



Federal Democratic Republic of Ethiopia
Ministry of Peace
National Disaster Risk Management Commission

Multi-Agency Coordination (MAC) Group Guide

2nd Version - May 2019



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1. Introduction

The Ethiopia National Incident Management System (NIMS) establishes a uniform set of processes and procedures that emergency responders at all levels of government can use to conduct disaster response operations. It comprises the three interrelated emergency management concepts Multi-Agency Coordination (MAC), Emergency Coordination Center (ECC) and Incident Command System (ICS), which all make up the National Incident Management System (NIMS).

NIMS components are outlined in the National DRM Policy, and should be implemented at all levels of government (Federal, Region, Zone, Woreda) and across sectors. It is up to these different administrative levels to contextualize and implement the NIMS components, including training, guidance documents, and operationalization. NDRMC, as the lead agency for coordination and the leading NIMS experts, will remain available to support other line ministries, Regions, Zones, Woredas, or non-government stakeholders in implementing NIMS.

As a component of NIMS, the multiagency coordination system is essential for effective integration and coordination of multi-hazard disaster response and management. Multi-agency Coordination (MAC) is a system that provides the architecture to support coordination for incident prioritization, critical resource allocation, communication system integration, and information management. MAC systems assist organizations responding to disasters. The elements of a MAC system include facilities, equipment, personnel, procedures, and communications, including the most commonly used elements Emergency Coordination Center (ECC), Incident Command System (ICS), and MAC Group. This document will only discuss MAC Group, ECC and ICS are further detailed in the respective guides ECC Operational Guide and ICS operational Guide.

1.1. Purpose

The purpose of the NDRMC MAC Guide is to establish basic agreed upon principles and procedures for the implementation of the Multi-Agency Coordination Group at the Federal Level. Federal ministries are mandated through the DRM Policy to participate in MAC as appropriate, given the nature and extent of the disaster. Moreover, MAC activities shall incorporate NGOs, UN agencies, and other entities as deemed necessary. This guide is designed to provide direction to the Government during times of emergency or disaster how to lead the MAC Group to support ECC and ICS system activations at the National, Regional, Zone, or Woreda.



1.2. Scope

A MAC system incorporates facilities, information systems, internal and external communication systems, inter-agency and inter-governmental mutual aid agreements, common procedures, terminology, training and qualifications, all integrated into a common operating system that ensures effective inter-agency and inter-jurisdictional coordination. Therefore, this guide will discuss one of the elements of the MAC system, the MAC Group - its function, purpose, membership and organization.

The guide includes activation procedures and the processes used to evaluate incidents with regard to resource allocation and the situation status reports and general information-sharing necessary to support the MAC's decision process. Other items discussed include roles and responsibilities and support requirements. Most importantly, this guide establishes common processes and procedures to ensure that information sharing and incident evaluation processes are consistent.

1.3. Authority

This guide is formulated under the authority of the National Disaster Risk Management Commission.

1.4. Mission

The mission of a MAC Group is to provide a mechanism to support field ICS decision-making and ECC coordination with policy-level decision-making around resource allocation, incident prioritization, information management, and overall guidance.

1.5. Importance of the MAC Guide

This guide is developed to ensure the MAC Group is organized and facilitated to maximize response capacity and minimize duplication of efforts. The fundamentals outlined within this guide can be used at any administrative level, National, Regional, Zonal, Woreda, or Kebele, and incorporates the important role that both government and non-government agencies play within the MAC system.

1.6. Recognition

This MAC Guide was written with technical assistance from the US Forest Service and the generous financial support of USAID.



2. MAC Group Functions

The MAC Group functions as strategic and policy support through decision-making, coordination of scarce resources, sharing information, implementing coordinated strategic policies to prevent, and/or mitigate a disaster. In order to accomplish this objective the MAC groups must establish a common operating plan that will effectively guide coordination efforts at community, woreda, zonal, regional, or federal levels.

At the federal level there is one MAC Group, the Strategic MAC (S-MAC) and is responsible for establishing federal-level priorities for disaster response, allocating critical resources based on established priorities, implement and establishing communication practices, ensuring information coordination internally and externally, and overseeing an after-action review and follow-up.

Roles and Responsibilities for the Strategic MAC Group include:

- Approve the strategic and comprehensive emergency response plans.
- Evaluate disaster situation status reports and resource status reports, as provided by the ECC.
- Make strategic decisions to support emergency response.
- Obtain and coordinate resources from multiple ministries/support organizations as requested by the ECC.
- Develop and set policy guidance.
- Approve regional disaster impact priorities and overall strategies for emergency response.
- Oversight of the overall federal response operations.
- Ensure information sharing/coordination both horizontally and vertically.
- Facilitates the disaster declaration process at the federal level.
- Enhance Federal disaster assistance efforts.

2.1. MAC Group Administrative Activities

NDRMC supports the S-MAC as the MAC Group Coordinator, and performing the following duties:

- Maintain all MAC system components (facilities, equipment, personnel, procedures, guides, and communications)
- Coordinate and conduct NIMS training, which includes subjects related to MAC
- Develop and maintain forms and documents
- Provides MAC Group facilitation



- Provide secretarial and clerical support
- Ensure that after-action reviews are conducted, and continue to test and improve systems through exercises and ongoing evaluation
- Provide support to Federal ECC or other administrative levels of government in their MAC system development and function.

NDRMC performs key roles in multi-agency coordination, and is the focal body for scheduling MAC Group meetings, notifying members, facilitates meetings, and other coordination activities. NDRMC provides the MAC group chair for the Strategic MAC; prepares and maintain records generated during coordination efforts, and distributes decision documentation to members.

2.2. Resource Management

The S-MAC plays a critical role in resource management, allocating critical resources and prioritizing scarce resources. This coordination is part of the large resource management system from the field level Incident Command Post, through the Zone and Region, to the Federal ECC.

As outlined in the National DRM Policy, decentralization is key to efficient and effective resource management, including rapid resource needs identification and deployment. Figure 1. NIMS Resource Management outlines the process flow for resource requests between the Woreda, Zone, Region, and Federal administrative levels.

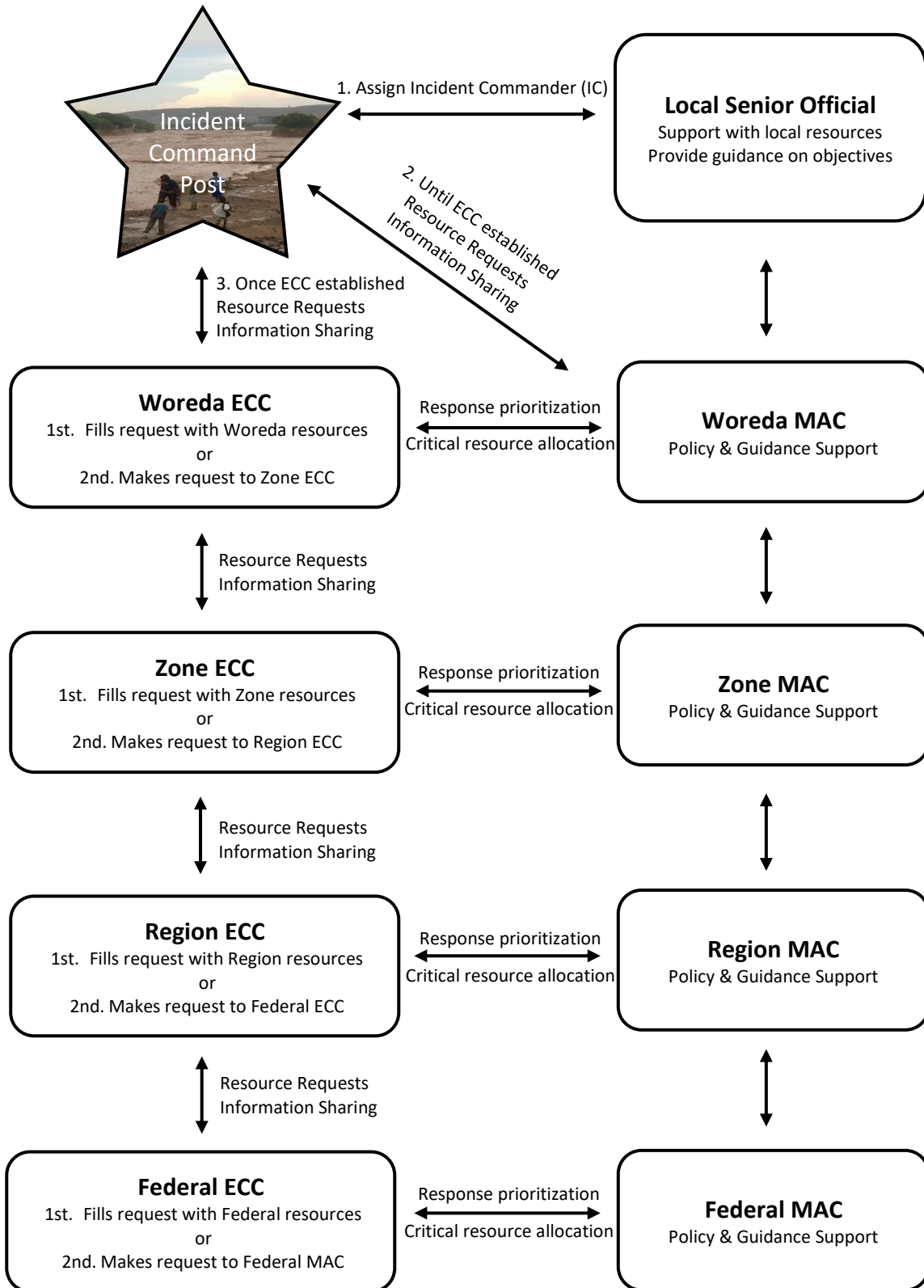


Figure 1. NIMS Resource Management



3. MAC Group Membership and Organization

S-MAC Group members include Ministers, Agency heads or their appointed representative, UN agencies and NGOs. Member agencies often support any emergency that may occur in the designated area or may be significantly impacted by the shortage of resources. There are two types of MAC Group membership. The first, “Permanent Membership”, are those agencies involved in most responses and/or those that have a lead role as outlined in the DRM Policy. Second are “As Needed” agencies, those that may provide a particular subject matter expertise on a policy or technical issue, and are invited to participate in MAC Group meetings as needed. All MAC Group representatives must have delegated authority to represent their agency to:

- Decide on incident priorities.
- Establish and agree on resource allocation priorities.
- Commit resources for emergency response (ex. funds, personnel, equipment, supplies).

S-MAC Permanent Membership:

- Ministry of Agriculture
- Ministry of Defense
- Ministry of Education
- Environment, Forest and Climate Change Commission
- Ministry of Health
- Ministry of Mines and Petroleum
- Ministry of Peace
- Ministry of Transport
- Ministry of Water, Irrigation and Energy
- Ministry of Urban Development and Construction
- Federal Police Commission
- UN Humanitarian Coordinator/Resident Coordinator
- UN Agencies Representative (OCHA, UNICEF, WFP, IOM, WHO, FAO, UNFPA and UNHCR)
- NGOs representative (CRS, SCI, CARE, IRC, ERCS, GOAL, ICRC, and WVI)
- Donors representative (USAID and DFID)



S-MAC As Needed Membership (additional MAC members that may be selected on the basis of needs with specific disasters) may include:

- Addis Ababa University, Geophysical Observatory Department
- Ethiopia Public Health Institute
- Ethiopia Road Authority
- Ethiopian Broadcasting Authority
- National Meteorological Agency
- Ministry of Finance
- Ministry of Labor and Social Affairs
- Ministry of Women, Children and Youth

MAC members must possess or be delegated the authority to make decisions and commitments. These delegated authorities also include:

- Provide oversight of general business practices between MAC members and the various levels of the MAC groups
- Establish and maintain pre-positioned resources based on available early warning data
- Establish incident/ resource priorities among Regions
- Direct and allocate resources among or between levels of government to meet priorities
- Information sharing within the MAC Group
- Provide policy guidance to ECC
- Communicate decisions to ECC.

3.1. MAC Group organization and linkage with other levels of government

The S-MAC oversees all coordination at the Federal Level and supports the ECC during response. The S-MAC works directly with the Regional MAC system when activated to support federal response to the regions.

The Federal ECC, when activated, reports to the S-MAC and receives support and guidance.

The Federal S-MAC, as with the Federal ECC, should work with the Region rather than directly with the ICP. There may be times when the local response capacity is unable to implement a coordination structure. In this circumstance, it may be necessary for the Federal S-MAC to assign a team to support the response at the local level if requested by the region. This team, known as



Federal Incident Management Teams (IMTs) will be made up of NIMS-trained staff from the Federal or Regional Government who assists the local jurisdiction to establish Woreda-level ICP and ECC to coordinate the response.

Figure 2. Federal to Local MAC Organizational Chart indicates the relationship between the Disaster Risk Management (DRM) Council, S-MAC, and ECC at each administrative level, Woreda, Zone, Regional, Federal. The DRM Council supports response through funding, legal, advocacy, and ultimate decision-making authority. The MAC Groups support response through policy and guidance support. The ECC is responsible for resource and information coordination (see NDRMC ECC Guide). These groups are all activated in support of the Incident Command Post(s), responsible for command and control of an incident (see *NDRMC ICS Operational Guide*).

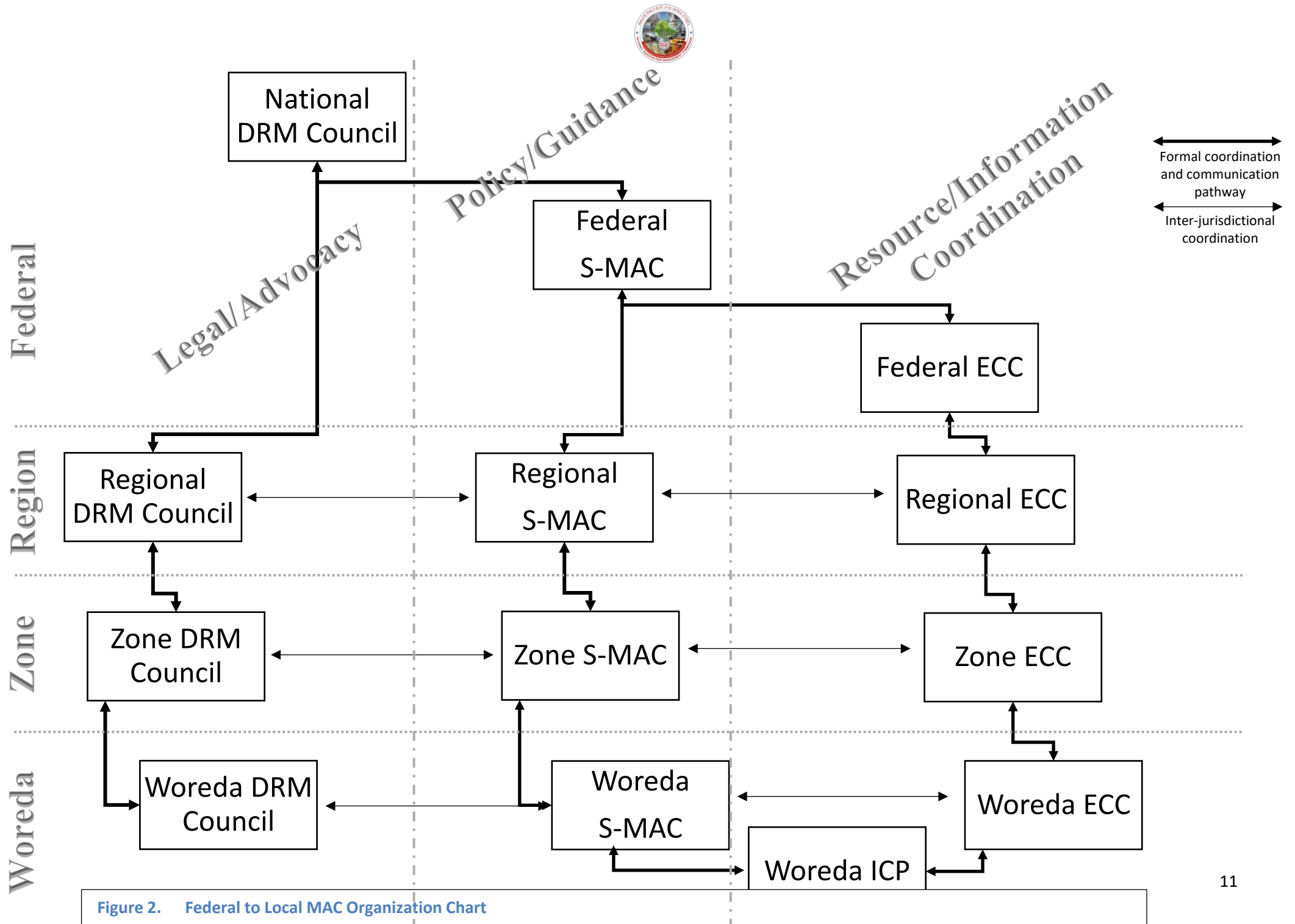


Figure 2. Federal to Local MAC Organization Chart



4. MAC Group Activation

A Federal MAC Group should be activated when emergency incidents significantly impact a region or multiple regions, or are disasters of national concern. Activation should be considered when federal resources are deployed or international resources, including funding, are mobilized based on the Regions and/or the Lead agencies request. There may be times when the Region requests additional guidance or policy support, at which time the Federal S-MAC should be activated to coordinate support. S-MAC Group activation should happen when the Federal ECC activates, in order to provide support and guidance.

The decision to activate a MAC group can be made Deputy Prime Minister, Minister of Peace, or NDRMC Commissioner. Activation is communicated to members through formal letters and informal phone calls and emails. NDRMC serves as the Coordinator for the MAC group, and will determine meeting frequency, agenda, and membership based on the incident.

5. MAC Group Meetings

Once activated, the S-MAC will meet regularly during times of crisis. Meeting frequency will be determined by need based on size, type, and complexity of the emergency.

Meetings may be conducted either in-person or via conference call. The preferred method of meeting will be face-to-face; however, if that is not feasible, then communication by means of telephone calls or email may be done. The decision regarding the type of meeting will be made by the MAC Group Coordinator.

A MAC Group meeting facilitates the following topic areas:

- Updates on incident situation and resource status
- Identifying potential critical resource shortages
- Establishing national disaster and resource allocation priorities
- Resolving concerns and problems

In order to conduct business, a situation status briefing report should be prepared and provided to the participants prior to each scheduled meeting. This may include the ECC Support Plan (see *NDRMC ECC Guide*), or ECC Executive Report.



Whether the MAC Group meeting is held via conference call or face-to-face, a standard agenda should be followed. See Appendix 8.1 for S-MAC Meeting Template.

5.1. In-person/Face-to-face Meeting

When the MAC Group is activated, they will meet as frequently as necessary to support the federal response and ECC if activated. In-person meetings should be held at a facility where sufficient dedicated workspace can be provided without disrupting the facility's normal business. MAC Group meetings can be held in the NDRMC ECC Policy Room or other accessible and safe location deemed appropriate by the MAC Coordinator.

5.2. Conference Calls

Conference calls can serve as a means to gather necessary stakeholders from the Federal, Regional, or local level to exchange information on situation and resource status. The MAC group coordinator or NDRMC may call and facilitate a conference call if necessary, or when requested by a member of the MAC Group. Call frequency will be determined by NDRMC, and, when possible, calls will be pre-planned and scheduled in advance to maximize participation.

6. MAC Group Reports

This section describes the kinds of information reported to the MAC Groups. These reports may be developed at the Federal ECC or Regional ECC, or at the field level ICP and submitted through the respective Zone and Regional MAC or ECC structures.

6.1. Disaster Status Summary

The ICS-209 Disaster Status Summary (see *NDRMC ECC Guide* for ICS forms) should be used to relay pertinent information to the MAC Group. This report is developed by the ECC, and includes information such as area and population affected, response actions taken, critical resource shortages, and contributing organizations.

6.2. Resource Status Summary

The ECC should develop a resource status summary to share with the MAC Groups. This report includes information about assigned resources, available resources, resources in-transit, and current resource gaps.



6.3. Disaster Maps

Incident maps should be developed by the ECC and shared with the S-MAC to provide geographic context to the incident. These maps should include size and scale of the incident, population movement or impact, incident facilities established (command post(s), staging areas, evacuation shelters or displacement camps) and other pertinent locations. The NDRMC GIS team can assist in developing these maps if requested, with input from the field.

7. MAC Group Position Duties and Responsibilities

The following are the duties and responsibilities of the various MAC Group positions. These positions will be filled upon activation of the S-MAC.

7.1. MAC Group Coordinator

The MAC Group Coordinator serves as a facilitator in organizing and accomplishing the mission, goals and direction of the MAC group. This person coordinates the MAC Group functions and ensures the proper relationships are maintained between the MAC group, ECCs and ICPs.

Position Roles/Responsibilities:

- Manage the MACs facility; ensure equipment necessary to carry out MAC group functions are provided.
- Facilitates the MAC group decision-making process by ensuring the development and display of information that will assist agency representatives in keeping abreast of the total situation. Provide data necessary for priority setting and resource allocation.
- Facilitate the MAC Group meeting schedule.
- Ensure documentation of all formal proceedings, maintain records and meeting notes, and distribute copies of documentation to all MAC Group representatives.

7.2. MAC Group Co-Coordinator

The Co-Coordinator role serves as support and back fill to the Coordinator when not available.

- Support Coordinator as needed and as requested
- Stand ready to fill all the roles and responsibilities of the MAC Group Coordinator if necessary



- Co-Coordinator position should be assigned by the MAC Group Coordinator or the National DRM Council.

7.3. MAC Group Member

All MAC Group Members should have delegated authority to represent their department or agency. Permanent members should always attend S-MAC Meetings and provide feedback to discussion items. As needed members should attend when invited and should provide agency/sector-specific feedback to discussion items.

- Decide on incident priorities
- Establish and agree on critical resource allocation priorities
- Commit resources for emergency response (including funding, personnel, equipment, supplies)



8. Annexes:

8.1. S-MAC Meeting Template

Date: _____

Time: _____

If conference call, note conference call number: _____

“Welcome to the Federal S-MAC Meeting. This is (NAME and AGENCY OF FACILITATOR), and I will be facilitating this Meeting.

The purpose of this S-MAC meeting is to provide an update on the Situation status, Disaster priority and resource status, and other pertinent critical information for the (Federal, Regional, Zonal, Woreda) (identify area that applies). I will conduct a roll call. When I call the name of your Ministry or Agency, please provide the name of the person representing the Ministry (only the lead focal person). At this time, all cell phones need to be placed in the silent position.”

If conference call, add “During the call, you are requested to keep background noise to a minimum and mute phone when not speaking.”

Roll Call:

Ministry or Agency

Representative

- | | |
|---|-------|
| • Ministry of Agriculture | _____ |
| • Ministry of Defense | _____ |
| • Ministry of Education | _____ |
| • Environment, Forest & Climate Change Commission | _____ |
| • Ministry of Health | _____ |
| • Ministry of Mines and Petroleum | _____ |
| • Ministry of Peace | _____ |
| • Ministry of Transport | _____ |
| • Ministry of Water, Irrigation and Energy | _____ |
| • Ministry of Urban Development and Construction | _____ |
| • Federal Police Commission | _____ |



Other agencies represented: _____

Other agencies represented: _____

Other agencies represented: _____

Other agencies represented: _____

Agenda:

<u>Topic</u>	<u>Facilitator</u>
• Last meeting minutes approval	MAC Group Coordinator
• Current situation status	NDRMC or ECC Coordinator
• Projected change in situation	NDRMC or ECC Coordinator
• Identifying critical areas of concern	MAC Group Coordinator
• Resources assigned and resource gaps	NDRMC or ECC Coordinator
• Available resources to fill requests	NDRMC or ECC Coordinator
• Shortfall in resource availability	NDRMC or ECC Coordinator
• Where can additional resources be obtained	MAC Group Coordinator
• Develop priorities	MAC Group Coordinator
• Make decisions on resource allocation	MAC Group Coordinator
• Make decision on requesting additional resources	MAC Group Coordinator
• Determine when to meet again	MAC Group Members

“Now we will give an opportunity for each member ministry or agency to share comments, questions, or concerns. If nothing additional to add, please respond accordingly.”

Ministry of Agriculture: _____

Ministry of Defense: _____

Ministry of Education: _____

Environment, Forest and Climate Change Commission: _____

Ministry of Health: _____

Ministry of Mines and Petroleum: _____

Ministry of Peace: _____



Ministry of Transport: _____

Ministry of Water, Irrigation and Energy: _____

Ministry of Urban Development and Construction: _____

Federal Police Commission: _____

UN Humanitarian Coordinator/Resident Coordinator: _____

UN Agencies Representative: _____

NGOs representative: _____

Other Agencies (_____): _____

Other Agencies (_____): _____

Other Agencies (_____): _____

Other Agencies (_____): _____

“Are there additional items for discussion?”

Next Meeting: Date: _____ Time: _____

“Thank you for your participation. This concludes the S-MAC Meeting.”



8.2. Acronym List

AAR	- After Action Review
DFID	- Department for International Development
DM	- Disaster Management
DPPB	- Disaster Prevention and Preparedness Bureau
DRM	- Disaster Risk Management
ECC	- Emergency Coordination Center
EPHI	- Ethiopia Public Health Institute
ETA	- Estimated (expected) Time of Arrival
EWER	- Early Warning and Emergency Response
FAO	- Food and Agriculture Organization
GoE	- Government of Ethiopia
HCT	- Humanitarian Country Team
ICCG	- Inter-Cluster Coordination Group
ICP	- Incident Command Post
ICS	- Incident Command System
IDP	- Internally Displaced Person
IMT	- Incident Management Team
IOM	- International Office for Migration
LS	- Logistics Section
MAC	- Multi-Agency Coordination
MoA	- Ministry of Agriculture
MoD	- Ministry of Defense
MOE	- Ministry of Education
MOH	- Ministry of Health
MoMP	- Ministry of Mines & Petroleum
MoP	- Ministry of Peace
MoT	- Ministry of Transport
MoUDC	- Ministry of Urban Development & Construction
MOWCY	- Ministry of Women, Children & Youth
MOWIE	- Ministry of Water Irrigation and Energy
NDRMC	- National Disaster Risk Management Commission
NGO	- Non-Governmental Organization
NIMS	- National Incident Management System
NMA	- National Meteorological Agency
OCHA	- Office for the Coordination of Humanitarian Affairs
PS	- Planning Section



- S-MAC - Strategic MAC
- SNNPR - Southern Nations Nationalities and Peoples Region
- UN - United Nations
- UNHCR - UN High Commission for Refugees
- UNICEF - UN Children's Emergency Fund
- USAID - United States Agency for International Development
- USG - United States Government
- WFP - World Food Program
- WHO - World Health Organization



8.3. MAC Guide Signatory Page

- **Ministry of Agriculture** _____
 - **Ministry of Defense** _____
 - **Ministry of Education** _____
 - **Environment, Forest & Climate Change Commission** _____
 - **Ministry of Health** _____
 - **Ministry of Mines and Petroleum** _____
 - **Ministry of Peace** _____
 - **Ministry of Transport** _____
 - **Ministry of Water, Irrigation and Energy** _____
 - **Ministry of Urban Development and Construction** _____
 - **Federal Police Commission** _____
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