida	120	30	14	9
SC 2016 Hurricane Matthew	11/22/2016	South Carolina	135	31	21	
Virginia Hurricane Matthew Sept 2016	10/4/2016	Virginia	0	0	0	0
2016 NC Hurricane Matthew	10/3/2016	North Carolina	37	8	5	4
Florida Hurricane Hermine Aug/Sept 2016	8/31/2016	Florida	4	1	1	1
Louisiana Severe Weather Statewide	8/13/2016	Louisiana	40	5	5	3
Maryland Weather Event	7/31/2016	Maryland	107	7	4	3
Severe Weather and Flooding	6/23/2016	West Virginia	116	10	8	4
TS Colin	6/6/2016	Florida	0	0	0	0
Texas Severe Weather	4/28/2016	Texas	1	2	1	1
2016 Republican National Convention	4/18/2016	Ohio	1071	24	20	17
March 2016 Severe Weather and Flooding	3/22/2016	Texas	7	5	3	3

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2016-02-24 Severe Weather - Virginia	2/25/2016	Virginia	1	1	1	1
Louisiana 16-005 Severe Weather	2/24/2016	Louisiana	0	0	0	0
Hawaii Dengue Outbreak	2/4/2016	Hawaii	0	0	0	0
2016 January Snow Storm Washington DC	1/22/2016	Washington D.C.	105	11	6	4
Winter Event 21 January 2016	2/21/2016	Maryland	44	6	4	4
2015 December Winter Storm, Tornadoes, and Flooding	12/31/2015	Texas	0	0	0	0
Flooding	12/30/2015	Missouri	46	3	3	3
Flooding	11/20/2015	Texas	11	9	9	3
Flood Event	10/2/2015	South Carolina	1001	45	43	10
2015 Hurricane Joaquin	10/1/2015	Maryland	2	1	1	1
2015 Hurricane Joaquin	10/1/2015	Virginia	0	0	0	0
2015 September Wildfires	9/19/2015	California	7	13	6	4
Hawaii Hurricane's: Ignacio and Jimena	8/28/2015	Hawaii	0	0	0	0
2015 Tropical Storm Erika	8/27/2015	Florida	0	0	0	0
2015 Montana State Wildfires	8/25/2015	Montana	0	0	0	0
Kentucky Flooding & Storms	8/24/2015	Kentucky	2	1	1	1
Hawaii - Tropical Cyclone Kilo	8/21/2015	Hawaii	0	0	0	0
Eastern Pennsylvania Support	8/20/2015	Pennsylvania	0	0	0	0
2015 Washington State Wildfires	8/19/2015	Washington	44	4	4	3
2015 Sockeye Fire	6/17/2015	Alaska	2	4	2	2
Iowa HPAI 2015	6/4/2015	Iowa	1	1	1	1
Minnesota 2015 HPAI	5/29/2015	Minnesota	6	2	2	2
Colorado Saturation Flooding May 2015	5/24/2015	Colorado	14	10	8	4
Texas 2015 May 8 Severe Weather	5/12/2015	Texas	30	12	11	6
BaCi Demonstrations	4/27/2015	Maryland	535	16	11	6
2015 HIV Public Health	4/1/2015	Indiana	19	9	9	9

MA 2015 February Snowstorms	2/9/2015	Massachusetts	430	9	8	5
Winter Storm 2015	1/27/2015	New York	0	0	0	0
Winter Storm January 2015	1/26/2015	Rhode Island	0	0	0	0
Winter Storm January 2015	1/26/2015	New Jersey	0	0	0	0
MA Blizzard	1/26/2015	Massachusetts	0	0	0	0
Snow Storms	11/17/2014	New York	42	2	2	2
TS Odile Flooding	10/20/2014	New Mexico	2	2	1	1
Pennsylvania - Tactical Canine	9/18/2014	Pennsylvania	160	7	5	5
2014 August Fires	8/12/2014	California	2	1	1	1
Hawaii Hurricane - Tropical Storm	8/7/2014	Hawaii	15	4	4	4
Washington State 2014 Wildfires	7/18/2014	Washington	47	7	5	3
Mississippi Severe Weather	5/1/2014	Mississippi	56	3	2	2
Florida Spring Flooding	4/30/2014	Florida	0	0	0	0
AR Severe Weather and Tornadoes	4/28/2014	Arkansas	0	0	0	0
South Carolina Winter Storm	2/13/2014	South Carolina	0	0	0	0
CONNECTICUT Winter Storm - Feb 13	2/13/2014	Connecticut	0	0	0	0
MARYLAND Winter Storm - Feb 12	2/13/2014	Maryland	0	0	0	0
Georgia Winter Storm - Feb 12	2/13/2014	Georgia	0	0	0	0
New Jersey Ice Storm	2/5/2014	New Jersey	0	0	0	0
MN Propane Shortage	1/28/2014	Minnesota	0	0	0	0
Louisiana Snow/Ice event Jan 2014	1/26/2014	Louisiana	0	0	0	0
West Virginia Water Emergency	1/9/2014	West Virginia	0	0	0	0
Flooding	9/9/2013	New Mexico	13	8	8	6
Colorado Flooding	9/12/2013	Colorado	295	34	34	17
West Fork Complex Fire	7/1/2013	Colorado	5	3	1	6
Spring Flooding	6/16/2013	Alaska	9	10	8	8

Black Forest Fires	6/14/2013	Colorado	9	2	2	2
National Boy Scout Jamboree	7/8/2013	West Virginia	44	6	5	4
Tornadoes	5/20/2013	Oklahoma	15	7	9	6
Flooding	4/23/2013	North Dakota	0	0	0	0
Winter Storm NEMO RIDOT	2/9/2013	Rhode Island	0	0	0	0
Blizzard	2/9/2013	Massachusetts	4	1	1	1
Severe Snow Event	2/9/2013	Connecticut	161	6	5	3
Super Bowl	1/24/2013	Louisiana	4	1	1	1
Hurricane Sandy - NRCC	10/1/2012	NRCC	2	2	2	2
Hurricane Sandy	10/28/2012	Connecticut	5	3	2	3
Hurricane Sandy	10/27/2012	New Jersey	1226	58	57	19
Hurricane Sandy	10/26/2012	Maryland	131	15	14	9
Hurricane Sandy	10/26/2012	New York	1390	101	73	26
Hurricane Sandy	10/26/2012	Pennsylvania	4	1	1	1
Hurricane Sandy	10/26/2012	Massachusetts	4	4	1	1
Hurricane Sandy	10/26/2012	Delaware	0	0	0	0
Hurricane Sandy	10/25/2012	Vermont	0	0	0	0
TN Storms & Flooding DR 1909	10/15/2012	Tennessee	5	1	1	1
Teton County Fire	9/11/2012	Wyoming	0	0	0	0

Annex C: Survey Results

Survey Methodology

In December, 2016, an online survey was distributed to persons who participated in the 2016 Republican National Convention EMAC activation.

Four versions of the survey were prepared and distributed. Participants received the version that corresponded to their role in the activation. The four versions and the number of questions in each version are listed here

1. Requesting State EMA – 58 questions
2. Assisting State EMA - 48
3. Deploying Personnel - 40
4. NCS / NEMA - 2

While survey questions differed in wording from version to version, they addressed the same basic issues.

The survey was distributed to the requesting state (Ohio), to eighteen assisting states (California, Delaware, Florida, Georgia, Indiana, Kansas, Massachusetts, Maine, Michigan, Missouri, Montana, North Carolina, New Jersey, Oklahoma, South Carolina, Utah, Wisconsin, and West Virginia), and to NEMA.

Seventeen persons responded to the survey. They represented the Requesting State (Ohio), and fourteen Assisting States. All the Assisting States responded except for Maine, South Carolina, Wisconsin, and West Virginia. Maine did respond with comments, which are incorporated into this report, but did not complete the survey.

Ohio, the one requesting state responded to the survey (100 %) and 14 of 18 assisting states responded (78 percent). One deployed personnel responded to the survey. In all, 1,071 law enforcement personnel had deployed through EMAC from eighteen states.

Survey Respondents represented the following agencies:

- California Governor's Office of Emergency Services)
- Delaware Emergency Management Agency
- Florida Division of Emergency Management
- Georgia Emergency Management Agency
- Indiana Department of Homeland Security
- Kansas Division of Emergency Management
- Massachusetts Emergency Management Agency
- Michigan State Police
- Michigan State Police/Emergency Management and Homeland Security
- Missouri State Emergency Management Agency
- State of Montana-Division of Disaster & Emergency Service
- NEMA
- New Jersey State Police
- North Carolina Emergency Management
- Ohio Department of Public Safety – Legal

- Oklahoma Department of Emergency Management
- Utah Dept. of Public Safety, Division of Emergency Management

Most of the questions were intended to be answered with a yes or no response. Nearly all questions provided an opportunity for amplifying comments.

Not all respondents answered all questions and only one respondent answered questions for deployed personnel.

Phase I: Pre-Event Preparation

The Pre-Event phase included training and long-lead-time planning for the RNC. As might be expected, survey respondents generally reported that pre-event EMAC training and the extended planning time available for this activation were helpful.

Assisting State and requesting state survey respondents unanimously reported that their agencies had conducted EMAC training as part of their normal preparation for EMAC activations. Ten of fourteen responding agencies reported that their agency “regularly conducts” EMAC training. As nearly all EMAC activations are conducted with short notice, limiting the opportunity for any post-activation training, planning before activation is an obvious best practice that is commonly used.

Training conducted by respondent’s agencies most often consisted of online EMAC A-Team courses but some agencies also utilized the E-341 course (Understanding EMAC) at the Emergency Management Institute (EMI) or EMAC face-to-face A-Team training. Several agencies also conducted their own in-state or just-in-time training sessions.

Ohio EMA, NEMA/EMAC, and NEMA/NCS conducted just-in-time training webinars for Assisting States and resource providers. Training topics included an overview of EMAC (articles of agreement, deploying under EMAC), how Assisting State resource law enforcement officer commissions would work during their deployment, and the EMAC reimbursement process.

Whatever the source of the training, survey respondents were unanimous in their assessment that training was helpful or very helpful.

One assisting state respondent commented: ***“I wouldn’t have anyone who hasn’t been trained in EMAC handle these missions.”***

Another respondent commented that training, ***“...enabled personnel to fully manage all EMAC processes. It was helpful in completing the REQ-As and advising on the reimbursement process.”***

Pre-Event Timeline

July 2014: Cleveland awarded 2016 RNC

Fall 2014: Cleveland begins soliciting LE support

December 2015: Federal grant funds are available (\$50 million)

February 2016: Cleveland requests emergency declaration to activate EMAC

April 2016: Ohio governor signs declaration

June 2016: Ohio EMA enters LE request into EMAC system

July 2016: Republican National Convention

EMAC activation for the Republican National Convention benefited from the long planning period available to assisting and requesting states.

The City of Cleveland was awarded the RNC in July, 2014, two full years before the actual convention. Within months of being awarded the event, Cleveland public safety officials had begun long-range planning, including making initial requests for law enforcement support. As the convention neared, City officials accelerated their efforts to obtain sufficient law enforcement resources. On February 19, 2016, Cleveland Mayor Frank Jackson asked Ohio Governor John Kasich to declare a state of emergency to enable activation of EMAC to facilitate the process of requesting and receiving law enforcement support. The Governor issued the requested declaration on April 5, 2016

Of thirteen Assisting States that responded to the survey question, seven reported that they responded to the EMAC request 30-60 days prior to the start of the RNC. Four Assisting States reported that they responded 60-100 days prior to the convention, while two Assisting States reported that they responded less than 30 days prior to the start of the RNC. Thus many, if not most of the Assisting States responded to Cleveland's request either before or immediately after it was entered into the EMAC system.

Seven responding Assisting States reported that the long lead-time available for this request made them more likely to respond with resources.

Respondents identified several advantages of an extended planning period:

- More time to prepare
- Additional time to send an Advance Team to Ohio prior to the arrival of the deploying personnel
- More time to gather information for their response, resulting in a more accurate response, including travel arrangements
- More time to select the right personnel
- More time to conduct training

A respondent from the requesting state reported that, ***“there is no way we could have declared close to the event and gotten the required LE support because the logistics and planning to bring LE required months of planning.”***

Of thirteen Assisting States that responded to the survey question, five reported that the lengthy planning period had a “significant impact” on their use of EMAC, three reported a “moderate impact,” four reported “minimal impact,” and one agency reported that the lengthy planning period had “no impact.”

One resource provider noted that, ***“Longer time did not make a difference, (we) still had to get the same information.”***

A respondent from the Requesting State also reported that the longer planning period had negative as well as positive aspects.

"Having the extra time delayed some states in responding and aspects of the deployment were questioned when I am guessing they wouldn't have been normally questioned."

Summary of Findings:

- The Requesting State and all responding Assisting States regularly conducted EMAC training, independent of this or any other activation.
- Ohio EMA, NEMA/EMAC, and NEMA/NCS conducted just-in-time training webinars for Assisting States and resource providers.
- Regular training on EMAC processes and procedures enabled both Requesting and Assisting States to use the EMAC system quickly and effectively.
- The lengthy planning period available for this activation helped States prepare and made them more likely to provide resources.
- Given a lengthy planning period, some States delayed their response until the deadline and others requested detailed information that they wouldn't have asked for if the time to respond was limited.

Work expands to fill the time available for its completion.

- Parkinson's Law

Phase II: Activation

For the 2016 Republican National Convention EMAC activation, the formal process was initiated by Cleveland Mayor Frank Jackson on February 19, 2016 when he sent a letter requesting an emergency declaration to Ohio Governor John Kasich. Governor Kasich approved the request on April 5, 2016.

By the time Cleveland requested the use of EMAC, the City had been actively soliciting law enforcement support for more than a year, so many agencies, including Ohio EMA and OSHP, were aware of the need long before the EMAC request was issued.

Because this EMAC request came from a municipality, and was not initiated by the state emergency management agency, Ohio EMA and the City of Cleveland executed a Memorandum of Understanding guaranteeing that Cleveland would reimburse Ohio EMA for all EMAC costs if Ohio EMA would manage the process.

Summary of Findings:

- Once Ohio's governor issued a declaration of emergency, Ohio EMA handled the EMAC request according to established procedures.

Ohio EMA and the City of Cleveland executed a Memorandum of Understanding (MOU) about the City's responsibility for reimbursing the State.

Phase III: Request and Offer

During the 2016 RNC EMAC activation, the resource request and all offers of assistance were processed through the EOS. NEMA offered guidance and instructions to the requesting state and three of ten assisting states that responded to the survey question.

A respondent from the Requesting State noted, ***“Whether it was coordinating calls with the states, helping Ohio and the other states with the REQ-A process, or just generally providing assistance on issues, Ohio relied heavily on NEMA. The event would not have been a success without NEMA.”***

Generally, states that responded to the survey found that the EOS was self-explanatory, their training had prepared them to use the system, or they had experience using the system from previous activations. No state reported significant issues with the EMAC EOS. When minor issues arose, NEMA quickly resolved them.

In preparing the REQ-A, Ohio EMA worked with the OSHP and the City of Cleveland Police Department to determine the type and number of law enforcement resources needed for the event. Ohio EMA used EMAC A-Team trained individuals to complete the REQ-A, but did not use a formal A-Team. The initial REQ-A was revised twice as the process played out, so a total of three versions of the REQ-A were developed.

A respondent from NEMA reported that Ohio EMA’s resource descriptions in the EOS were detailed, ***“... which allowed assisting states to better identify support that they could provide.”***

Twelve of thirteen Assisting States that responded to the survey questions reported that the REQ-A contained enough information to identify the appropriate resources. While the REQ-A was mostly complete and clear, Ohio and the Assisting States communicated by e-mail, phone call, or conference call to clarify details and answer questions. Ohio EMA assigned dedicated contacts to answer questions regarding details of the resource requests and completion of the REQ-A.

Ohio EMA and all assisting states reported that the calls and e-mails were effective in resolving any issues.

Ohio EMA also reported that discussions with Assisting States helped identify areas that were unclear and enabled Ohio EMA to clarify those issues in later versions of the REQ-A.

An Ohio EMA respondent noted, ***“We did make edits to the second and third times the request went out to try and clarify additional issues we saw with the early states that committed to coming.”***

When the REQ-A was posted, other Member States were able to review the request and decide if they would provide resources. While each state’s process was different, the survey indicated that the reasons states agreed to assist Ohio could be summarized as the desire to contribute and the availability of resources.

When asked why their state decided to assist, one survey respondent wrote, ***“We had the resources that were needed and wanted to assist. It was also a good training opportunity.”***

Another respondent replied, ***“To assist another state at a time when resources were available for deployment.”***

A third state answered, ***“Availability of resources and desire to contribute.”***

From survey responses, it appears that many states are predisposed to provide assistance through EMAC, as long as the appropriate resources are available.

Since the availability of resources tended to drive the decision on whether to assist, it is not a surprise that State Police or Highway Patrol agencies participated in the decision to offer resources in eight of thirteen responding states. In four states the Public Safety or Governor’s office participated, while one state reported that the state EMA participated and one other state reported that the Department of Natural resources participated.

Once a state decided to assist, they responded to the REQ-A request by completing Section II of the REQ-A. Twelve of thirteen responding assisting states reported that they responded to the REQ-A “in a timely manner,” and the assisting state agreed. In the survey, six states reported they executed the REQ-A in two weeks or less, while one state reported that it took longer than two weeks.

The requesting state reported, ***“It was a slow start, but once we were able to clarify that items like fringe rates would be reimbursed the states responded in a timely manner.”***

Six of thirteen states responding to the survey identified issues that required clarification. These issues were:

- Lodging
- Meals
- Personnel wage information
- Fringe benefit rates
- Use of force
- Transportation
- Training

A critical part of the REQ-A process is developing and negotiating the cost of the mission. As the REQ-A is a binding agreement, all participating states are understandably careful in identifying and negotiating costs. Of thirteen assisting states that responded to the survey, four reported that they encountered issues in negotiating the final cost of the mission.

Survey respondents identified the following cost issues that had to be resolved during the REQ-A process:

- Mileage rates
- Consumables
- Fringe benefits
- Advance Team travel
- Travel to a central location before travel to Ohio
- Shipping of equipment and supplies

One Assisting State respondent noted that developing accurate costs was made more difficult by the need to have the most current information.

A respondent from the Requesting State reported no significant issues during cost negotiations. Some minor issues concerning use of federal grant funding were resolved.

“Once issues were resolved with the Bureau of Justice Assistance on supplanting and fringe benefits, it went fine. Cleveland also agreed to pay a higher mileage reimbursement which helped.”

Non-financial issues resolved during the REQ-A process included plans for deputizing/swearing in out-of-state law enforcement officers, uniforms, and the use of force policy. Because the Cleveland Police Department is currently operating under a federal consent decree, resolution of these issues was delayed, but all were resolved prior to deployment.

Twelve of thirteen Assisting States reported that they had no difficulties locating or recruiting the requested resources. This makes sense, because states that could not identify available resources probably would not have responded to the REQ-A.

One state reported minor issues identifying the requested resources:

“Minor issues dealing with unions on who to take, who had what training, etc. but overall we knew we had the resources and they were easy to get. We were not trying to fill a specific number but offering up what was available.”

Mission Ready Packages (MRP) are resource capabilities that are organized, developed, trained, and exercised prior to an emergency or disaster. MRPs allow rapid identification, location, request, order, and tracking of specific resources quickly and effectively. They also facilitate reimbursement since accurate cost estimates are developed prior to the emergency.

Despite their value, Mission Ready Packages were not used by nine of thirteen assisting states that participated in the survey because they had not been developed. Three of four states that reported using MRPs stated that the packages did make the offer process easier.

Several states reported that they had not created MRPs for this type of mission. One state reported that maintaining a current MRP for a law enforcement deployment was challenging.

“...to have a good offer most of the information has to be at the last minute. We do not enjoy the stability for packages to be prepared long term.”

Another state reported:

“Our offer was based only on the number of personnel we could provide for the time period, not any specific package.”

In general, it appears that even when law enforcement resources are identified as part of a MRP, their availability for any particular deployment is not assured.

Information flow between the Requesting State and the Assisting States was good throughout the REQ-A process. Twelve of thirteen Assisting States reported that they received information regarding mission objectives, activation, deactivation, and other details of the deployment. Assisting States noted that conference calls and e-mails with the requesting state were helpful and that verbal and written guidance was available. One respondent noted that the operations plan was not received prior to resources departure from their home state.

Overall, the Requesting State reported that all requested resources were provided through EMAC.

Summary of Findings:

- During the 2016 RNC EMAC activation, the resource request and all offers of assistance were processed through the EOS.
- NEMA provided critical assistance to the Requesting State as they completed the REQ-A.
- Most assisting states did not require assistance.
- No state reported significant issues with the EOS.
- The Requesting State utilized A-Team-trained personnel and subject matter experts from the Ohio Highway patrol and the Cleveland Police Department to prepare the REQ-A.
- The Requesting State's resource descriptions provided the information necessary to accurately identify the resources they could provide.
- States generally are predisposed to provide assistance through EMAC, as long as the appropriate resources are available.
- The availability of resources was the deciding factor in most instances.
- State Law Enforcement agencies, State Public Safety Agencies, and State Governor's offices most often participated in the decision to provide assistance.
- Since time was available, assisting states generally took a week or more to complete the REQ-A.
- Thirteen of fourteen responding states reported that the REQ-As were completed "in a timely manner."
- Since time was available, Assisting States were able to work with the Requesting State to answer questions and resolve minor issues.
- Cost negotiations were not a significant problem during the REQ-A process.
- MRPs were not used by nine of thirteen states that responded to the survey.
- Law enforcement resources identified in MRPs are not always available for deployment.
- Information flow between the Requesting State and the Assisting States was good throughout the REQ-A process.
- All requested resources were provided through EMAC

Phase IV: Response

The Response Phase includes check-in, staging, logistical support, and operational planning. The Requesting State and all Assisting States that responded to the survey reported that the Requesting State communicated the processes for activation, coordination, and deactivation to deployed resources.

A respondent from NEMA noted, ***"The State of Ohio developed a policy and procedures packet that was disseminated to assisting state resources providers prior to their***

deployment for reference and was briefed during pre-deployment conference calls. The document outlined policies and procedures that were to be utilized for the RNC deployment, such as pre-deployment training, use of force, crowd management and protection of constitutional rights."

No state reported any problem or issue with these communications from the Requesting State.

Lodging and transportation for deployed personnel was provided by the City. The Requesting State communicated lodging and transportation information to Assisting States. Assisting States and deployed personnel unanimously reported that the City was prepared to host deployed resources. Law enforcement personnel were housed in university dormitories in Cleveland.

Five of eleven assisting states reported minor issues with lodging. These issues were:

- Lack of air conditioning in the dorm rooms.
- Logistics at the housing area for team equipment and vehicles (exact issue unspecified)
- Transportation to and from the convention site.
- Meals (unspecified issue)

One Assisting State respondent wrote, ***"The dorms were hot and ventilation was a concern. They could not cool their body temperatures and needed to buy fans to circulate the air."***

Lodging and transportation issues were not critical, but a significant number of deploying agencies experienced them. All of the issues were resolved, but the effort did consume valuable staff time. Ohio EMA recognized the problem and has a plan to address such issues in any future activation:

"We attempted to have Ohio EMA individuals present when the EMAC states arrived but that became complicated by travel times changing and other issues."

"In future events, we would like to establish more interaction on the front end and an established office at the operating location with EMAC individual."

Eight of ten survey respondents reported that the Requesting State established and communicated a safety plan for deploying units. Some Assisting State respondents may have been unaware of communications that went directly to deploying personnel. A respondent who was deployed did not receive the plan, so while a plan was prepared and shared, it was apparently not provided to every person.

Law enforcement resources worked twelve-hour shifts. The shifts were appropriate for the event and the schedule was effectively communicated. Some issues regarding shifts were identified in the survey. They were:

- Some shifts were extended by two hours causing problems during the reimbursement process.
- Timesheets were not collected each night as planned.
- Shifts did not include time necessary to transfer men and equipment from housing to the operations area.

A deployed person reported, ***“The only thing that was an issue was the pickup times and location related to the transportation schedule at Case Western. We knew what time we were supposed to be downtown but the transportation to get there was a big issue at the beginning and did get better as the week went on.”***

Six of thirteen Assisting States reported that they conducted EMAC-specific training for deploying personnel. Training topics included use of forms, governing rules, deployment protocols, mission authorization, resource tracking, eligible reimbursement activities,

Six Assisting States reported that they had included administrative personnel in the deployment to assist with tracking employee time and other costs. Six Assisting States reported that they did not.

A respondent from a state that did not deploy administrative personnel reported, ***“Having someone on site to assist in the administrative aspect of the deployment would make things better and allow the team to just concentrate on the mission. This admin assistance could be provided by the requesting state or for big teams the assisting state.”***

Several Assisting States reported that admin duties were assigned upon arrival, once it was clear that admin responsibilities were more than deploying personnel could handle. Two states commented:

“By default, the Advance Team fulfilled this role and stayed at the dorm.”

“In the future, this will need to be factored into the process as there was a lot of administrative duties associated with this deployment.”

One Assisting State reported that timekeeping procedures were unclear, noting that:

“As for time record keeping, information on how to complete varied by requesting state personnel staff. This lead to confusion that later had to be clarified during mission and afterwards.”

One Assisting State reported that their deploying team implemented an effective process for maintaining personnel accountability.

“We developed an extensive spreadsheet and tracked everything and collected data every day so it was always current and accurate.”

Overall, though, the deploying agency reported dissatisfaction with the personnel accountability process.

“The several layers of documentation were confusing and very cumbersome. The required signatures on daily forms added a level of confusion as to who was supposed to be signing things and which documents were the correct ones etc.”

Several Assisting States identified legal issues that arose during the EMAC process. These issues were:

- Law enforcement officers had to take an oath of office to enforce laws in Cleveland.
- Liability and workers' compensation issues were of concern to some states.
- Arrest powers, weapons, and overall authority.

These issues were resolved on site or through communications with legal staff.

To grant law enforcement authority to deploying officers, the City of Cleveland appointed them as temporary police officers pursuant to authority in the City Charter that exists during a state of emergency. Deploying officers could follow Cleveland's use of force policy or they could follow their own agencies' policy. These processes were effective and were understood by deploying personnel.

The OSHP and the Cleveland Police Department effectively integrated deploying resources. No issues regarding integration of EMAC forces were noted.

A respondent from a deploying agency wrote, ***"I believe the integration was excellent, given the scope of the detail."***

During the convention, two EMAC personnel suffered minor injuries. One officer was treated after a protester put an unidentified liquid on the officer's skin and another officer suffered a bee sting.

Summary of Findings:

- Ohio EMA effectively communicated the processes for activation, coordination, and deactivation to deployed resources.
- Ohio EMA prepared and distributed an information package to Assisting State's resource providers.
- The City was prepared to host deployed resources.
- A significant number of deployed personnel reported minor issues with lodging and transportation.
- Several deployed personnel reported that the lack of air conditioning in dorm rooms was a problem.
- In future events, Ohio EMA would like to establish an office at the site where EMAC personnel are operating to assist in resolving minor logistics issues.
- A safety plan was prepared and shared, but not all deployed personnel received it.
- Twelve-hour shifts were established and were appropriate for the event.
- The work schedule was effectively communicated.
- Several minor issues relating to shifts were noted, most significant were problems coordinating shift starting times with transportation from housing to the operations area.
- Some shifts were extended by two hours causing problems during the reimbursement process.
- Timesheets were not collected by Requesting State personnel each night as planned.
- Instructions regarding timesheets were not completely clear.

- Six of thirteen Assisting States reported that they conducted EMAC-specific training for deploying personnel.
- Assisting States generally found it useful to assign specific individuals on the deploying teams to handle administrative tasks, which were considerable.
- The larger the deploying team, the greater the need for dedicated administrative personnel.
- Assisting States identified a number of legal issues that need to be resolved during the deployment, including deputizing personnel, liability, arrest powers, weapons, and overall authority.
- Documentation required for personnel accountability was cumbersome and often confusing.
- The City appointed deploying officers as temporary police officers pursuant to authority in its Charter. This was effective.
- Deploying officers could follow Cleveland's use of force policy or they could follow their own agencies' policy. Most chose to follow their own policies. This was effective.
- The OSHP and the Cleveland Police Department effectively integrated deploying resources into the overall security force.
- During the convention, two deployed officers suffered minor injuries.

Phase V: Reimbursement

The reimbursement process for this event was more complicated than for most EMAC activations because the ultimate source of the reimbursement was a BJA grant that was awarded to the City. This added additional requirements and reviews which made the process more complex.

Ohio EMA attempted to head off any problems with the reimbursement process by developing and distributing a "reimbursement tips" document that covered eligible reimbursement costs and the documentation that resource providers would have to provide in their reimbursement packages.

While the reimbursement process was ongoing at the time of the survey, several Assisting States reported difficulties with the process.

Seven of twelve Assisting States that responded to the question reported that they did not use the EOS Reimbursement Tracking tool to track expenses. Even without using the EOS, though, Assisting States generally tracked their expenses accurately. A respondent from the Requesting State reported that overall, Assisting States tracked their expenses accurately and that reimbursements were paid in approximately two to three weeks, as long as all documentation was complete.

Several Assisting States, however, reported problems with the reimbursement process. Four Assisting States reported that they encountered delays in the process, while six reported that they had experienced issues tracking expenses or preparing the reimbursement request.

Several states expressed frustration at the apparently conflicting requirements or guidance provided by the City and the Ohio EMA and at the amount or type of documentation that was required.

A respondent from an Assisting State commented: ***“Some items that either the City of Cleveland or Ohio want for the reimbursement were not communicated up front. Our reimbursement package has been audited twice, by 2 different departments and we are still going back and forth answering questions/issues. Some of these issues are clearly stated/shown in our reimbursement process. There have been so many people on email chains, I am not sure if they are looking at our complete package paperwork.”***

One Assisting State noted that grant requirements slowed the process: ***“Additional forms and proof documents requested due to the BJA grant caused a significant delay in preparation of the package as well as our state employees being paid only once a month.”***

An Assisting State commented, ***“California was never provided the grant guidelines nor made aware of the guidelines prior to deployment. The compact is a state-to-state agreement regardless of funding source.”***

An Assisting State reported that documentation requirements were, ***“way beyond what would normally be accepted in a reimbursement package.”***

Another reported, ***“...some of the documentation that was asked for did not seem reasonable.”***

An Assisting State commented, ***“...the City of Cleveland required additional documentation and would not accept commonly-accepted documentation, e.g., payroll report prepared by this State-instead asking for actual screenshots from accounting systems.”***

An Assisting State wrote, ***“Biggest issue is not having a clean-cut layout of the needed documents for reimbursement, and the non-acceptance of using Assisting State documents.”***

One respondent noted that standardizing reimbursement documentation requirements would expedite the reimbursement process:

“The supporting documentation for reimbursement should be standardized for all states, which would then expedite the reimbursement process. (I.e. travel, lodging & transportation, HR timesheet, commodities, etc.)”

A respondent from an Assisting State recommended several improvements to the reimbursement process:

- Post documents to Google Drive rather than send as e-mail attachments
- Improve record keeping (both requesting and assisting states)
- Provide clearer directions to deployed personnel

Two respondents recommended standardizing the requirement for reimbursement documentation:

“Standardize supporting documentation for reimbursement purpose and should be included in the reimbursement system as a checklist and storage of documents.”

“Strengthen reimbursement language in EMAC Operating Manual to preclude additional requirements imposed by requesting state unless absolutely necessary.”

Summary of Findings:

- Seven of twelve states reported that they did not use the EOS to track expenses. Five states reported that they did use the EOS.
- Ohio EMA developed and distributed a "reimbursement tips" document to resource providers.
- Assisting States generally tracked their expenses accurately.
- Reimbursements were paid in approximately 2 – 3 weeks, if all documentation was complete.
- Four states reported delays in the process.
- Six states experienced issues tracking expenses or preparing the reimbursement request.
- Documentation requirements were not always clearly communicated or understood
- Documentation requirements were more stringent than expected.
- BJA grant requirements slowed the reimbursement process as a result of an additional layer of review.

Summary Comments

The survey asked several questions regarding EMAC in general. NEMA and Ohio EMA both reported that the use of EMAC for this event was a success.

Twelve respondents reported that their states would participate in an EMAC mission in the future, while one respondent reported that his/her state would not.

A respondent from an assisting state noted the important role of EMAC:

“Most states do not have everything for all events readily available and the costs would be astronomical if every state tried to fill their gaps and shortfalls by owning or having everything they would ever need.”

A respondent from the Requesting State explained why Ohio would use EMAC for similar events in the future:

“It was a successful event resulting in 18 states and over 1000 LE assisting Cleveland. Ohio looks to this as a template for future pre-planned events.”

One Assisting State cited problems with the reimbursement process as a reason they might not respond to a request from the City of Cleveland in the future:

“I would not participate in a deployment to the City of Cleveland unless the State of Ohio agreed to accept the Assisting States accounting practices as bonafide.”

Several respondents identified issues or concerns with their involvement in EMAC:

“EMAC SITREPs were not provided during RNC. Nor was there a daily briefing that Assisting States can phone in to receive such briefing for safety and liability purposes.”

“Communication was good, but reimbursement was very tedious and time consuming.”

Several respondents also offered suggestions for improving EMAC:

“Don't use it for a municipality; keep it state-to-state only.”

“More A-Team training opportunities.”

“...further discussion and education to the states on how EMAC can be used for man-made, pre-planned events would be helpful. Topics to include: - local LE can deputize - protection of LE identity - effective reimbursement process.”

Annex D: Republican National Convention EMAC Deployments by State

Assisting State	# of Personnel	Duty Length (in days)
Missouri	24	7
West Virginia	13	9
Wisconsin	45	9
Georgia	52	7
Massachusetts	54	7
Maine	7	9
New Jersey	26	8
Michigan	142	9
Florida	134	9
North Carolina	9	9
South Carolina	40	7
Delaware	24	7
Indiana	11	7
Indiana	108	8
Utah	28	7
Kansas	26	10
Oklahoma	10	9
California	301	12
Montana	5	7

Annex E: City of Cleveland Letter Requesting EMAC



City of Cleveland
Frank G. Jackson, Mayor

Office of the Mayor
Cleveland City Hall
601 Lakeside Avenue, Room 202
Cleveland, Ohio 44114
216/664-3990 • Fax 216/420-8766
www.cleveland-oh.gov

February 19, 2016

The Honorable Governor John Kasich
Riffe Center, 30th Floor
77 South High Street
Columbus, Ohio 43215-6117

Dear Honorable Governor Kasich:

I am sending this correspondence to request the activation of the Emergency Mutual Aid Compact (EMAC) under R.C. 5502.40 by declaring an emergency for a limited period of time for the reasons outlined below.

As you are aware, the City of Cleveland is hosting the 2016 Republican National Convention (RNC) scheduled to commence on July 17, 2016 and to conclude on July 21, 2016. Approximately 50,000 visitors are anticipated. This event has been declared a National Special Security Event (NSSE) due to the events significance to the United States, the inherent challenges of ensuring the safety and security of all event participants as well as the general public due to the large number of visitors expected, and the heightened potential for terrorism and extended illegal civil disobedience or other criminal activity. As an NSSE, the U.S. Secret Service is the authorized lead for the design and implementation of the RNC and, with the assistance of the FBI and FEMA, for the security of the candidates. The City of Cleveland is charged with all other security for the event including the securing and coordination of outside law enforcement assistance.

Due to the large number of additional law enforcement personnel needed for the event, the City of Cleveland requires the assistance of law enforcement officers in agencies outside the State of Ohio in addition to those in the State of Ohio that can commit officer assistance. Many out-of-state agencies have already offered such assistance and, in some cases, certain equipment. The Emergency Mutual Aid Compact (EMAC) enacted in R.C. 5502.40, and enacted in every other state, provides for mutual aid between the states for such events and addresses important mutual aid issues such as out-of-state officers' duties, rights, and privileges. The EMAC is activated by the Governor of the requesting state declaring a state of emergency and then requesting the assistance of other states.

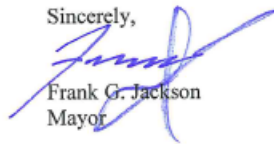
An Equal Opportunity Employer

The City of Cleveland is prepared to enter into agreements with the law enforcement agencies in the various states that will include provisions for reimbursement of certain personnel costs and travel expenses. In addition the City will be providing food and lodging for out-of-state officers.

The City respectfully requests that you declare an emergency for the limited period commencing on July 16, 2016, which is the Saturday before the commencement of the actual event, and concluding on July 22, 2016, the Friday after the anticipated conclusion of the actual event or, in the event the RNC has to be extended to complete selection of the party's candidate, the day after such conclusion. In addition, the City requests that pursuant to Article IV of the EMAC that you authorize the same arrest authorities for out-of-state officers that Cleveland Police Officers have under Ohio law.

Thank you in advance for your consideration of this request. If you have any additional questions you can contact me directly or my Chief of Government & International Affairs, Valarie J. McCall at 216-664-3544 or via email at vmccall@city.cleveland.oh.us

Sincerely,



Frank G. Jackson
Mayor

Annex F: City of Cleveland and State of Ohio EMAC MOU

Agreement between the Ohio Department of Public Safety, Ohio Emergency Management Agency, and the City of Cleveland for the Reimbursement of Emergency Management Assistance Compact (EMAC) Costs

1. Background, Parties, and Purpose

This Agreement for Reimbursement of Emergency Management Assistance Compact ("EMAC") Costs (hereinafter "Agreement") is made and entered into by and between the Ohio Department of Public Safety ("ODPS"), Ohio Emergency Management Agency ("Ohio EMA"), and the City of Cleveland ("Cleveland"), jointly referred to as "the Parties."

Cleveland is hosting the 2016 Republican National Convention ("RNC") from July 17, 2016, through July 21, 2016. Further, Cleveland is in receipt of \$49.9 million from the U.S. Department of Justice's Bureau of Justice Assistance ("BJA") to fund law enforcement activities associated with the RNC.

On February 19, 2016, Cleveland requested the Governor of Ohio to declare an emergency for the purpose of activating EMAC to bring out-of-state law enforcement personnel and resources to Cleveland for the RNC. Ohio Revised Code Section (R.C.) 5502.40 provides the terms of EMAC, which is a means of mutual assistance between states in managing any emergency or disaster declared by the governor of an affected state. Pursuant to EMAC, the state requesting assistance is responsible for costs associated with the receipt of assets through EMAC and the Executive Director of Ohio EMA is the legally designated state official in Ohio responsible for managing EMAC.

Ohio EMA is statutorily responsible for costs Cleveland will incur that are associated with out-of-state assets provided to Cleveland through EMAC, but does not have funds appropriated to cover such costs. Therefore, Ohio EMA and Cleveland agree that this Agreement is necessary to detail the conditions Cleveland must satisfy before the Governor's declaration to activate EMAC is executed, and before resources are committed to the State of Ohio through EMAC for the RNC. The Parties hereby agree to the following:

2. Authority

- A. Ohio EMA: The Executive Director of Ohio EMA, with the approval of the Director of ODPS, is authorized under R.C. 5502.22 to enter into contractual agreements for emergency management with local entities in Ohio.

- B. Cleveland: The City of Cleveland Director of the Department of Public Safety is authorized under Cleveland Ordinance No. 880.14, passed by Cleveland City Council on July 16, 2014, to enter into this Agreement.

3. Requirements Prior to the Activation of EMAC

- A. Cleveland agrees to reimburse the State of Ohio, through Ohio EMA, for all final costs associated with bringing in resources through EMAC, including all costs allowable under R.C. 5502.40. Both parties understand that the REQ-A is an estimate of such costs. Ohio EMA is the final authority on expenditure of EMAC costs. Further, Ohio EMA agrees not to charge Cleveland any administrative costs associated with EMAC.
- B. Both parties agree to comply with any and all audits associated with EMAC requests and/or spending and oversight of BJA funds as they pertain to EMAC. Both parties also agree to comply with any audit findings and potential recoveries attributed to that party's spending and oversight of the BJA dollars. This includes audits by applicable local, state, and federal agencies.
- C. In exchange for Cleveland agreeing to reimburse Ohio EMA for costs Cleveland incurs in obtaining and deploying out-of-state law enforcement personnel and resources via EMAC for use during the RNC, Ohio EMA will assist the Governor in determining whether to declare an emergency for the purpose of activating EMAC.

4. EMAC Reimbursement Process

- A. Cleveland understands the terms in this Agreement are in addition to the procedures established by Ohio EMA and EMAC for receiving assets through EMAC.
- B. If EMAC is activated, Ohio EMA agrees to confer with Cleveland prior to broadcasting the request for out-of-state law enforcement personnel and resources in order to obtain the most appropriate assistance for Cleveland for the RNC.
- C. If EMAC is activated, Ohio EMA will immediately institute procedures under R.C. 5502.40, including completion of the REQ-A and responsibility for the reimbursement process. Ohio EMA agrees not to sign a REQ-A, or any amended REQ-A, until Cleveland reviews and approves it.

D. If EMAC is activated, Cleveland agrees to grant priority to Ohio EMA for reimbursement of EMAC-related costs. Reimbursement may be through BJA funding or another funding source available to Cleveland.

5. Term and Termination

This Agreement shall go into effect upon the last signature and shall terminate upon conclusion of the EMAC reimbursement process and all applicable audits.

6. Modification; Waiver

No amendment of this Agreement will be effective unless and until it is in writing and signed by both Parties. No waiver by Ohio EMA of satisfaction of a condition or failure to comply with an obligation under this Agreement will be effective unless and until it is in writing and signed by the Director of ODPS and the Executive Director of Ohio EMA, and no such waiver will constitute a waiver or satisfaction of any other condition or failure to comply with any other obligation.

7. Counterparts

If the Parties sign this Agreement in several counterparts, each will be deemed an original but all counterparts together will constitute one instrument.

8. Governing Law

The laws of the State of Ohio, without giving effect to its principles of conflicts of law, govern all adversarial proceedings arising out of this Agreement.

9. Entire Agreement

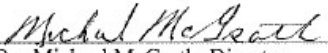
This Agreement constitutes the entire understanding between the Parties with respect to the subject matter of this Agreement and supersedes all other agreements, whether written or oral, between the Parties.

10. Severability

If any term of this Agreement is to any extent invalid, illegal, or incapable of being enforced, such term shall be excluded to the extent of such invalidity, illegality, or unenforceability; all other terms in this Agreement shall remain in full force and effect for the term of this Agreement.

IN WITNESS WHEREOF, the Ohio Department of Public Safety, Ohio Emergency Management Agency, and the City of Cleveland have caused this Agreement to be executed by their respective officers duly authorized:

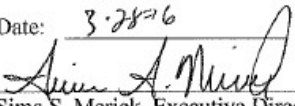
CITY OF CLEVELAND


By: Michael McGrath, Director
Department of Public Safety

Date: 3-28-16

**OHIO DEPARTMENT OF PUBLIC
SAFETY, OHIO EMERGENCY MANAGEMENT
AGENCY**


John Born, Director
Ohio Department of Public Safety

Date: 3-28-16

Sima S. Merick, Executive Director
Ohio Emergency Management Agency

Date: 3.29.16

Annex G: Ohio Governor's Emergency Declaration



JOHN R. KASICH
GOVERNOR
STATE OF OHIO

PROCLAMATION

WHEREAS, the City of Cleveland, Ohio, is hosting the 2016 Republican National Convention (RNC) from July 17, 2016, through July 21, 2016; and

WHEREAS, the United States Department of Homeland Security may designate an event as a National Special Security Event (NSSE) if it determines, after considering a number of factors, that the event requires greater security operations. Such factors include, in part, whether the event: has historical, political or symbolic significance; will generate a large number of attendees or participants; includes national or foreign dignitaries; and/or has the requisite available state and local resources; and

WHEREAS, the United States Department of Homeland Security has designated the 2016 RNC as an NSSE; and

WHEREAS, the City of Cleveland is responsible for the security of areas impacted by the 2016 RNC; and

WHEREAS, the City of Cleveland is dedicated to ensuring a safe environment for attendees, participants, dignitaries, and the general public; and

WHEREAS, due to the large number of additional law enforcement personnel and resources needed for the 2016 RNC, the City of Cleveland requires the assistance of law enforcement agencies outside of the State as Ohio, as well as those within the State, to commit personnel and resources; and

WHEREAS, host cities of past political conventions have enlisted out-of-state law enforcement agencies to assist with security operations in preparing for and responding to such events; and

WHEREAS, Ohio is a party state to the Emergency Management Assistance Compact (EMAC), a state-to-state mutual aid agreement adopted in Ohio law at Ohio Revised Code Section 5502.40, which allows EMAC to be activated if the Governor declares an emergency. Activation of EMAC will allow the Ohio Emergency Management Agency (EMA) to secure the additional law enforcement personnel and resources that Cleveland determines are necessary to prepare for and respond to the 2016 RNC, and to address the needs of the City of Cleveland in developing and implementing a seamless security plan; and

WHEREAS, the City of Cleveland has requested that the Governor declare a state of emergency for the purpose of activating EMAC to assist with the RNC.

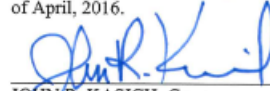
NOW, THEREFORE, I, John R. Kasich, Governor of the State of Ohio, hereby declare a state of emergency in the City of Cleveland and any surrounding areas where law enforcement will be supporting the 2016 RNC, for the time period expressed below, justifying the authorization of such personnel and resources of state departments and agencies as are necessary, in accordance with Sections 5502.22 and 5502.28 of the Ohio Revised Code, to assist the City of Cleveland in protecting the lives, safety, health, and property of its visitors and citizens; and

FURTHER, that in order to locate and procure necessary law enforcement personnel and resources from other states in advance of the 2016 RNC, I hereby request the Ohio Department of Administrative Services to suspend, purchasing and contracting requirements for EMA pursuant to Section 125.061 of the Ohio Revised Code; and

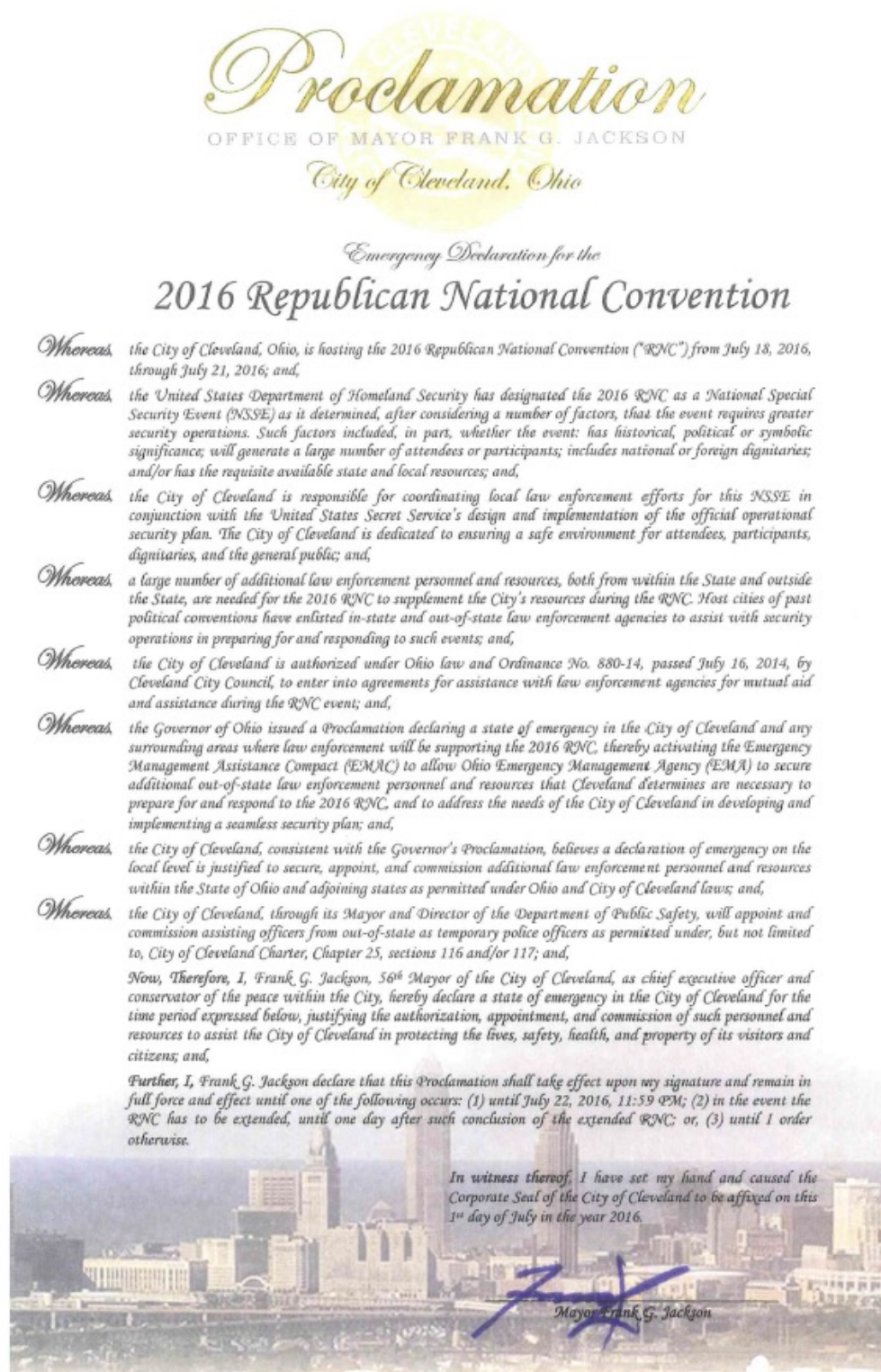
FURTHER, that this Proclamation does not require the implementation of the Ohio Department of Administrative Services Directive HR-D-11 (dated October 6, 2011) or the Ohio Department of Administrative Services' "Weather (Public Safety) Procedure" (revised May 2010). Accordingly, classified and unclassified exempt state employees' obligation to travel to and from work is not to be limited as a result of this Proclamation; and

FURTHER, that this Proclamation shall take effect upon my signature and remain in full force and effect until one of the following occurs: (1) until July 22, 2016; (2) in the event the RNC has to be extended, until one day after such conclusion of the extended RNC; or (3) until I order otherwise.

IN WITNESS WHEREOF, I have
hereunto subscribed my name at
Columbus, Ohio, on the 5th day
of April, 2016.


JOHN R. KASICH, Governor

Annex H: City of Cleveland Emergency Proclamation



Annex I: Glossary of Terms

Assisting State - An Assisting State is any EMAC Member State providing assistance to another Member State requesting aid using the EMAC Request for Assistance (REQ-A) process. Once a Member State duly executes the REQ-A with a Requesting State that Member State is referred to as an Assisting State until the terms of the REQ-A have been completed and the resources being provided have been released and demobilized.

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.

Advance-Team (A-Team) - An A-Team normally consists of two persons from any Member State who are knowledgeable about and prepared to implement EMAC procedures in their own state or any other Member State. 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. The A-Team assists the Requesting State with requests for assistance, tracks the location and status of the assistance accepted and deployed to the Requesting State's locations, and assists the deployed personnel as needed and required while they are deployed. The A-Team is the primary point-of-contact for requesting and acquiring assistance provided under EMAC.

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 or other important information 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 EMAC website.

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.

EMAC – The Emergency Management Assistance Compact, an interstate agreement that 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 need 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 and Standard Operating Procedures and the Field Guide, is maintained in a current state of readiness. The ETF is comprised of the chair, chair-elect, immediate past-chair, a state representative from each federal region, three at-large members, and NEMA staff.

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. See definition of the Requesting and Assisting State used when denoting EMAC Member State's roles during activation of the EMAC.

Lead State Representative (LSR) – A member of the EMAC Executive Committee 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 non-voting member to the EMAC ETF.

Mission – A mission under EMAC becomes an official mission once all appropriate sections of the REQ-A have been duly executed by the Authorized Representatives of the Requesting and Assisting State(s).

Mission Ready Package (MRP) – A specific response and recovery capability that is organized, developed, trained and exercised prior to an emergency or disaster.

National Coordinating State (NCS) – is the initial point of contact for EMAC operational activities. The NCS monitors potential and actual emergency events nationwide and is prepared to support states with EMAC needs on short notice by swiftly coordinating with Authorized Representatives and Designated Contacts. The NCS recruits the other operational coordination components for deployment and interfaces with the EMAC Program Director during an event. The NCS serves the operations coordination function in the overall EMAC governance structure, as it oversees all EMAC response and recovery operations and ensures that operational procedures are followed, that coordinating teams are adequately staffed, and that timely deployment status reports are issued. The NCS also coordinates with Executive Task Force members, the EMAC Committee Chair, and NEMA staff to resolve policy and procedural issues during the activation and implementation of EMAC functions.

National EMAC Liaison Team (NELT) - serves a liaison function in the EMAC governance structure to keep the federal government aware of state EMAC operations so that duplication of activities is avoided.

The NELT—which includes both emergency management and National Guard Bureau personnel—interfaces with the NCS, A-Teams, NEMA, and any Regional EMAC Liaison Teams. The NELT may not actively request resources from other states.

National Response Coordination Center (NRCC) – This 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 counter-parts 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. NIMS established a national standard methodology for managing emergencies and ensure seamless integration of all local, state and federal forces into the system.

National Response Framework (NRF) – The NRF establishes the national framework for domestic incident management in accordance with Homeland Security Presidential Directive-5.

Operations Manual and Standard Operating Procedures – These are the written standardized process 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. This manual sets forth the terms of the EMAC agreement and establishes the EMAC procedures that all Member States are to follow.

Resource Provider (RP) – Any local government political sub-division, organization, or state agency of a Assisting State, other than the state emergency management organization, that is providing an EMAC requested resource on behalf of the Assisting State to fulfill an official EMAC REQ-A mission requirement. (Must be temporary agents of the state inclusive of private sector resources.)

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 federal region or multiple states in multiple regions, FEMA may request that an RELT be deployed to the federal Regional Operations Center (ROC) to coordinate with A-Teams deployed to Requesting States. The RELT supports the A-Teams within their Area of Operations (AO) but does not directly acquire resources from other Member States without approval of the NCG. 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 federal region. The RRCC usually stands-down once a Joint Field Office is operational in the affected state(s) within the 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 REQ-A and in accordance with the EMAC.

Reimbursement (R-1) 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 REQ-A(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 is included in Section V: Appendix G.

Reimbursement (R-2) 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 is included in Section V: Appendix G.

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.

Request for Assistance (REQ-A) Form - The EMAC Request for Assistance (REQ-A) 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 REQ-A becomes a legally binding agreement between the Requesting and Assisting State(s) under EMAC. A copy of the REQ-A Form is enclosed in Section V: Appendix G and is found at www.emacweb.org.

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 an A-Team and posted on the EMAC website. It 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.