

MISSISSIPPI COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (CEMP)

Mutual Aid Support Annex

Coordinating and Primary Agency

Mississippi Emergency Management Agency (MEMA)

Support Agencies

All Local, Tribal, and State Agencies, Departments, and Commissions

Federal Coordinating Agency

Department of Homeland Security (DHS)

Federal Emergency Management Agency (FEMA)

Federal Support Agencies

All federal agencies

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Mutual Aid Support Annex

1. INTRODUCTION. Mutual aid agreements establish the terms under which one party provides resources — personnel, teams, facilities, equipment, and supplies — to another party. Because most jurisdictions do not maintain sufficient resource levels to handle extreme events independently, mutual aid agreements provide a means for jurisdictions to augment their resources when needed for high-demand incidents.

Mutual aid agreements can support all mission areas, be established before, during, or after incidents, and be between all levels of government, non-governmental organizations (NGOs), and the private sector. Mutual aid does not include direct Federal assistance or Federal response assistance provided under other department-/agency-specific authorities.

This Mutual Aid Support Annex to the Mississippi Comprehensive Emergency Management Plan (CEMP) provides the overarching framework through which coordinated and expedient intrastate and interstate mutual aid operations will be conducted in response to a State of Emergency (SOE), Presidential Emergency, or Disaster Declaration.

a. Purpose. The purpose of this Annex is to provide an overview of the mutual aid management functions, roles, and responsibilities of local, State, and tribal governments when operating in accordance with the CEMP.

b. Scope. When the Mississippi Emergency Management Agency (MEMA) State Emergency Operations Center (SEOC) is activated due to an emergency or incident, it becomes the coordinating center for Mutual Aid Requests. Organizations requesting mutual aid will follow the guidelines contained herein and the policies and procedures outlined in the Statewide Mutual Aid Compact (SMAC) and Emergency Management Assistance Compact (EMAC).

2. MUTUAL AID TERMINOLOGY. The following is a list of commonly used mutual aid terms throughout this document or common to multiple functional areas. Additional items can be found below in mission-specific sections.

a. State of Emergency. An SOE is a situation in which the Governor is empowered to put through policies that it would typically not be permitted to do for the safety and protection of its citizens. The Governor can declare such a state during a natural disaster, civil unrest, armed conflict, medical pandemic or epidemic, or other biosecurity risks. An SOE is required for MEMA to initiate EMAC activity.

b. Executive Order. In the State of Mississippi, an Executive Order (XO) issued by the Governor is required to activate the Mississippi National Guard (MSNG). If a potential or actual

incident warrants the use of the MSNG, the Executive Director of MEMA will request an XO in addition to the SOE.

c. Mission Assignment. An MA is an intrastate work order issued by MEMA to another state, county, or municipal agency directing the completion of a specified task and citing funding, other managerial controls, and guidance. MEMA MAs will not typically be issued to state agencies to perform statutory or regulatory functions during emergencies.

d. Statewide Mutual Aid Compact (SMAC). SMAC began in 1995 by MEMA to provide more effective use of resources in times of disaster. The SMAC provides a way for cities and counties to request and receive help from each other when local resources (personnel, assets, and equipment) are exhausted. SMAC provides a mechanism for assistance from different parts of the State. It addresses the issues of liability, compensation, direction, and control uniformly. SMAC allows compact members to have a mutual aid agreement with the State and other compact members.

e. Emergency Management Assistance Compact (EMAC). EMAC is a national interstate mutual aid agreement that enables States to share resources during a disaster once the Governor declares an SOE. Since the United States Congress ratified EMAC in 1996, becoming Public Law 104-321, EMAC has grown to become the Nation's premier system for providing mutual aid through operational procedures and protocols validated through experience. MEMA is the authorized signatory for the State of Mississippi and is responsible for the administration of EMAC.

f. Interlocal Agreements. Interlocal Agreements are mutual aid agreements between local jurisdictions designed to provide support for limited periods and are typically focused on specific requirements.

g. Local Interstate Reciprocal Agreements. Local Interstate Reciprocal Agreements are agreements between local and out-of-state jurisdictions. This authority was granted to local jurisdictions during the 2006 Regular Session of the Mississippi State Legislature § 33-15-19(b).

h. Mission Ready Packet (MRP). Mission Ready Packets (MRP) are defined as specific response and recovery capabilities that are organized and developed prior to an emergency or disaster. An MRP is a spreadsheet-type document that lists personnel and assets and authorizes mission support activities. MRPs are used in the MEMA Mutual Aid Program for EMAC and Mission Assignment authorization packets.

i. Pre-Scripted Mission Ready Packet. A pre-scripted MRP is a preliminary cost estimate developed before an incident to expedite the processing of a Mission Assignment (MA) once it is

required. Pre-scripted MRPs may be used as a starting point in creating an MA but are not approved MAs and should be adapted to the specific requirements of the incident. A final MA developed from pre-scripted MRPs must be completed in accordance with all MA process requirements.

j. R-2 Reimbursement Packet. The R-2 Reimbursement Packet is a spreadsheet-based document used to summarize the costs of all assistance requested and provided by an agency, county, or municipality within the State providing assistance and requesting reimbursement within the MEMA Mutual Aid Program.

k. Joint Reception, Staging, Onward Movement, and Integration (JRSOI). Joint Reception Staging Onward Movement and Integration (JRSOI) is a formal administrative and logistical process of deploying and redeploying resources. In the event MEMA requests assistance for a large-scale operation, the incoming resources may need to be processed through a JRSOI site to expedite successful forward movement and integration into the incident response.

3. SITUATION AND ASSUMPTIONS.

a. Situation. The State of Mississippi is divided into many different regions, as determined by climate and physiography. These regions face different threat levels of hazards related to these criteria. Such events include, but are not limited to, hurricanes, floods, earthquakes, and tornadoes. Each one of these events could overwhelm a jurisdiction to the point of requiring some type of mutual aid or assistance.

In an emergency, the Governor's Declaration of an SOE implements the CEMP. The Executive Director of MEMA exercises overall direction and coordination of emergency and disaster planning and operations. When the CEMP is implemented, the SEOC is activated and functions as a Multi-Agency Coordination Center (MACC). The management of mutual aid operations is a key function of the SEOC.

b. Assumptions. Several assumptions must be made concerning implementing mutual aid within the State. While the following list is relatively comprehensive, it should not be considered all-inclusive.

(1) A catastrophic incident may occur with little or no advance notice.

(2) Emergencies often overwhelm local government capability, requiring the use of intrastate mutual aid.

(3) Local governments will not have the funding to support mutual aid and depend on the State to front or guarantee the reimbursement of mutual aid costs.

(4) State resources may be overwhelmed, requiring the use of interstate mutual aid.

(5) Emergencies may transcend jurisdictional boundaries.

(6) Multiple events may occur simultaneously or following the initial incident that would adversely affect the availability of resources, personnel, and commodities for a response effort.

(7) Coordination is essential for maximum use of available resources and commodities.

(8) Governmental coordination is essential for the protection of lives and property.

4. POLICIES AND PROCEDURES. State emergency management mutual aid is conducted primarily within the SEOC. The mutual aid management function is an element of Emergency Support Function (ESF) #5 (Emergency Management) and is coordinated by the Mutual Aid Coordinator of the Operations Sections.

The authority to plan, coordinate, and render or request mutual aid is vested in the Emergency Management Law, Mississippi Code Ann. § 33-15 (1972). Details concerning mutual aid can be found in Mississippi Code sections § 33-15-15, § 33-15-17, § 33-15-19, and § 33-15-307. Further guidance is available in MEMA Policy Letter 23-01.1 Mission Assignment Policy and the MEMA Mutual Aid Standard Operating Procedures (SOP). See section 5. *Authorities and References* for additional information.

Mutual Aid program policies and procedures include, but are not limited to:

a. An SOE issued by the Governor (of the requesting State) is required to process EMAC requests.

b. An SOE is required for MEMA to issue an MA.

c. An XO issued by the Governor is required to activate, issue, and reimburse an MA to the MSNG.

d. The MSNG does *not* need an XO for EMAC deployments.

e. MEMA coordinates and processes emergency management mutual aid activities for the State of Mississippi.

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f. All mutual aid resources deployed to or from Mississippi are required to operate in accordance with the National Incident Management System (NIMS) and the Incident Command System (ICS).

g. As the Governor's Authorized Representative (GAR), the MEMA Executive Director is Mississippi's EMAC, SMAC, and Mission Assignment Authorized Representative. The GAR may delegate authority to an Alternate Governor's Authorized Representatives (AGARs) as assigned.

h. The MEMA Office of Response, Mutual Aid Coordinator, is responsible for the MEMA Mutual Aid Program.

i. The Operations Section Chief (OSC) will appoint a Mutual Aid Coordinator. An Operations Officer will fill the position as an Additional Duty Appointment (ADA).

j. The MEMA Mutual Aid Program and Coordinator have purview over the EMAC, SMAC, JRSOI, and Mission Assignment Programs.

k. The MEMA Office of Public Assistance and Office of Finance and Accounting have review and approval authority for mutual aid reimbursement packets.

l. The MEMA Mutual Aid program is a paperless program. This includes all base documents and supporting documentation, such as receipts, payroll registers, and photographs.

5. CONCEPT OF OPERATIONS. Mission assignments, SMAC, and EMAC are the primary methods of obtaining mutual aid. Other mutual aid compacts exist, most dealing with specific functional areas. These functional mutual aid systems will occasionally be utilized in place of SMAC or EMAC. Examples include the Rural Water Emergency Assistance Compact (rWEAC), and the Southeastern Interstate Forest Fire Protection Compact.

All local, tribal, and State entities engaging in mutual aid compacts are highly encouraged to discuss and/or coordinate efforts with the MEMA Mutual Aid Coordinator before soliciting requests for support. The MEMA Mutual Coordinator can provide invaluable insight into legal and financial considerations as well as pre-deployment, deployment, and demobilization guidance.

a. Mission. MEMA coordinates intrastate and interstate mutual aid operations within the State according to the CEMP to save lives, minimize human suffering, and restore state and local government operations to pre-disaster conditions.

b. Execution. All mutual aid activities expecting a reimbursement must be coordinated with MEMA *before* initiating any activities, solicitations, or offers. Failure to do so may place

reimbursement of expenses in jeopardy. Mutual Aid operations will be coordinated and managed by the MEMA Mutual Aid Coordinator within the SEOC. The mission assignment, SMAC, and EMAC processes have specific requirements that must be followed before, during, and after a deployment. Please refer to the MEMA Mutual Aid Coordinator and SOP for definitive guidance *before* engaging in mutual aid activities.

(1) MRPs and R-2s. MRPs and R-2 are required for virtually all mutual aid activities. Ensure coordination with the MEMA Mutual Aid Coordinator to obtain the MEMA MRP and R-2 forms or validate other versions used by out-of-state supporting entities.

(2) Mission Assignments (MA). MEMA may issue MAs in anticipation of, or response to, a State of Emergency or major disaster. MAs allow for deployment, employment, and assistance from the full range of State resources to support disaster needs when required.

(3) Intrastate Mutual Aid. Intrastate mutual aid will be coordinated in accordance with the SMAC. The purpose of this agreement is to provide mutual assistance between participating parties within the State. The mutual aid provisions under this agreement require an Emergency or Disaster Declaration by the governing authority of any political subdivision participating in the compact. This agreement also provides for reimbursement of costs by the requesting party to the assisting party.

(4) Interstate Mutual Aid. Interstate mutual aid will be coordinated in accordance with the EMAC. EMAC is administered nationally by the National Emergency Management Association (NEMA). The purpose of this compact is to provide mutual aid between member States. The provision of mutual assistance under this compact requires an SOE declaration by the Governor of the requesting State. This agreement also provides for reimbursement of costs by the requesting State to the assisting State.

For more information on the mutual aid processes utilized by the State, see the MEMA Mutual Aid Coordinator.

c. Organization.

(1) Mutual Aid Coordinator. The Mutual Aid Coordinator, located in the Office of Response, coordinates intrastate and interstate mutual aid. The Mutual Aid Coordinator is a member of the General Staff, works in coordination with the Logistics Section Chief (LSC), and reports to the OSC.

(2) Logistics Section. The Logistics Section in the SEOC is charged with coordinating and controlling the logistics management system during an operational period, including mutual aid. The LSC is a member of the General Staff.

(3) Emergency Management Assistance Compact Advance-Team (A-Team). An EMAC A-Team coordinates interstate mutual aid. The team will generally consist of 2-3 State personnel and possibly another 2-3 personnel from other States to staff and support the SEOC as follows:

(a) Team Leader. The Team Leader will serve as the primary or alternate EMAC Designated Contact (DC) during an operational period. This person will staff the EMAC desk in the SEOC, serve as the primary advisory and liaison for EMAC with ESF representatives and other SEOC staff, receive and process requests for assistance, including obtaining the required approval of each REQ-A by a MEMA Authorized Representative (AR) and will monitor and track all resources provided by other states.

(b) Mississippi National Guard Liaison. Trained in EMAC operations, the MSNG Liaison works with the EMAC A-Team during each operational period and will provide subject matter expertise on National Guard matters. They will work directly with the National Guard staff of other states regarding the identification and coordination of National Guard resource support via EMAC as necessary. They will also assist with coordinating reception, staging, and re-deployment of the National Guard from other states assisting Mississippi under EMAC.

(c) EMAC A-Team Members. Two to four team members will support the SEOC EMAC Team Leader per operational period. Essential tasks performed by the team include establishing and maintaining administrative records, preparing and dispatching EMAC broadcasts via the EMAC Operating System (EOS), preparing and disseminating EMAC daily Situation Reports, coordinating the deployment of resources from other states to Mississippi, monitoring the welfare of resources while employed, coordinating re-deployment of resources when their task is completed, and assisting MEMA Office of Finance and Accounting with the reimbursement process.

d. Preparedness.

(1) Pre-Event Designation and Training of the EMAC A-Team. A cadre of personnel should be identified, designated, and trained to function as an EMAC A-Team within the SEOC. Two Type IV A-Teams should be maintained at all times.

(2) Pre-Event SMAC Agreement. The annual agreement between MEMA and the Mississippi Civil Defense Emergency Management Association (MCDEMA) specifies that

MCDEMA will staff the MCDEMA desk in the SEOC. When activated, MCDEMA will coordinate and manage intrastate mutual aid in support of the Mutual Aid and Logistics Sections of the SEOC.

(3) State Resource Inventory. MEMA will establish and maintain an inventory of human and material resources in accordance with EMAC Articles of Agreement, specifically Article III – Party State Responsibilities as contained in the EMAC Operations Manual. MEMA will utilize the Mutual Aid Support System (MASS) to catalog all MRPs of local and State government resources. Resources should be typed according to NIMS typing standards when possible. The Mutual Aid Coordinator will provide training on how to use the MASS system and how to fill out an MRP.

(4) Request for EMAC A-Team Support. During an SOE-declared event, the designated EMAC A-Team would be activated in the Office of Response. The number of persons requested will vary depending on the event’s severity.

(5) EMAC Training. A Training and Exercise Program should be developed and adhered to maintain a qualified A-Team. Training will consist of an annual sandbox event administered by the MEMA Mutual Aid Coordinator.

e. Responsibilities.

(1) Local. The Director of the county or tribal Emergency Management Agency (EMA) or their respective representative may request assistance directly from another participating party by contacting that party through the SMAC process. The requests may be verbal, in writing, or through the use of WebEOC.

(2) State. The Executive Director of MEMA will request EMAC assistance after all in-state resources have been exhausted and the Governor’s SOE has been declared. MEMA will employ the Mutual Aid Coordinator to prepare all necessary documentation for prompt and effective utilization of resources through the EMAC request process.

(3) ESF Support Agencies. See the table starting on the next page.

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Agency	Functions
Mississippi Military Department (MMD)/Mississippi National Guard (MSNG)	<ul style="list-style-type: none"> • Provide necessary military resources to other states per EMAC request based on availability; • Prepare and submit MRPs; • Other duties as deemed appropriate based on the incident;
Mississippi State Department of Health (MSDH)	<ul style="list-style-type: none"> • Provide necessary resources to other states per EMAC request based on availability; • Prepare and submit MRPs; • Other duties as deemed appropriate based on the incident;
Mississippi Department of Environmental Quality (MDEQ)	<ul style="list-style-type: none"> • Provide necessary resources to other states per EMAC request based on availability; • Prepare and submit MRPs; • Other duties as deemed appropriate based on the incident;
Mississippi Forestry Commission (MFC)	<ul style="list-style-type: none"> • Provide necessary resources to other states per EMAC request based on availability; • Prepare and submit MRPs; • Other duties as deemed appropriate based on the incident;
Mississippi Department of Wildlife, Fisheries, & Parks (MDWF&P)	<ul style="list-style-type: none"> • Provide necessary resources to other states per EMAC request based on availability; • Prepare and submit MRPs; • Other duties as deemed appropriate based on the incident;
Mississippi Department of Public Safety (MDPS) MDPS cont.	<ul style="list-style-type: none"> • Provide necessary resources to other states per EMAC request based on availability; • Prepare and submit MRPs; • Other duties as deemed appropriate based on the incident;
Mississippi Department of Marine Resources (MDMR)	<ul style="list-style-type: none"> • Provide necessary resources to other states per EMAC request based on availability; • Prepare and submit MRPs; • Other duties as deemed appropriate based on the incident;

Agency	Functions
All Other State Agencies	<ul style="list-style-type: none"> • Provide necessary resources to other states per EMAC request based on availability; • Prepare and submit MRPs; • Other duties as deemed appropriate based on the incident;

6. AUTHORITIES AND REFERENCES. The procedures in this Mutual Aid Support Annex are built on the core coordinating structures of the CEMP and references listed below. The specific responsibilities of each department and agency are described in the respective ESF, Support, and Incident Annexes, internal agency plans, policies, and procedures. See the CEMP Base Plan, SEOC Operations Section, or the MEMA Mutual Aid Coordinator for a comprehensive list of Authorities and References.

- a. Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, 42 U.S.C. 5121 et seq., and Related Authorities
https://www.fema.gov/sites/default/files/2020-03/stafford-act_2019.pdf
- b. Public Law 98-473, Emergency Federal Law Enforcement Assistance Act, October 1984
<https://uscode.house.gov/view.xhtml?path=/prelim@title34/subtitle5/chapter501&edition=prelim>
- c. United States Code, Title 18, Section 1385 (Posse Comitatus Act)
<https://www.govinfo.gov/app/details/USCODE-2011-title18/USCODE-2011-title18-partI-chap67-sec1385>
- d. Public Law 104-321, October 1996 (EMAC)
[Public Law 104-321, October 1996](#)
- e. Mississippi Code of 1972, Title 33, Chapter 15, Emergency Management and Civil Defense
[Mississippi Code of 1972, Title 33, Chapter 15](#)
- f. Mississippi Code of 2018, Title 45, Chapter 18 Emergency Management Assistance Compact (EMAC)
[Mississippi Code of 2018, Title 45, Chapter 18](#)
- g. National Incident Management System, Third Edition, October 2017
<https://www.fema.gov/media-library/assets/documents/148019>

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- h.** National Preparedness Goal, Second Edition, September 2015
<https://www.fema.gov/media-library/assets/documents/25959>
- i.** National Response Framework, Fourth Edition, October 2019
https://www.fema.gov/sites/default/files/2020-04/NRF_FINALApproved_2011028.pdf
- j.** FEMA Developing and Maintaining Emergency Operations Plan, Comprehensive Preparedness Guide (CPG) 101, Version 3.0, September 2021
https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-developing-maintaining-eops.pdf
- k.** FEMA National Incident Management System Guideline for Mutual Aid, November 2017
https://www.fema.gov/sites/default/files/2020-07/fema_nims_mutual_aid_guideline_20171105.pdf
- l.** State of Mississippi Comprehensive Emergency Management Plan
[MEMA Downloads](#)/State Plans
- m.** MEMA Response Framework, March 2021
[MEMA Downloads](#)/MEMA Publications
- n.** MEMA Joint Reception, Staging, Onward Movement, and Integration Plan, January 2023
[MEMA Office of Response/JRSOI](#)
- o.** MEMA Policy Letter 23-01.1 Mission Assignment Policy, May 2023
[MEMA Documents/Policy Letters](#)
- p.** MEMA Mutual Aid Standard Operating Procedures, October 2023
[MEMA Documents/Office of Response/Mutual Aid Program](#)

The MEMA reference repository, containing the CEMP base plan, associated annexes, appendices, and other supporting documents, can be found at [MEMA Downloads](#).

Most Mississippi emergency management stakeholders have access to the MEMA Downloads site. However, non-registered stakeholders may access the repository by submitting an e-mail request to preparedness@mema.ms.gov.

7. REVIEW AND MAINTENANCE. This Annex will be continuously reviewed and exercised to evaluate the State's and political subdivisions' ability to execute response and recovery operations and support tribal and local emergency management agencies. Directors of primary

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state agencies are responsible for maintaining SOGs, SOPs, checklists, internal plans, and resource data to ensure a prompt and effective response to a disaster in support of this Annex. For training purposes and exercises, the MEMA Executive Director may activate this Annex as deemed necessary to ensure high operational readiness.

MEMA will revise this Annex on a biennial basis. The revision will include testing, reviewing, and updating the document and its procedures. This Annex will be updated every two years, or as necessary, to incorporate new presidential or State directives, legislative changes, and procedural changes based on lessons learned from exercises and actual incidents. This Annex will be rewritten every four (4) years.

MEMA coordinates updates, modifications, and changes to the Annex. Heads of state agencies with ESF coordinator responsibility will periodically provide information regarding changes with available resources, personnel, and operating procedures. Recommended changes will be submitted to MEMA for approval and distribution. Submit recommendations via e-mail to preparedness@mema.ms.gov.

This Annex applies to all state agencies, state boards, state commissions, and state departments assigned emergency responsibilities and to all elements of local government in accordance with current law and Executive Orders (EOs).