

# FIRE & RESCUE SERVICES MASTER PLAN



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## 12.0 FIRE AND RESCUE SERVICES MASTER PLAN

### 12.1 INTRODUCTION

In May 2005, a Fire Services Situation Report was tabled to the Mayoral Committee. The report contained, *inter alia*; the current state and (in)capacities of the Breede Valley Municipal Fire and Emergency Services, the lack of manpower, the lack of an adequate fleet and a proposed way forward to redress the service delivery inequities of providing sustainable fire protection for the Breede Valley Jurisdictional Area.

The Fire Department Strategic Plan builds on the Fire Services Situation Report and provides to the Municipal Council a more comprehensive and more focused strategy in order to make a meaningful contribution to the objects of local government and its service delivery strategy as envisaged in its Integrated Development Plan.

#### 12.1.1 DEPARTMENT MISSION

*To serve our community by providing effective emergency response services and quality prevention and education programmes that will minimize the loss of life and property resulting from fires and other emergency situations.*

#### 12.1.2 DEPARTMENT STRUCTURE AND FUNCTIONS

The Fire and Rescue Service Department is organized into four divisions. Each division has functional Sections which are responsible for the accomplishment of specific functional goals and objectives.

The Divisions are:

- Management & Administration
- Operations
- Safety & Support Services
- Training & Disaster Management

##### 12.1.2.1 MANAGEMENT AND ADMINISTRATION

The Management and Administration division is responsible for the all management and administrative functions in the department. It is therefore responsible for budget management and control thereof, human resource management, establishing organizational principles and processes and providing motivation and discipline. Furthermore, the monitoring and management of performance and risk management are key functional roles of the division so as to ensure excellence of service delivery and a safe and healthy environment for all communities. .

##### 12.1.2.2 OPERATION

The Operations Division is responsible for fire suppression and rescue and is the backbone of the Fire and Rescue Service. The key objective of the division is to ensure that the Fire and Rescue Service is always prepared to provide a 24 hour uninterrupted fire and rescue response to all members of the

community. Functions include fire suppression, technical rescue, hazardous materials, and urban search and rescue and disaster response services, operational risk familiarization and public fire education in partnership with other service divisions.

### **12.1.2.3 TRAINING AND DISASTER MANAGEMENT**

The Training and Disaster Management Division is primarily responsible for the professional and continual skills development of firefighters and for public fire education and for the achievement of Disaster Management planning and preparedness objectives.

### **12.1.2.4 SAFETY AND SUPPORT SERVICES**

The Safety and Support Services Division is primarily responsible for the achievement of the department's fire prevention and fire protection strategies. It is also responsible for ensuring that all support services relating to the provision of a fire and rescue service are provided in a manner that contributes to the rendering of an effective service.

## **12.2 FIRE AND RESCUE SERVICES MASTER PLAN**

### **12.2.1 PHASE 1: ANALYSIS**

Specific to the provision of Emergency Services, in this phase information is collected on the existing conditions within the municipality. It focuses on the types of problems faced by people in the area and the causes of these problems.

#### **12.2.1.1 STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS (SWOT)**

The purpose of the SWOT Analysis is to visualize where the fire department currently is (strengths and weaknesses); and in which areas there may be potential for change (opportunities and threats). Following is a summary of the SWOT analysis done which again highlights the challenges facing the communities and the Fire and Rescue Services Department.

##### **12.2.1.1.1 Strengths**

The strengths of the fire department are numerous and diverse and mostly reflect the quality of the personnel within the department. Sustaining these strengths are however dependent on outside influences to maintain these qualities as strengths such as: Municipal Council priorities (funding), National directives. Etc. The following strengths were identified:

- Support of the Directorate of Community Services.
- Relationships with Fire Services in the Cape Winelands District.
- Quality of equipment.
- Departmental Policy and Procedures Manual.
- Acknowledgement by the Municipal Executive Management of the state of Fire and Rescue Service status quo.

##### **12.2.1.1.2 Weaknesses**

The weaknesses that were identified are:

- **Current organizational structure and staffing.**

- ❖ Lack of budget priority.
- ❖ Age of response fleet.
- ❖ Inability to meet National Standard on Community Protection against Fire, specifically appliance and personnel.
- ❖ Central based response system.
- ❖ Extended mutual aid response time.
- ❖ Information Technology.
- ❖ Centralized station/resources.
- ❖ Apparatus replacement schedule.
- ❖ Communications problems within area.
- ❖ Preplanning of target occupancies.
- ❖ Shallow officer pools in middle and senior fire service management.

#### **12.2.1.1.3 Opportunities**

*Opportunities* outlined reflect the desire to improve services and cooperation between emergency services agencies in the Western Cape and specifically in the District of the Cape Winelands. Locally, the fire department must address the issue of developing community interest through contacts with local service organizations such as the Rotary, Lions Club, Chamber of Commerce and others. The introduction of a life safety curriculum in schools within the Municipality that includes fire safety and disaster management training should also be investigated. There is also a realistic opportunity of creating relationships with the Institutes of the Blind and Deaf in order to broaden the recipient base of fire and disaster management education. The following opportunities were identified:

- ☺ 112 Call Center
- ☺ Disaster Management Centre
- ☺ Expanded rescue team capabilities
- ☺ Community involvement
- ☺ Life Safety curriculum in schools

#### **12.2.1.1.4 Threats**

*Threats* to the fire department mostly originate from sources beyond local authority control. National regulations resulting in increased training commitments from members, unfunded mandates and their impacts to the provision of services to the broader community are potential factors that may contribute to the collapse of the Fire Service. However whilst the impact of "external" legislation is influential in creating perceived threats to sustainability of the Fire Service, the biggest threat to survivability of the Services, is the (in) ability of the Municipality to meet these dynamic changes and demands.

One of the most troubling threats to the fire department is vehicle maintenance. Though the department has been spared significant budget cuts over the years the budget has been relatively status quo from year to year, only showing increases in areas of personnel costs and overhead. The lack of capital expenditure has however resulted in service levels being below acceptable levels.

Another threat is the fire department's current operational shift system for firefighters. Currently the hours worked by operational firefighters exceed the mandated hours for a working week and whereas most Fire Services in South Africa have already changed their shift systems to fall within the acceptable working hours, the Breede Valley Fire Department still works a 56 hour working week. A change to the recommended and accepted working hours will result in operational firefighters losing the benefit of certain financial allowances and may result in most seeking second jobs in order to compensate for loss of earnings and will definitely result in the municipality having to budget for more personnel in reaction to the new working shifts. The threats that may impact serviced delivery are summarized as follows:

- ☹️ Unfunded mandates (Disaster Management).
- ☹️ Increasing costs versus flat budgets.
- ☹️ Increased training requirements.
- ☹️ Increasing regulations.
- ☹️ Unrepairable vehicles (age related).
- ☹️ Labour legislation and working hours.

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### **12.2.2 PUBLIC EXPECTATIONS AND PIRITIE**

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In general, the public's only experience with the Fire Service may be from a once in a lifetime encounter during a personal emergency or through the numerous public education activities that the department provides the community. The basic expectation of the Public is that when they have an emergency and call the Fire Department; that someone with adequate training, experience, and equipment will arrive within a reasonable amount of time and solve the situation.

Unfortunately, whilst the areas closest to the main fire station may benefit, the greater community of the Breede Valley is not party to this benefit. In areas where the attendance time exceeds an hour, members of the public expressed their displeasure of BVM's attendance time and at one time even resorted to throwing stones at fire appliances.

The lack of investment into the fire services has resulted in that the BVM Fire Department cannot provide an acceptable fire service to its communities give the urban sprawl and development growth of the municipal area. This has resulted in a general displeasure by the communities with the BVM Fire Service. However, due to an increase in the activities related to fire prevention and fire education in all towns there is a greater appreciation from the business community at large to.

While the majority of the public's expectations regarding fire and emergency services are gathered from the actual contact with the community, the general public at large is ignorant of the internal efforts that are fought on a daily basis to keep this essential service "alive".

The responsibility of the fire department is to maintain an adequate response force to meet the needs of communities in line with the National Standards.

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### **12.2.3 STANDARDS OF COVERAGE**

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The jurisdictional area of the Breede Valley Municipality comprises an area of 2995 m<sup>2</sup> with an estimated population of 150 000 (*census 2001*). Within this vast area, there are four Towns of which Worcester and its surrounds are the most heavily populated.

In terms of the Standards of Coverage as prescribed by the SANS 10090 Code on Community Protection against Fire, the Breede Valley municipality must provide a fire protection and response coverage in all of its towns and to its entire population (constitutional requirement). According to the

minimum standards as contained in the SANS 10090 and as per the fire risk categories that make up the entire municipal, the minimum requirements for the Breede Valley Fire Services are as follows:

#### **12.2.3.1 FIRE STATIONS**

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With regards to fire stations the following is stipulated in the National Fire Standard:

- Two fire stations in the Worcester area.
- A fire station each in the towns of De Doorns, Rawsonville and Touws River.

The current situation is as follows:

- One main fire station in Worcester.
- One base station (cannot be classified as Fire Station) in Zwelethemba.

#### **12.2.3.2 FIRE APPARATUS**

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With regards to fire apparatus the following minimum is required:

- Two major fire engines – 3850l/min.
- Two medium fire engines – 2250 l/min.
- Three water tenders.
- One Aerial Fire Tender (Turntable ladder or Hydraulic Platform).
- Five off-road pump units.
- Three Rapid Intervention Firefighting/Light Rescue vehicles.
- One heavy rescue vehicle.
- One Incident Command Vehicle.
- One Breathing Apparatus Vehicle.
- One Tactical Support Vehicle.
- Hazardous Materials vehicle/trailer.

Currently the situation is as follows:

- One Major Fire Engine.
- One Hydraulic Platform (aged out of commission).
- One medium fire engine (aged – out of commission).
- One water tender.
- Two off-road pump units (aged - out of commission).
- One Hazardous Materials Trailer.

#### **12.2.3.3 PERSONNEL (ON CURRENT SHIFT SYSTEM)**

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The requirement is that the number of operational personnel on duty on a day should be 42 persons with a ridership factor (to cater for leave and training allocations) of 1.2, which equates to 50 firefighters per shift (1:3000 ratio), which on the current shift system adds up to 150 operational personnel (1:1000) distributed throughout the Breede Valley response area.

The current staffing levels are:

- 29 operational Firefighters (1:6000), divided into 3 shifts, which equates to 1 firefighter for every 15 000 persons (1:15000).

With the Fire Services current level of staffing and resources, at least 70% of the BVM service area and an almost comparable percentage of the community do not have adequate access to fire and emergency services.

Therefore in terms of the prescribed standards of fire protection coverage, the municipality fails to meet the *essential national standards* and *established minimum standards for the rendering of a service*.

## 12.2.4 PHASE 2: STRATEGIES

### 12.2.4.1 KEY PERFORMANCE AREA: SAFE & SECURE COMMUNITIES

#### 12.2.4.1.1 Strategic Objective 1: Customer

**Purpose:** To ensure equitable and sustainable Fire & Rescue Service delivery for all communities within the Breede Valley.

##### KEY OBJECTIVES:

- Extension of services to all areas.
- Sustaining the existing services.
- Minimizing response time to reported incidents of fires and disasters.
- Initiating Community Fire Safety Programmes.
- Limiting human suffering and militating against risks.
- Ensuring community preparedness.
- Facilitating the implementation of the Integrated Safer Towns Plan for the Breede Valley Municipality.

##### KEY PERFORMANCE INDICATORS:

- Planned phasing of new Fire Stations built in PDA.
- Restructuring of Organizational structure and filling of critical vacancies.
- Prioritize Response Plans.
- Community Fire Safety Plans.
- Facilitating of Disaster Management activities at all community levels through Ward Committee systems.
- Breede Valley Integrated Safer Towns Plan through urban planning inputs.

#### 12.2.4.1.2 Strategic Objective 2: Sustainable Communities

**Purpose:** To ensure that by the rendering of fire protection and disaster management services; communities and associated socioeconomic infrastructure is protected so as make meaningful contributions to the livelihood and sustainable existence of communities.

##### KEY OBJECTIVES:

- ✿ Fire Safety and Fire Prevention Strategic Planning.
- ✿ Enforcement of Fire Protection Regulations and relevant applicable legislation.
- ✿ Disaster Preparedness and Risk Reduction.

➤ **KEY PERFORMANCE INDICATORS:**

- ✿ Public Fire Education.
- ✿ Scholar Education.
- ✿ Industry and Commerce Emergency Readiness Training.
- ✿ Community Based Fire Awareness Training.
- ✿ Vulnerability and Risk Assessment Audits.
- ✿ Flood Protection.
- ✿ Community Disaster Resilience Training.

#### **12.2.4.1.3 Strategic Objective 3: Economic Empowerment**

**Purpose:** *To ensure that all departmental activities contribute to the Municipal economic objectives aimed at promoting economic empowerment of communities.*

➤ **KEY OBJECTIVES:**

- ✿ To forge partnerships with external stakeholders at communities.
- ✿ Formulation of Disaster Management Plans.
- ✿ Advise on project development within the Municipality.
- ✿ Engage communities in disaster prevention.
- ✿ Facilitate levels of Procurement through the prescribed policy.
- ✿ Facilitate minimum level of preferential procurement and to encourage established business to develop "partnership" with HDI's.

➤ **KEY PERFORMANCE INDICATORS:**

- ✿ Agreements on Public/Private Ownerships.
- ✿ Disaster Management Plan.
- ✿ Clearance Certificates.
- ✿ Number of Community Outreach Programmes.
- ✿ Number of previously disadvantaged groups awarded contracts.
- ✿ Number of Private/Public Partnerships established.



#### **12.2.4.2 KEY PERFORMANCE AREA: IMPROVED INFRASTRUCTURE**

##### **12.2.4.2.1 Strategic Objective 4: Productivity Value for Money**

**Purpose:** To ensure that through all levels of emergency services delivery, that value for money and value adding services are provided in a cost efficient and cost effective manner.

###### **KEY OBJECTIVES**

- Financial control.
- Proper maintenance of physical resources used by the department.
- Formalise basic standards for events of mass gathering within the Municipality
- Formulation of Industrial Disaster Management Plan.
- Formulation of a Rail Emergency Plan.
- Review current hazard plans.
- Review cost effectiveness of services (projects, maintenance).
- Facilitate Public /Private Partnerships initiatives with business sector

###### **KEY PERFORMANCE INDICATORS**

- Vehicle and equipment maintenance budget kept within expenditure guidelines.
- Fleet Management Programme to detect problems early and put preventative measures in place to reduce downtime and other time wastages.
- Fire Safety Plan.
- Events Management Plan.
- Disaster Management Plan.
- Evacuation Plan.
- Hazardous Installations Plan.
- Measure of cost of outsourced services against historic operating budget.
- Business confidence survey in fire service delivery and insurance loss adjustment rates.

##### **12.2.4.2.2 Strategic Objective 5: Employee Satisfaction**

**Purpose:** To ensure that through effective and leadership and management that all emergency services staff make meaningfully contributions to the improvement of municipal infrastructural service delivery.

###### **KEY OBJECTIVES:**

- Lead direct, and manage staff within the unit so that they are able to meet their objectives.

###### **KEY PERFORMANCE INDICATORS:**

- Job Descriptions.
- Duty Schedules.
- Performance Plans.

#### **12.2.4.3 KEY PERFORMANCE AREA: ACCESS TO JOB OPPORTUNITIES**

#### **12.2.4.3.1 Strategic Objective 6: Skills Planning**

**Purpose:** *To ensure that through the management and facilitation of the Municipal Skills Development Plan as it applies to the Fire and Rescue Service that all members of staff are given the opportunity to progress in the Fire Service.*

➤ **KEY OBJECTIVES:**

- Facilitate the Skills Development Plan for the Department.
- Manage the Skills Development Programme for the Department.

➤ **KEY PERFORMANCE INDICATORS:**

- Documented Skills Development Plan to be in place and updated on an ongoing basis as per the Organizational Needs Analysis.
- Quarterly Progress Reports.

#### **12.2.4.3.2 Strategic Objective 7: Employment Equity**

**Purpose:** *To ensure that the Department's recruitment and employment practices are inclusive of all the designated groups identified in Councils Employment Equity policy.*

➤ **KEY OBJECTIVES:**

- Develop and implement Equity Plan for the unit that is in line with Council's Employment Equity Strategy.

➤ **KEY PERFORMANCE INDICATORS:**

- Equity Plan approved by Human Resources.
- Evaluation Reports and Progress Reports against plan available for inspection.

### 12.2.5 PROJECTED CAPITAL EXPENDITURE: 5 YEAR PLAN

DEPARTMENT FIRE AND RESCUE SERVICES: BUDGET 2007 - 2011							
DESCRIPTION	Year	Budget Amount	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
<b>BUILDINGS</b>		R 12,750,000.00	R 4,250,000.00	R 2,500,000.00	R 3,000,000.00	R 3,000,000.00	R 0.00
Upgrade Fire station:Worcester	1	R 250,000.00	R 250,000.00				
Fire Station :De Doorns	1	R 4,000,000.00	R 4,000,000.00				
Upgrade Fire station:Zweletemba	2	R 1,000,000.00		R 1,000,000.00			
Upgrade / Convert FD Flats to DM Call Centre & Planning Unit	2	R 1,500,000.00		R 1,500,000.00			
Fire Station :Touwsrivier	3	R 3,000,000.00			R 3,000,000.00		
Fire Station :Rawsonville	4	R 3,000,000.00				R 3,000,000.00	

DEPARTMENT FIRE AND RESCUE SERVICES: BUDGET 2007 - 2011							
DESCRIPTION	Year	Budget Amount	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
EQUIPMENT		R 2,630,000.00	R 980,000.00	R 300,000.00	R 150,000.00	R 200,000.00	R 1,000,000.00
SCBA Compressor (Worcester)	1	R 130,000.00	R 130,000.00				
Trapped person Locator	1	R 150,000.00	R 150,000.00				
Thermal imaging camera	1	R 120,000.00	R 120,000.00				
Jaws of Life Set ( Replace WM	1	R 300,000.00	R 300,000.00				
Shoring equipment for Technical Rescue	1	R 200,000.00	R 200,000.00				
Self Contained Breathing Apparatus (Full Sets)	2	R 150,000.00		R 150,000.00			
Set High Pressure Lifting Bags	1	R 80,000.00	R 80,000.00				
Firefighting Equipment	2	R 150,000.00		R 150,000.00			
Firefighting Equipment	3	R 150,000.00			R 150,000.00		
Firefighting Equipment	4	R 200,000.00				R 200,000.00	
Firefighting Equipment	5	R 1,000,000.00					R 1,000,000.00

DEPARTMENT FIRE AND RESCUE SERVICES: BUDGET 2007 - 2011							
DESCRIPTION	Year	Budget Amount	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
<b>VEHICLES</b>		<b>R 32,500,000.00</b>	<b>R 8,300,000.00</b>	<b>R 9,000,000.00</b>	<b>R 8,400,000.00</b>	<b>R 3,300,000.00</b>	<b>R 3,500,000.00</b>
Bakkie pump:4 4:(F.S.)(Replace WM138)	1	R 450,000.00	R 450,000.00				
Water Tender 5000 Litres(F.S.)(Replace Wm239)	1	R 1,200,000.00	R 1,200,000.00				
Rapid Intervention Firefighting / Light rescue vehicle(F.S.)(Replace	1	R 1,000,000.00	R 1,000,000.00				
Aerial Appliance with hydraulic platform(FS)(Replace WM245)	1	R 5,000,000.00	R 5,000,000.00				
Response vehicle sedan(F.S.)(Replace WM427)	1	R 200,000.00	R 200,000.00				
Bakkie pump:4 4:Zweletemba(F.S.)(New)	1	R 450,000.00	R 450,000.00				
Medium Fire Pumper:De Doorns(New)	2	R 1,800,000.00		R 1,800,000.00			
Major Fire Pumper:Worcester (Replace WM229)	2	R 3,000,000.00		R 3,000,000.00			
LDV 4 x 4(F.S.)(Replace WM330)	2	R 300,000.00		R 300,000.00			
Medium Pumper:Zweletemba(Replace WM134)	2	R 1,800,000.00		R 1,800,000.00			
Specialist vehicle(F.S.)(New)	2	R 1,100,000.00		R 1,100,000.00			
Mini bus(F.S.)(New)	2	R 400,000.00		R 400,000.00			
Bakkie pump:4 x 4:De Doorns (F.S.)(New)	2	R 450,000.00		R 450,000.00			
Light utility vehicle:Fire inspectorate(F.S.)(New)	2	R 150,000.00		R 150,000.00			

DEPARTMENT FIRE AND RESCUE SERVICES: BUDGET 2007 - 2011							
DESCRIPTION	Year	Budget Amount	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Bakkie pump:4 x 4(F.S.)(Replace WM137)	3	R 450,000.00			R 450,000.00		
Incident command vehicle(F.S.)(New)	3	R 4,000,000.00			R 4,000,000.00		
Light utility vehicle:Fire inspectorate(F.S.)(New)	3	R 200,000.00			R 200,000.00		
Personnel Support Unit	3	R 1,000,000.00			R 1,000,000.00		
Specialist Heavy rescue vehicle with crane(FS)(New)	3	R 2,500,000.00			R 2,500,000.00		
Response vehicle 1600 sedan(F.S.)(New)	3	R 250,000.00			R 250,000.00		
Specialist B A Tender(Air support vehicle)(New)	4	R 1,500,000.00				R 1,500,000.00	
LDV 4 x 4(F.S.) ( New)	4	R 300,000.00				R 300,000.00	
Rapid Intervention Firefighting/Light rescue	4	R 1,000,000.00				R 1,000,000.00	
Bakkie Pump 4 x 4 (Touws River)	4	R 500,000.00				R 500,000.00	
Bakkie Pump 4 x 4 (Rawsonville)	5	R 500,000.00					R 500,000.00
Water Tender 9000 Litres Rawsonville(F.S.)(New)	5	R 1,800,000.00					R 1,800,000.00
Rapid Intervention Firefighting/Light rescue	5	R 1,200,000.00					R 1,200,000.00
<b>Total Budget</b>		<b>R 32,500,000.00</b>	<b>R 8,300,000.00</b>	<b>R 9,000,000.00</b>	<b>R 8,400,000.00</b>	<b>R 3,300,000.00</b>	<b>R 3,500,000.00</b>