



Chief Directorate: Disaster Management and Fire & Rescue Services

Sub Directorate:

Fire & Rescue Services

Strategic Plan: 2012/15

2 April 2012

Introduction

This document seeks to present the Fire & Rescue Services strategic planning for the 3 year period April 2012 until March 2015. The following key questions are addressed in this process.

- Who we are.
- What we do.
- Where we currently are.
- Where we would like to be.

The following are the strategic goals for the next five years (2010-2015) of the Department of Local Government as stated in its five-year strategic plan:

- Compliant and accountable municipalities underpinned by good governance.
- Effective intergovernmental relations.
- Effective integrated development planning by all spheres of government that accelerates service delivery within municipal areas.
- Unlocked opportunities for communities through improved access and active community participation.
- Capacitated municipalities who deliver effective services.
- Effective monitoring of local government.
- Well maintained municipal infrastructure.
- Effective disaster management practices.
- A fully functional department that is accountable for delivering quality services to local government.

Summary

The Western Cape model for Fire & Rescue Services is complex and requires an extensive amount of coordination and cooperation to function properly. This has its own unique challenges each with its own inherent risks. In general, the model has been made to work quite well but certain curtailing factors prevent the services from functioning optimally. This document provides an overview of where we are, identify the Sub-Directorate Fire & Rescue Services' four main focus areas for the next three years and proposes nine strategic initiatives aimed at addressing some of the more immediate short and medium term challenges.

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1. Who we are

We are a sub-directorate within the Chief Directorate Disaster Management and Fire & Rescue Services in the Department of Local Government of the Provincial Government of the Western Cape.

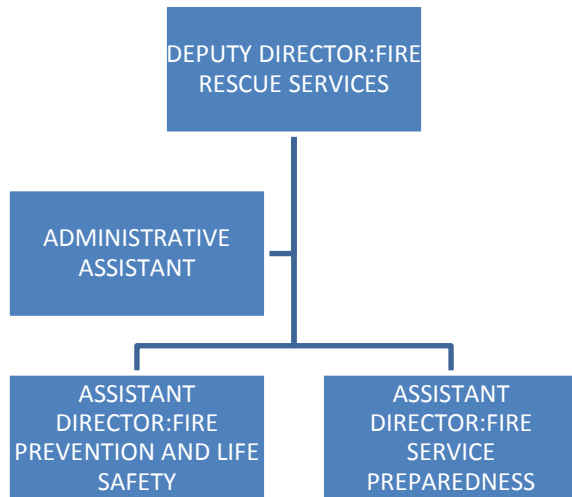


Diagram 1: Our current structure

2. What we do

We serve as the competent authority and provide for the administration of the Fire & Rescue Services Act and concomitant legislation for and on behalf of the Provincial Government of the Western Cape.

2.1 Our vision

The Western Cape Fire Services are the country's leaders.

2.2 Our mission

It is the mission of the Provincial government Western Cape Sub directorate Fire & Rescue Services to support municipal Fire & Rescue Services in protecting life, property and the

environment in the Western Cape from all harmful consequences of fire.

Our vision and mission therefore support those of the Provincial Government for the Western Cape to be an Open, Opportunity Society in which every person has the means, the resources and the power to live a life he or she values.

2.3 Our organizational values

- Caring.
- Competence.
- Accountable.
- Integrity.
- Responsiveness.

2.4 Our strategic thrust

- NGO9: Responsive, accountable, effective & efficient Local government system.
- PSO10: Integrating service delivery for maximum impact.
- To ensure effective and economical fire services.

2.5 The objective of this plan

The objective of this plan is to provide strategic direction to the sub directorate Fire & Rescue Services for the period 1 April 2012 until 31 March 2015 and also to align our activities to the National Fire Services Framework Regulations, 2010.

2.6 Our key goals (Strategic Performance areas)

We support and monitor activities with the following aims:

1. Prevention- Reduce local risk through prevention and awareness.
2. Protection- Improve local planning and preparedness.
3. Response - Improve the fire and rescue services capability to respond to all hazards.
4. Professional Status-Improve the Fire & Rescue Services' professional status.

2.7 Our Partners

We have a much defined partner base; our partnership is entrusted with protecting the lives of the citizens of the Western Cape as well as the hundreds of thousands of tourists visiting our province each year. Our implementation partners are made up one "A" municipality, 5 "C" municipalities and 24 "B" municipalities.

We also have strategic partnerships with Cape Nature, Sanparks, Working on Fire and several other NGO's namely:

- Rescue South Africa.
- Paraffin Association of South Africa.
- Liquid Petroleum Gas Association.

Our inter-governmental partners include amongst others:

- National Disaster Management Centre: Fire Service Coordination.
- Western Cape Department of Health: Emergency Management Services.

2.8 Beneficiaries of our services and activities

Any defined service delivery based business plan must have a target "customer" or beneficiary profile, in our case it is the citizens of the Western Cape, hundreds of thousands of visitors and all property belonging to them. We also recognise the importance and impact of our activities on the environment and therefore regard it as a key beneficiary of our services.

3. Legislative framework governing what we do

The Constitution of South Africa, 1996 in Section 155 (a) confers on provincial government the responsibility to provide for monitoring and support of local government in the province. It further confers on national and provincial government the legislative and executive

authority to see to the effective performance of municipalities of their functions listed in schedule 4 of the Constitution by regulating the exercise by municipalities of their executive authority so assigned by Section 156(1).

The Local Government: Municipal Structures Act, 1998 in Section 84(1) (j) read with Section 155(3) (c) of the Constitution, 1996 confers the executive authority for the provision of fire fighting services to a district municipality unless an MEC has adjusted the power to a local municipality in terms of Section 85 of the Local Government: Municipal Systems Act, 2000.

A district municipality, or in the case of an adjustment of the power to a local municipality by an MEC, must in terms of the Local Government: Municipal Systems Act, 2000 decide on an appropriate mechanism to perform the fire fighting services.

The Fire & Rescue Services Act, 1987 seeks for the establishment, maintenance, employment, co-ordination and standardization of fire & Rescue services and matters connected therewith. It achieves this through the Fire & Rescue Board and the establishment of fire services by local authorities and by recognising designated fire services in those cases where a fire service is required.

The National Fire Services Framework Regulations no.32899 promulgated in terms of section 15(1) (G) of the Fire & Rescue Service act.

The National Veld and Forest Fires Act, 1998 confers on land owners a responsibility to prevent veld fires through the provision of fire breaks and other means as well as the responsibility to fight fires. To achieve this mandate the Act provides for the creation of fire protection associations, led by the Chief Fire Officer of a municipal fire service. However, should a Chief Fire Officer decline to be appointed as Fire Protection Officer, a member of the fire protection association must be appointed to perform the function.

4. Provincial monitoring and oversight

¹The status of local government has changed radically compared to what was previously the case. Now, local government is an autonomous sphere of government; its powers are derived from the Constitution and are no longer delegated from the national or provincial government. The by-laws of a municipal council are legislative acts and, therefore, not reviewable in terms of administrative law. The Constitution further refers to various obligations that will determine the relations between a province and a municipality. These obligations are the monitoring, support, regulation and supervision by provinces of municipalities. By and large, the obligations have been further defined in legislation such as the Municipal Structures Act and the Municipal Systems Act and other national legislation. The sum of these relationships may be clustered under the term “intergovernmental relations” although the term itself captures much more.

Chapter 7 of the Constitution gives provincial government very specific obligations and powers in respect of municipalities. The provisions dealing with the issue of provincial oversight (monitoring and support) are found in sections 154(1) and 155(6) and (7). The power to supervise municipalities is found in section 139.

¹Provincial-municipal relations: A few challenges -Johann Mettle r-Senior researcher: Local Government Project-Community Law Centre, UWC

5. Where we currently are

Fire services, not only in the Western Cape but nationally are largely a municipal function. Various models of fire service delivery are found in the Western Cape ranging from full time professional services to retained and volunteer services. The adopted model is largely informed by the size of the town or city, the population, risk profile and financial means of the respective local authority. Some of our macro challenges are herewith listed:

5.1 Wild fires

Climate change and building a Green Economy is also one of our government's priorities. Unwanted fires, especially those impacting on our natural resources in the province adds to the pollution by emitting thousands of tons of smoke and other products of combustion to the atmosphere. This has a direct implication on our air quality. There will be no escape from our obligations to reduce our carbon emissions. Second, we -, as province need to start now to prepare ourselves for a very different future. The Fire Services of the province have a vital role to play in achieving that. Wildfires are undoubtedly getting more intense and increasingly difficult to combat. The Western Cape Provincial Government provides annual aerial support to the District Municipalities in this regard.

5.2 Fires in our informal settlements

Another area facing escalating demand as a result of in-migration is the prevention and suppression of fires in the 486 informal settlements throughout the province.

Over 50% of injury-related deaths in the province are a result of domestic violence and road accidents, often fuelled by alcohol and drug abuse. These menaces are incidentally also a major contributor to the high frequency of fires in these areas. This coupled to smoking and open flames forms a deadly combination. The solution is not with the Fire & Rescue Services alone but cuts across a number of provincial and local government departments including, Education, Social Development, Community Safety, Human Settlements, Environment and Planning and focuses on building strategic partnerships with said organisations.

The single largest intervention to reduce alcohol abuse and its related harms in the province is, of course, the implementation of the Western Cape Liquor Act, which we passed in 2009 and which, among other things, will control access to alcohol in residential areas.

Another key social inclusion intervention is the introduction of 174 Mass Participation and Opportunity centres across the province.

These centres have been set up primarily in poorer communities and at schools that have few, if any, sports facilities. The idea is to give children opportunities for development after school hours and so reduce the risks of them becoming involved in destructive activities that compromise their futures. This initiative affords the Fire Services the opportunity to introduce fire and accident prevention at a very early age and hopefully encourage behavioural change.

With a provincial housing backlog of some 500 000 units, the occurrence of fires in the informal settlements of the province will unfortunately be with us for the next few years.

5.3 The Petrochemical Industry

The Petrochemical industry is well represented in the Western Cape, two major refineries as well as numerous storage facilities, all of national importance is found in the City of Cape Town, West Coast District and at Mosselbay in the Eden District. The fire risks associated with this industry are very dynamic and therefore of a very specialized nature.

5.4 Municipal structures

A major curtailing factor is the unresolved issue of common service delivery model between the “B” Local Municipalities and “C” District Municipalities .Case in point, in the West Coast region, for example, the District Municipality has a reasonably well capacitated fire service represented in most of the region’s major towns. The “B” municipalities in this region virtually have no Fire Services.

The “C” municipality however only has the legislative authority to deal with wildfire and so called “chemical “incidents. A town like Malmesbury for example has two fire stations owned and operated by the “B” and “C” municipalities respectively. This pattern repeats itself in the Cape Wineland region where two fire Stations are found in one town, in some cases less than 2 kilometres apart, each with its own statutory responsibility.

This so called division of functions, as set out in the Municipal Structures Act, results in the chronic under funding of most Fire & Rescue Services by both “B” and “C” Municipalities as the future responsibilities remain uncertain.

The establishment of a fire service is not mandatory, but once established the maintenance thereof, and appointment of suitable staff, including a Chief Fire Officer is. It is therefore concerning to note that some municipalities are still appointing unqualified staff to head their Fire Services. This is fortunately not common practice.

5.5 Community support

Community support is essential to develop and sustain Fire & Rescue Services, community support also includes organized community structures such as elected municipal councils, ward committees, non-governmental organizations etc. Fire & Rescue Services is in essence a community services and therefore owned by them, the oversight is normally done through political portfolio committees.

5.6 Recruitment and retention

The ability to recruit and retain skilled fire fighters and officers, whether these are professional, volunteer or retained, will determine the level of operation of a service and ensure stability.

5.7 Training and equipment

Well trained and appropriately equipped fire fighters form the cornerstone of any effective fire fighting organization. These components normally determine the efficiency of the fire service.

5.8 Fire Prevention

Fire Prevention is a statutory function of Fire & Rescue Services. The goal of Fire Prevention or Fire Safety as it may also be referred to be to educate the public on precautions to take to prevent fires, enforce codes and relevant

legislation. It is a proactive method to reduce fires and the associated damage and loss of life.

5.9 Funding

Fire & Rescue Services is a local government function and therefore totally reliant on Local, District and Metro Municipality funding.

Section 11 of the Fire & Rescue Service act provides for the administrator to pay a Grant-in-aid to a controlling authority in respect of the establishment or maintenance of its service.

In order to be effective, a fire service must be able to at least stay at its current level of capability and preferably grow and improve over time.

5.10 Mutual aid and outside resources

Mutual aid is a formal agreement among Fire & Rescue Services to lend assistance across municipal boundaries. This may occur due to an emergency that exceeds local capacity, such as a major fire or regional disaster. The formation of joint Special Operations Response Teams combines resources and skills from various role-players to ensure that adequate regional capacity exists.

6. Our institutional capacity.

Based on the above information our strengths, weaknesses, opportunities and threats are hereby summarized.

6.1 Strengths

- Fairly well established infrastructure of fire stations in most developed areas of the province.
- Strong tradition of public service
- Training institutions with established curricula
- Established provincial structures i.e. Provincial Fire Working Group, Chief Fire Officers Committee.
- Representation on National structure ie.National Fire Service Advisory Committee.

6.2 Weaknesses

- Lack of fire safety by-laws and enforcement of existing codes.
- Requirement for formalized officer training.
- Fire & Rescue Services Board not functioning optimally.
- A serious shortage of fire safety personnel and programs.
- Large number of operational vacancies.
- Limited capacity to collect and use existing data to its full potential.
- Limited performance measuring in the Fire Service.
- Limited capacity to respond beyond basic core services, i.e. Urban Search and Rescue and Hazmat.
- Institute representing interest of profession – South African Emergency Services Institute not performing.
- Tertiary education programs becoming more inaccessible.
- No provincial Relative Fire Risk figure.

6.3 Opportunities

- To lower the Total Cost of loss by Fire.
- Reduce the relative fire risk in the province.
- Provincial training academy.
- Enhanced public education role for the emergency services.
- Sharing of resources.
- Development of specialist teams
- Increase of national support.
- Promote the public image of the fire service.
- Reduce the provincial fire mortality rate.
- Provincial wide Standardisation.

6.4 Threats.

- Increase in value of insured fire claims, despite drop in number of claims.
- Lack of funding.
- Perceived lack of concern by local authorities over shortage of fire safety personnel.
- Staff costs continue to escalate at a higher rate than inflation.
- Revenue is decreasing, costs are rising, and CAPEX budgets are decreasing.

- Collective bargaining agreement-increase of staff to comply with Basic Conditions of Employment Act.
- Uncertain future of district fire services.

7. Where do we want to be – from vision to reality.

By 2015 we must have lowered the Fire Mortality Rate in the Province through targeted intervention in all our identified high risk groups. We will have strong Fire Prevention and Public Education, Information and Relations programs throughout the province. Our operational Fire Services will respond to all risks in their areas with high levels of efficiency and professionalism. Our Fire Service Officers and Leaders will have access to Provincial Training facilities. We will have strong capacity to deal with all significant incidents of magnitude through our Special Operations Teams and Memoranda of Agreements.

Goal 1 - Prevention

Aim: Reduce local risk through prevention and awareness.

- **Strategic Initiative 1: Fire Prevention.**
- **Strategic Initiative 2: Public Information Education and Relations.**

Operational Deliverables.

- Fully functional Provincial Fire Prevention workgroup by 2013.
- Promulgate provincial fire regulations.
- Formalized the links between the Department of Social Development and local authority Fire & Rescue Services in an attempt to align strategy aimed at the prevention of fires at old age care facilities.
- Sponsored development of a formal Fire Prevention Program in the District Municipalities and Municipalities without any designated fire service.
- Annual Fire Awareness campaign.
- Fully functional Provincial PIER workgroup by 2013.

- Expand public awareness campaigns to focus more on identified high risk groups, such as: Informal settlements, Old age and care facilities and other communities at risk.

Goal 2 - Protection

Aim: Improve local planning and preparedness.

- **Strategic Initiative 3: Provincial Incident and Statistical reporting system.**

Operational deliverables.

- Petrochemical Fire Risk assessment.
- Identified Provincial Relative Fire Risk.
- Centralized Provincial Data Reporting Process.
- Collaborate on the development of Geographic Information Systems incorporating SANS 10090:2003: Community Protection against fire.

Goal 3 - Response

Aim: Improve the fire and rescue services capability to respond to all hazards.

- **Strategic Initiative 4: Emergency Preparedness.**
- **Strategic Initiative 5: Preparedness monitoring.**
- **Strategic Initiative 6: Cooperation and support.**

Operational Deliverables.

- 120 Trained USAR Technicians by 2015.
- Fully functional and constituted Hazardous Materials Workgroup by 2013.
- Functional link formalised with Department of Labour.(Local Planning Committee)
- Formalised Cooperative agreements with Municipal Fire and Rescue services for the operation of the Western Cape Provincial Special Operations unit responsible for Urban Search & Rescue.

- A formalised mass mobilisation agreement to ensure that resources become available during major wild land fires.
- Annual aerial fire fighting MOU and contract.
- Provincial wide Incident Command System.
- Develop new approaches to evaluate the effectiveness of fire services, recommend alternatives, and ensure achievement of program goals and objectives.
- Develop recommendations to resolve problems of effectiveness and efficiency of work operations and programs.
- Infrastructure such as fire fighting water supply, fire station buildings and communication infrastructure could be incorporated in the MIG programme.

Goal 4 – Professional Status

Aim: Improve the Fire & Rescue Services professional status.

- **Strategic Initiative 7: Professional Development.**
- **Strategic Initiative 8: Benchmark**
- **Strategic Initiative 9: Partnership**

Operational Deliverables.

- To lower the Total Cost of Fire.
- Reduce the relative fire risk in the province.
- Provincial fire training academy.
- Establish a system to identify, develop and document standard operating procedures and best practices and create a repository to share with all staff.
- Simplify the process for responding to all requests for information.
- Automate data collection processes.
- Serve as the provincial focal point for advancing the professional development of fire service and emergency response personnel and allied professionals engaged in fire and life safety activities.

- Provide assistance to local fire service training programs through cooperative agreements, grants, contracts etc.
- Serve as point of contact with national accreditation organizations to seek acceptance and recommend accreditation of training courses for college certification and continuing education.
- Serve as liaison between NDMC and the Local Authority Fire Services.
- Develop and maintain functional links with allied organisations.

8. Complaints and corrective action

All complaints involving any of our partners or ourselves will be treated with the urgency it deserves and will be dealt with in accordance with relevant policy and procedure. We will monitor the implementation of any corrective or preventative actions and/or recommendations.

9. Communicating this plan

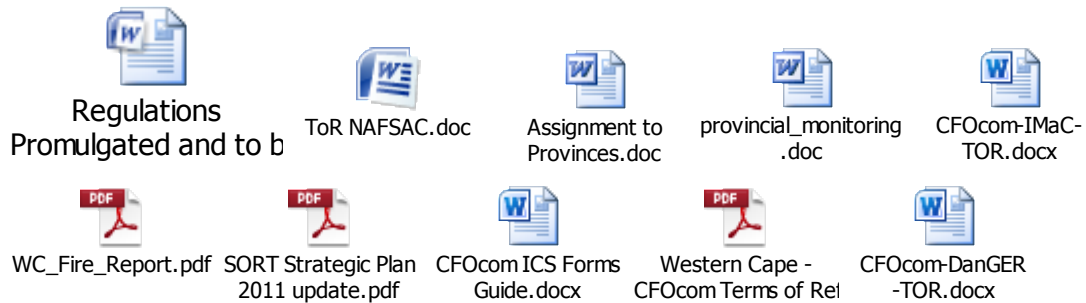
We will distribute this document to all our stakeholders in both electronic as well as printed versions. The document will also be published on our website.

10. Contact us

Provincial Disaster Management Centre
 Tygerberg Hospital, Parow
 Private Bag X 3
 Sanlamhof
 7530
 27 (21) 937-0800
Etienne.DuToit@westerncape.gov.za
www.westerncape.gov.za

References and acknowledgments

- *London Safety Plan 2010/13*
- *FDNY strategic plan 2011/13*
- *the Constitution of the Republic of South Africa, 1996*
- *The White Paper on Local Government (1998) (“the White Paper”) further envisages that national government establishes an overall framework for municipal capacity-building and support.*
- *SANS 10090:2003-Community Protection against fire.*
- *Fire & Rescue Services Act (99 of 1987)*



Annexure A

Proposed development of our organisational capacity.

In order to adequately address our current and future challenges our organisation structure should at least reflect as follows, by 2015;

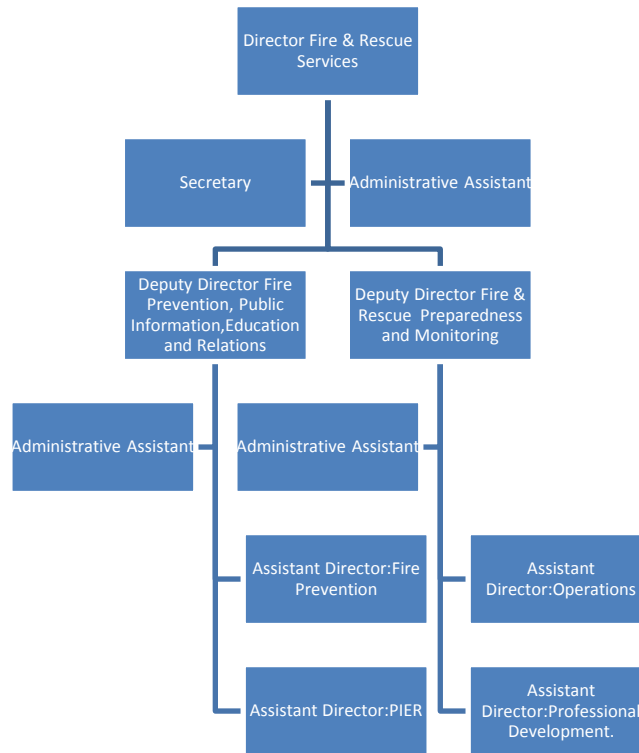


Diagram 2: Our proposed structure

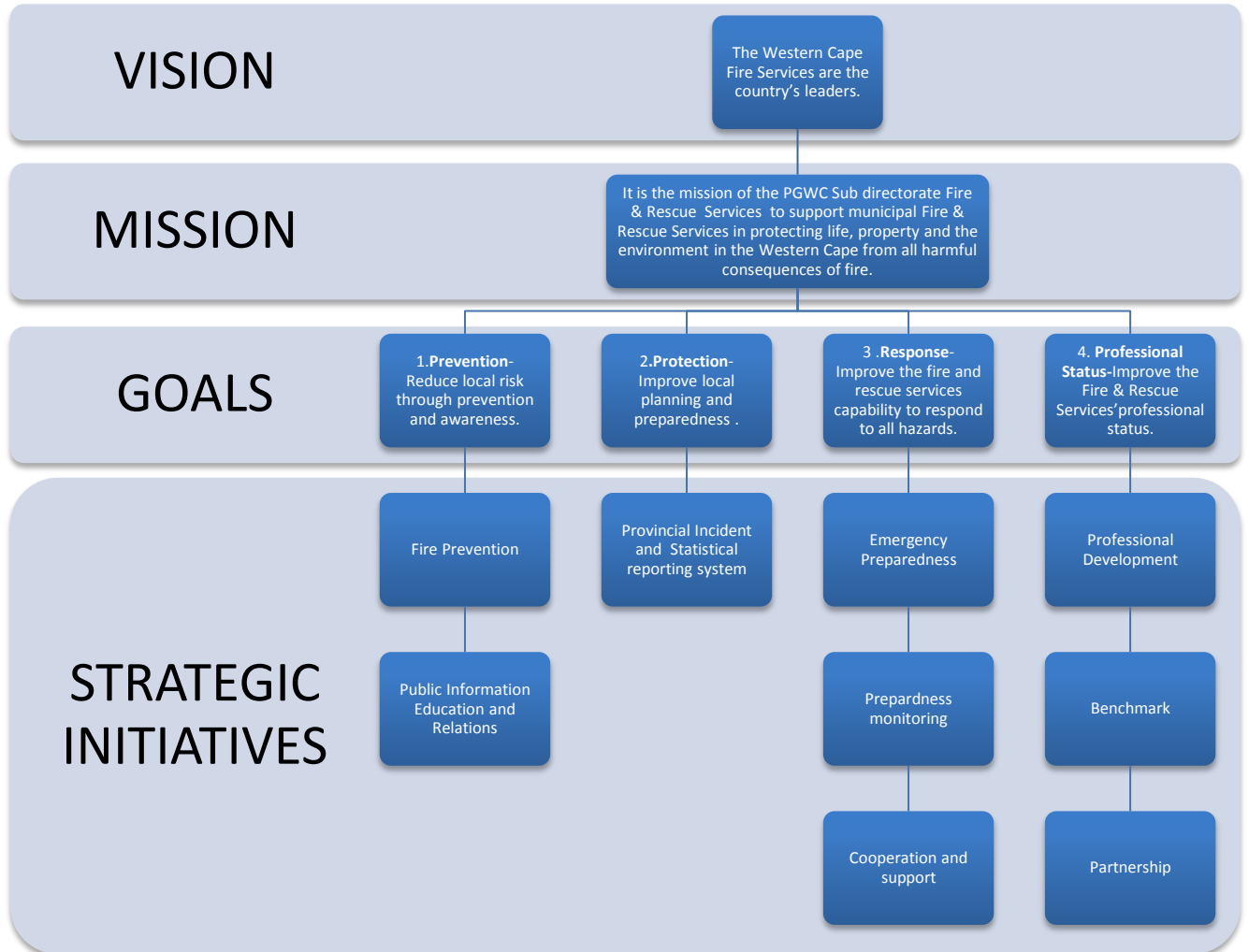
The above structure proposes a Directorate consisting of two sub directorates each with its own functional components and support.

This structure provides for two functional legs, the one provides for all the Proactive elements of the Fire & Rescue Services service namely Prevention, Awareness and Protection, the second leg provides for all activities involving the reactive elements of the service. The monitoring of preparedness and training is also placed under this leg.

The proposed structure, at first glance may appear to be large and could be perceived as overly ambitious, it is however smaller than most Directorates currently within the Department of Local Government. The span of control is on a ratio of 2:1.

Annexure B

Fire & Rescue Services' Strategic Initiatives Summary



Annexure C

Implementation Matrix

GOALS	STRATEGIC INITIATIVE	OPERATIONAL DELIVERABLE	BUDGET			WHO
			12/13	13/14	14/15	
Reduce local risk through prevention and awareness.	Fire Prevention.	Fire Prevention Workgroup established	5000	5400	6000	DD/FBS
		Promulgate provincial fire regulations	4000			DD/FBS
		Provincial Fire safety strategy		5400		DD/FBS
		Fire Prevention Program		100000	106000	DD/FBS
	Public Information, Education and Relations.	Fire awareness campaign	106000	113000	120000	DD/FBS
		P.I.E.R Workgroup established	5000	5400	6000	DD/FBS
		Provincial PIER strategy		5400		DD/FBS
		Expand public awareness campaigns	106000	113000	120000	DD/FBS
	Annual World Fire Fighters Day	10000	12000	15000	DD/FBS	
Improve local planning and preparedness.	Provincial Incident and Statistical reporting system.	Central Provincial Data reporting	TBD	120000	TBD	DD/FBS
		Fire Risk assessment	600000	600000	600000	DD/FBS
		GIS to incorporate SANS 10090:2003	15000	30000	30000	DD/FBS
		Relative Fire Risk monitoring	TBD	TBD	TBD	DD/FBS
Improve the FBS capability to respond to all hazards.	Emergency Preparedness.	Hazardous Materials Workgroup	5000	5400	6000	DD/FBS
		Incident Command System		120000	120000	DD/FBS
		Implement SORT strategy	120000	120000	120000	DD/FBS
	Preparedness monitoring.	Develop new approaches to evaluate effectiveness of fire Services	TBD	TBD	TBD	DD/FBS
		Preparedness report	500	500	500	DD/FBS
	Cooperation and support.	Provincial Mutual Aid Agreements and MOU	5000	5000	5000	DD/FBS
		Mass Mobilization agreement	6000	6000	6000	DD/FBS
Aerial fire fighting support		TBD	TBD	TBD	DD/FBS	
Improve the FBS professional status.	Professional Development.	Provincial training strategy	TBD	TBD	TBD	DD/FBS
		Provincial training academy	TBD	TBD	TBD	DD/FBS
	Benchmark.	Serve as provincial focal point for advancing the professional development of fire services.	TBD	TBD	TBD	DD/FBS
	Partnership	Assist local training programs through cooperative agreements, grants etc.	TBD	TBD	TBD	DD/FBS