

INCIDENT AND DISASTER RESPONSE PROCEDURES FOR THE GARDEN ROUTE DISTRICT MUNICIPALITY

The Disaster Management Act 57 of 2002, as amended, requires that the Garden Route Disaster Management Centre (DMC) ensure a coordinated approach to emergency response. For this purpose, the following document aims to explain the Garden Route DM incident and disaster response procedures to be implemented as part of the authority's corporate disaster management plan. The implementation of these procedures would be reaching the objectives of a Level 2 Disaster Risk Management Plan.

1. Definitions and abbreviations:

1.1. Incident or emergency

An incident or emergency is any expected or unexpected occurrence requiring emergency response which can be effectively resolved using local primary response capabilities and resources.

1.2 Line function commander

A line function commander is the individual in whom the responsibility is vested to manage a level 1 response by exercising vertical command over the operational activities of a single response line function or agency.

1.3 Commander post also referred to as forward control point (FCP)

Commander post denotes the location usually on-site, from which the Line function commander operates to manage a level 1 response.

1.4 An incident coordinator (IC)

An incident coordinator is the individual responsible for the management of a level 2 response. The incident coordinator is assigned by the primary response line function/agency and is responsible to exercise horizontal coordination over an incident which spans across individual line function/agency commands and is vested with the responsibility to task other response agencies according to the demands of the incident in pursuance of integrated and coordinated operations for the effective resolution of the incident.

1.5 Incident coordination post (ICP)

Incident coordination post denotes the location from which the incident coordinator operates and manages a level 2 response. The establishment of an incident coordination post is an operational imperative vested in the primary response line function/ agency immediately after a support agency arrives on-site.

1.6 Joint operations centre (JOC)

The term joint operations centre denotes the off-site location from which the JOC Coordinator operates for management of a level 3 response. The establishment of the JOC is an operational imperative vested in the Head of the Disaster Management Centre after consultation with the Garden Route disaster management governing committee (GRDMGC). The JOC is established in a fixed

location which in the case of a single level 3 response operation may be close to the site. **In the case of multiple level 3 response operations taking place in the jurisdiction of the Garden Route DM, the JOC will be established at the disaster operations centre, located at the Disaster Management Centre, York street 54, George.**

1.7 JOC Coordinator

The JOC Coordinator is the individual vested with the responsibility to manage a level 3 response. The responsibility is assigned to the JOC Coordinator by the GRDMGC. The JOC Coordinator is supported by assigned senior representatives of the relevant support agencies and facilitates a joint decision making process and logistical support to ensure the optimal utilisation of resources.

1.8 The disaster operations centre (DOC)

The disaster operations centre is a fixed physical conference type location within the disaster risk management centre complex of the Garden Route DM. It is the location from which level 3, 4 and 5 response operations are directed.

1.9 Garden Route district municipality disaster management governing committee (GRDMGC)

This committee consist of the following persons:

- The Executive Mayor or the Portfolio Councillor responsible for Disaster Management, or both;
- The Municipal Manager;
- All the Heads of Department at the Garden Route DM;
- The Head of the DMC

2. Levels of response

Level of response is the generic term to which a numerical tag is applied to indicate the predefined parameters or limits in terms of capability, resources and scope of authority within which a response operation can effectively be managed before a higher level or levels of management are triggered. The numerical tag is applied on an escalating scale, as illustrated in Table 1 below, with a level one being the first level of response up to a level five response which signifies an occurrence which can be classified as a national disaster (or state of disaster). These levels are consistent with the Disaster Management Act and the National Disaster Management Framework.

The defining characteristics which distinguish incidents and emergencies from a disaster are:

- firstly, the fact that the scale of the occurrence is such that it exceeds available local capacity to deal with the effects and ;
- secondly, the normal functioning of society has been seriously disrupted;

It is logical to conclude that in such circumstances where the existing legislation, powers and contingencies of emergency and essential response agencies are **inadequate** to deal with the effects, the need arises to take extraordinary measures and to engage additional resources from outside of legislative and jurisdictional boundaries of the Garden Route DM.

The above inevitably calls for a higher or fourth level of response as it demands the engagement of the next sphere of legislative and jurisdictional authority; executive decision making and direction; and may even require an official declaration to allow the necessary additional powers to be invoked to effectively manage the occurrence.

Subsequently a fourth and fifth level of response can also be identified should the escalation of the event necessitate an even higher jurisdictional response (i.e. from a provincial or the national government - these levels of response will, however not enjoy attention in this document).

Level of response	Nature of Response	Trigger which activates next level
I (FCP)	Single agency response.	Support required from other disciplines in the jurisdiction of the Garden Route DM to effectively manage the situation.
II (ICP)	Multi-agency response operations.	Normal internal agency capability and resource capacity depleted; procurement and deployment of additional resources required to effectively deal with the situation within the Garden Route DM.
III (DMC)	Multiple jurisdictional response operations constituting a local state of disaster .	Magnitude exceeds available capability and resources; spans across the jurisdiction of the Garden Route DM and/or legislative boundaries, additional powers need to be invoked to deal effectively with the situation.
IV (PDMC)	Multiple jurisdictional response operations constituting a provincial state of disaster .	Engagement of resources from outside jurisdictional boundaries; additional powers invoked to deal effectively with the situation (Western Cape PDMC)
V (NDMC)	Multiple jurisdictional response operations constituting a national state of disaster .	Engagement of resources from outside jurisdictional boundaries; additional powers invoked to deal effectively with the situation (NDMC)

Table 1: Levels of response

3. Incident and disaster response procedures for the Garden Route DM

This procedure aims to provide a generic framework on which a comprehensive multi-agency response can be coordinated by the Garden Route DM. These procedures does not strive to provide a system which addresses the intra-disciplinary operating procedures of the individual response line functions/ agencies which is commonly referred to as an Incident Command System (ICS) but focuses on the management of multi-agency responses which is the responsibility of the DMC.

The advantage of this activation platform is that it provides for the natural escalation of the management function from a single line function/ agency response to a routine occurrence; to a multi-agency response to a single occurrence or multi-agency responses to a series of occurrences within a single jurisdiction (e.g. Garden Route DM); as well as to multi-jurisdictional responses within a particular sphere of local government and right up through the second sphere to national government.

These procedures provides a seamless environment for integrating and coordinating operational responses; for tactical and strategic decision-making; and for invoking

extraordinary powers for the effective resolution of the situation and is applicable for any type of occurrence regardless of its origin.

Figure 1 attached as Annexure “A” is a flowchart diagrammatical representation of the levels of response for the Garden Route DM. The different aspects of the flowchart will briefly be discussed below in order to clarify its exact application.

3.1 Level One Response

A level one response constitutes the response to an incident involving a single line function i.e. fire and rescue, environmental health etc. of the Garden Route DM, which has the statutory responsibility to deal with the primary effects of the particular incident. The scope of management applied in a level one response is that of vertical command and decision-making, exercised by the line function commander over their own line function resources from a line function command post. Reporting is executed in terms of the internal line function operating protocols as set out in the specific line function, agency or department’s standard operational procedures included as part of the Garden Route corporate disaster management plan.

Triggers for the escalating from a level one response to that of a level two response are dependant on:

- whether the *authority* or *jurisdiction* of the responding line function has been exceeded;
- the *capability* of the responding line function has been exceeded or;
- the *resources* of the responding line function has been depleted.

Once the incident escalates to such an extent that the primary line function needs support from allied agencies with which the primary line function has concluded mutual assistance agreements, or support services from other disciplines operating within the jurisdiction can no longer manage the situation effectively, then the line function commander activates a level two response.

3.2 Level Two Response

A level two response applies to an incident demanding the response of the primary line function, which has statutory responsibility to deal with the primary effects of the incident; and support agencies from other disciplines within the same jurisdiction which have statutory responsibility to deal with the secondary effects of the incident.

A level two response may also involve support from the same discipline as the primary line function with which the primary line function has concluded mutual assistance agreements. The span of management applied in a level two response is that of horizontal coordination and decision-making exercised by the Incident Coordinator (IC) who establishes an Incident Coordination Post (ICP) .

From this post the overall management of the situation takes place, spanning across all the line function commands involved in the response operation without impinging on the authority exercised by the individual line function commanders in the management of their own agency operations. Reporting is executed in terms of internal line function operating protocols for on-site operations and to the ICP by means of situation reports in accordance with pre-determined standard operating protocols and for notification to the ICP that saturation of available own agency resource thresholds is approaching. Once the incident demands required to

effectively manage the situation exceed the available own resource thresholds of any line function in terms of personnel, equipment and organisational capabilities, then the Incident Coordinator activates a level three response.

3.3 Level Three Response

A level three response constitutes a response involving multiple departments or agencies to an incident, the magnitude of which, demands resources in excess of the available own resource thresholds of any single line function which has statutory responsibility to deal with the primary or secondary effects of the incident. Such a response would therefore demand human, equipment or organisational capabilities and/or decision-making which exceed local capacity to the extent that it requires the engagement of either executive decision making, resources from outside of jurisdictional boundaries, or powers to invoke extraordinary measures. Such an escalation can also be classified as a local (state of) disaster and where necessary declared as a municipal or local *state* of disaster.

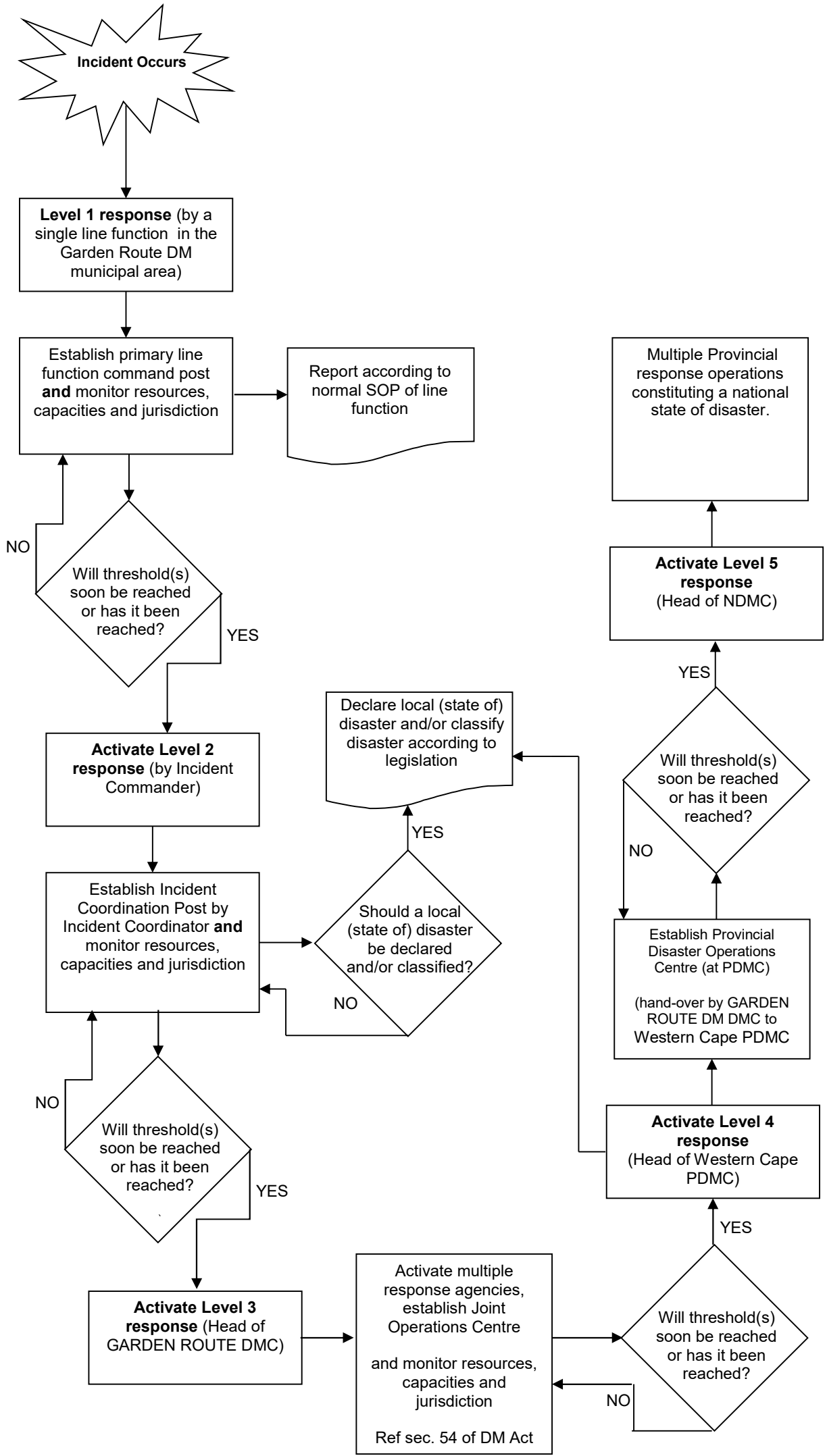
The span of management applied in a level three response is that of horizontal coordination and decision-making, exercised from the Joint Operations Centre (JOC) which is established by the JOC Coordinator. The JOC Coordinator is the individual vested with the responsibility to manage a level three response. The JOC Coordinator at the Garden Route DM will be the Head of the DMC or a suitably qualified person delegated by the Municipal Manager supported by the GRDMGC represented in the Disaster Operations Centre (DOC) within the DMC. In terms of section 44 (3) of the Disaster Management Act, Act 57 of 2002- as amended the JOC Coordinator/ Head of the DMC will act within the administrative instructions of the Municipal Manager.

In terms of disaster management legislation and policies the Garden Route DMC JOC Coordinator has been assigned the primary responsibility for the coordination and management of disasters which are occurring or threatening to occur in the jurisdiction of the Garden Route District Municipality.

Once the demands required to effectively coordinate and manage the disaster are such that resource thresholds of the Garden Route DM are reaching saturation or exceed jurisdictional or legislative authority then the Head of the DMC reports the situation to the Municipal Manager who will then inform the Western Cape Provincial Disaster Management Centre (PDMC), thus activating a level four response.

3.4 Level four Response

A level four response applies to an occurrence of such magnitude that it exceeds the statutory and jurisdictional capabilities of a single district municipality to deal with it effectively or a series of Level three response operations taking place simultaneously in the jurisdiction of a given province. Such an event can accordingly be classified as a provincial disaster and where necessary declared as provincial state of disaster. In the event of an escalation to a Level four response, the management of the disaster will be given over to the Western Cape PDMC by the Head of the Garden Route DMC.



Incident Occurs

Level 1 response (by a single line function in the Garden Route DM municipal area)

Establish primary line function command post **and** monitor resources, capacities and jurisdiction

Report according to normal SOP of line function

Will threshold(s) soon be reached or has it been reached?

NO

YES

Activate Level 2 response (by Incident Commander)

Establish Incident Coordination Post by Incident Coordinator **and** monitor resources, capacities and jurisdiction

Declare local (state of) disaster and/or classify disaster according to legislation

YES

Should a local (state of) disaster be declared and/or classified?

NO

Will threshold(s) soon be reached or has it been reached?

NO

YES

Activate Level 3 response (Head of GARDEN ROUTE DMC)

Activate multiple response agencies, establish Joint Operations Centre and monitor resources, capacities and jurisdiction
Ref sec. 54 of DM Act

Will threshold(s) soon be reached or has it been reached?

NO

YES

Activate Level 4 response (Head of Western Cape PDMC)

Establish Provincial Disaster Operations Centre (at PDMC)
(hand-over by GARDEN ROUTE DM DMC to Western Cape PDMC)

Will threshold(s) soon be reached or has it been reached?

NO

YES

Activate Level 5 response (Head of NDMC)

Multiple Provincial response operations constituting a national state of disaster.

Figure 1: Flow diagram of the levels of response

4.1 Level 1 Response

A level 1 response constitutes the response to an incident involving a single Garden Route DM line function which has statutory responsibility to deal with the primary effects of the incident.

4.1.1 Span of management and scope of authority

The scope of management applied in a level 1 response is that of vertical command and decision making, exercised by the Line Function Commander over own resources from an Line Function Command Post

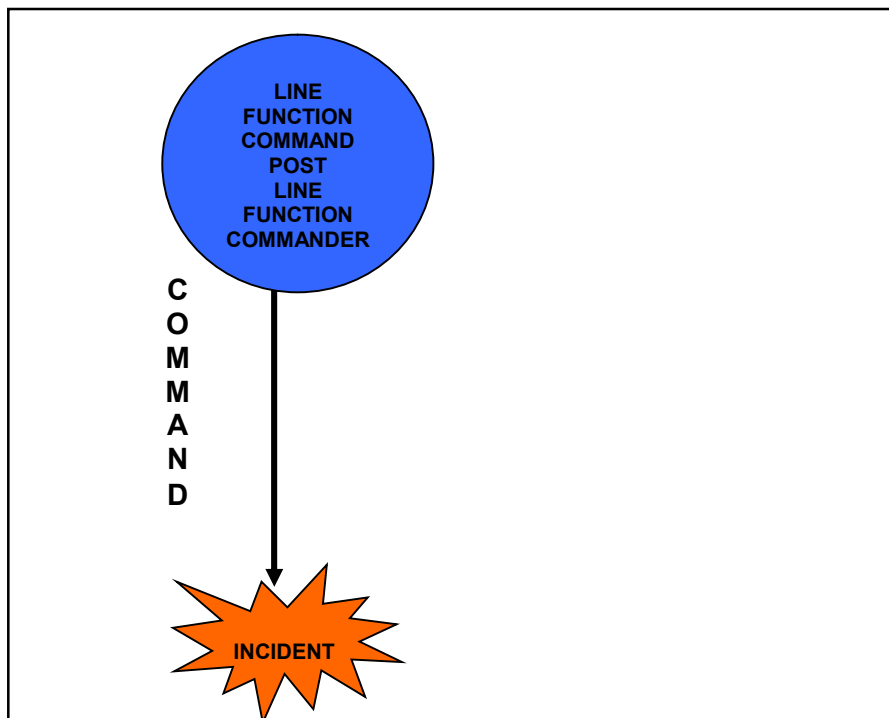


Figure 2: Span of Management Level 1 Response

4.1.2 Communication

A level 1 response involves two way vertical communication between the line function commander and line function personnel on-site, horizontal communication between line function personnel in the execution of their duties and two way vertical communication between the line function commander and the Garden Route call centre.

4.1.3 Reporting

Reporting is executed in terms of internal line function SOP

4.1.4 Triggers for escalating to a level 2 response

Immediately the incident demands:

- support from allied agencies with which the primary line function has concluded mutual assistance agreements; or
- support services from other disciplines operating within the jurisdiction;

to effectively manage the situation then the Line function Commander activates a level 2 response.

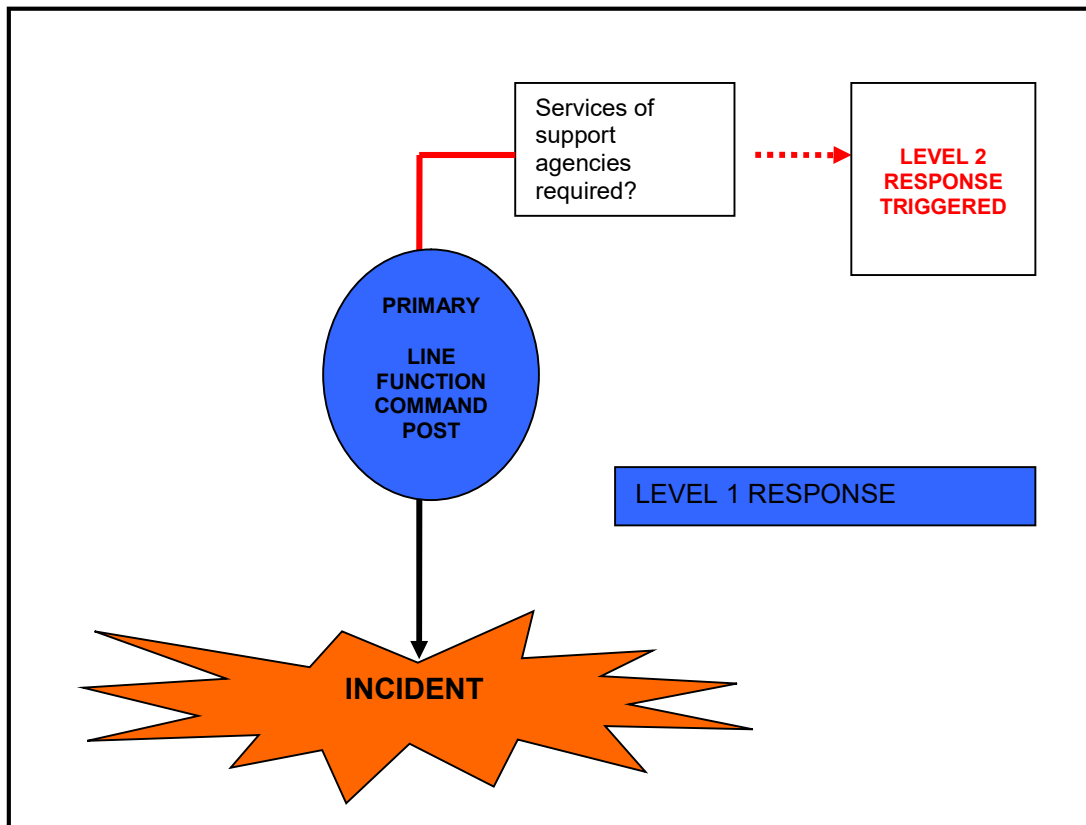


Figure 3: Level 2 Response Activation

4.2 Level 2 Response

A level 2 response applies to an incident demanding the response of:

- the primary line function which has statutory responsibility to deal with the primary effects of the incident; and
- support agencies from other disciplines within the same jurisdiction which have statutory responsibility to deal with the secondary effects of the incident

Note:

A level 2 response may also involve support agencies from the same discipline as the primary agency with which the primary agency has concluded mutual assistance agreements.

4.2.1 Span of management and scope of authority

The span of management applied in a level 2 response is that of horizontal coordination and decision making exercised by the Incident Coordinator (IC) who establishes an Incident Coordination Post (ICP) from which the overall management of the situation takes place, spanning across all the agency commands involved in the response operation without impinging on the authority exercised by the individual agency commanders in the management of their own agency operations.

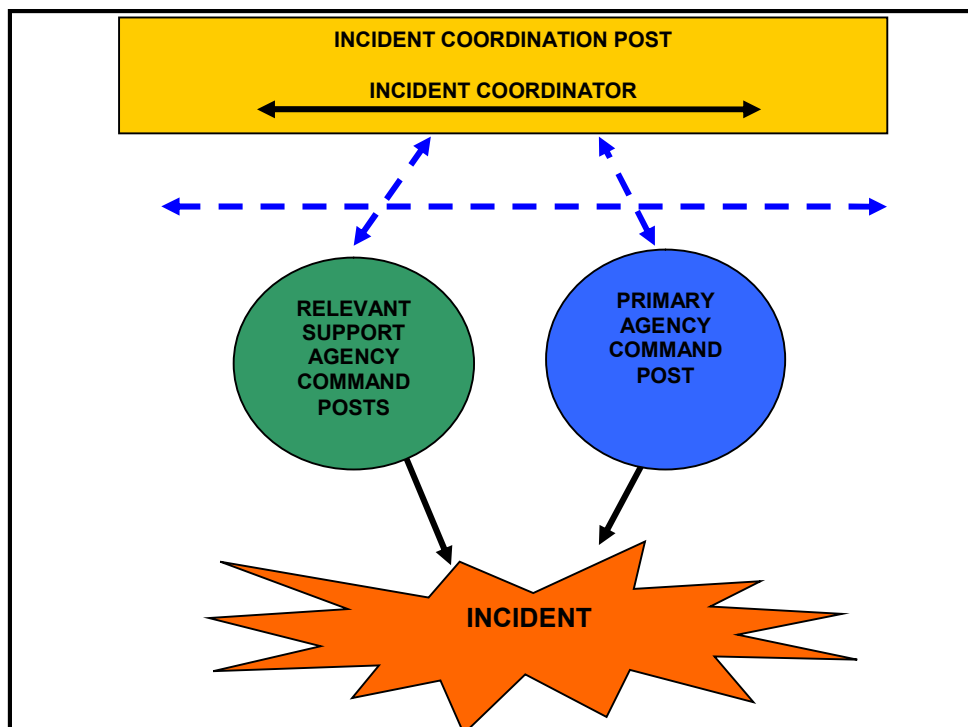


Figure 4: Span of management Level 2 Response

4.2.2 Communication

A level 2 response involves:

- two way vertical communication between the agency commanders and agency personnel in the execution of their operational on-site duties;
- two way vertical communication between agency command posts and their agency headquarters for reporting, operations and own resource management only;
- two way vertical communication between agency command posts and the Incident Coordination Post for integrated and coordinated on-site operations; and
- horizontal two way communications between agency personnel within and across agencies for the execution of their duties.

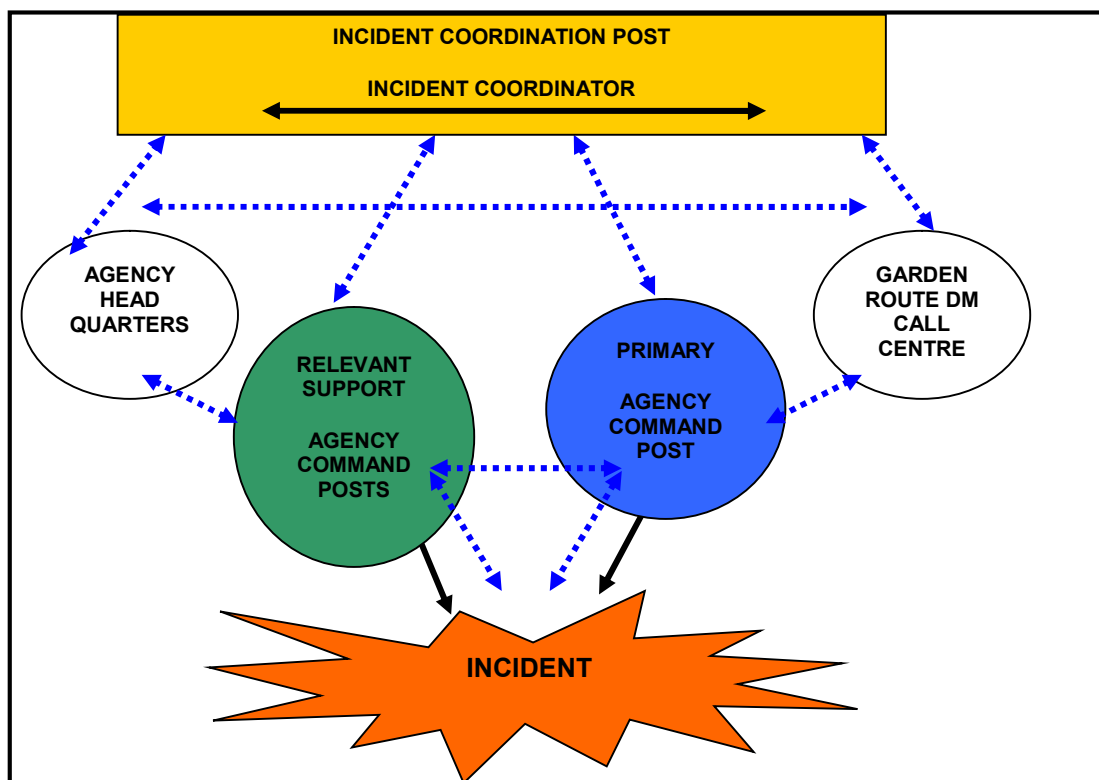


Figure 5: Communication lines Level 2 Response

4.2.3 Reporting

Reporting is executed in terms of internal agency operating protocols for own agency on site operations; and to the ICP by means of situation reports in accordance with pre-determined standard operating protocols and for notification to the ICP that saturation of available own agency resource thresholds is approaching.

4.2.4 Triggers for escalating to a level 3 response

Immediately the incident demands required to effectively manage the situation exceed the available own resource thresholds of any agency in terms of:

- personnel;
- equipment; and
- organisational capabilities;

then the Incident Coordinator activates a level 3 response.

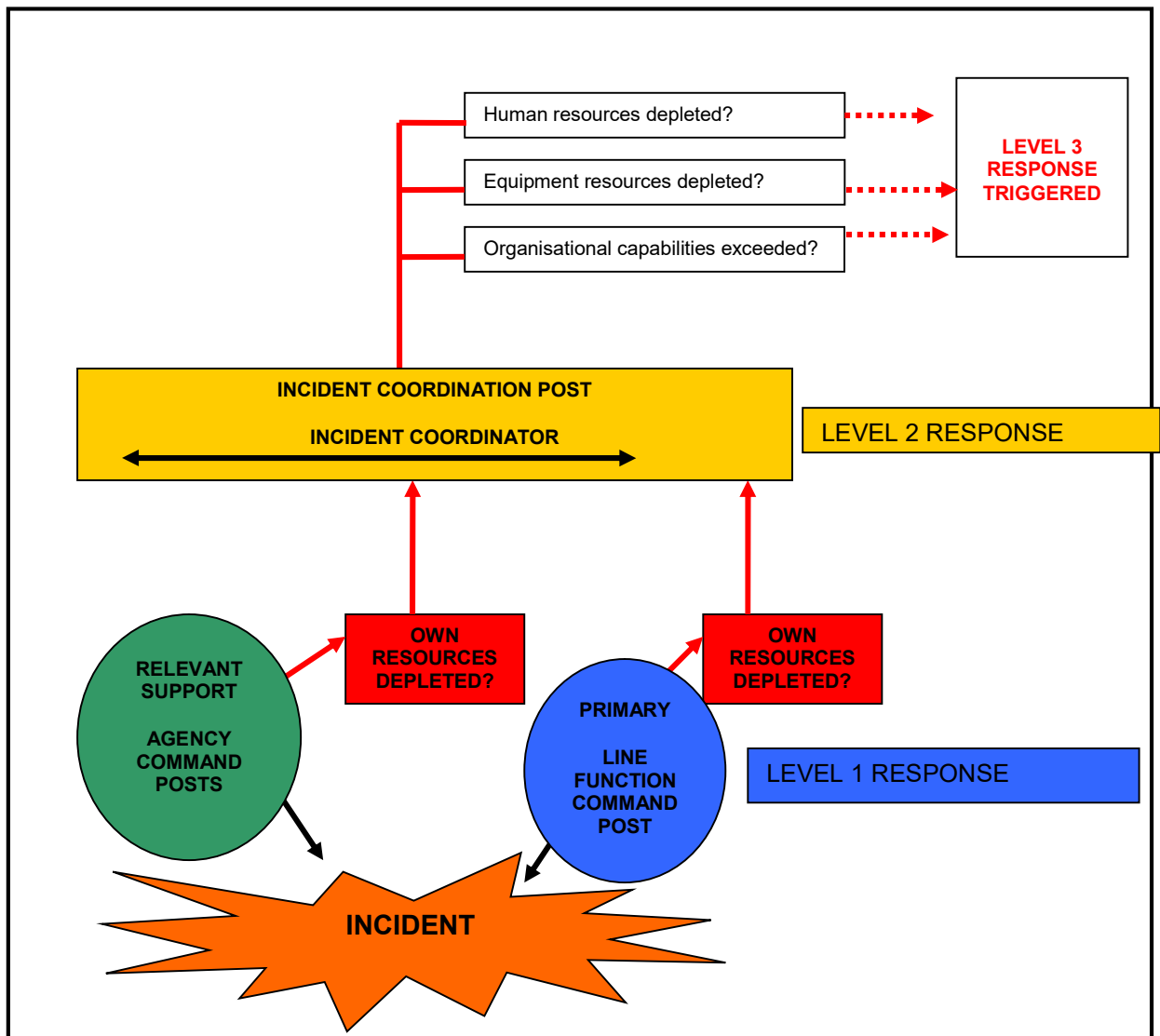


Figure 6: Level 3 Response Activation

4.3 Level 3 Response

A level 3 response constitutes a response involving multiple departments to an incident, the magnitude of which, demands resources in excess of the available own resource thresholds of any single line function which has statutory responsibility to deal with the primary or secondary effects of the incident

Or a series of Level 2 response operations taking place simultaneously in the jurisdiction of:

- a single local municipality; or
- in multiple local municipalities within the jurisdiction of the district municipality;

the sum of which demands human, equipment or organisational capabilities and/or decision making which exceeds local capacity to the extent that it requires the engagement of either:

- executive decision making; or
- resources from outside of jurisdictional boundaries; or
- powers to invoke extraordinary measures;

and accordingly can be classified as a local disaster and where necessary declared as municipal state of disaster.

4.3.1 Span of management and scope of authority

The span of management applied in a level 3 response is that of direction spanning horizontally across municipal boundaries; executive decision making; invoking extraordinary statutory powers necessary to deal effectively with the situation and is exercised by the Head of the Municipal Disaster Management Centre supported by the GRDMGC from the Disaster Operations Centre (DOC).

4.3.2 Communication

A level 3 response involves:

- two way vertical communication between departments and line function personnel in the execution of their operational on-site duties;
- horizontal communication between departments and line function personnel;
- two way vertical communication between the Incident Coordination Post/s and the Joint Operations Centre;
- horizontal communication between JOCs at local municipal level within the jurisdiction for situation reporting only;
- two way vertical communication between the at the DMC and affected and at risk communities and areas;
- two way vertical communication between the at the DMC and the media;
- horizontal communication between the DMC and relevant neighbouring DMCs;
- two way vertical communication between the DMC and the relevant Provincial Disaster Management Centre (PDMC); and
- two way vertical communication between the DMC and the National Disaster Management Centre (NDMC)

4.3.3 Reporting

Reporting lines for a Level 3 Response are as follows:

- according to departments and line function standard operating protocols for own on site operation;
- from the ICP to the JOC for situation reporting according to pre determined reporting protocols and for all additional resources requirements which exceed the available own resource thresholds of any agency in terms of personnel, equipment or organisational capabilities;
- between the at the DMC and neighbouring DMCs for situation reporting and early warnings;
- between the DMC and the PDMC for situation reporting;
- between the DMC and the NDMC for situation reporting;
- between the at the DMC and affected and at risk communities and areas for assessment situation reporting and early warnings; and

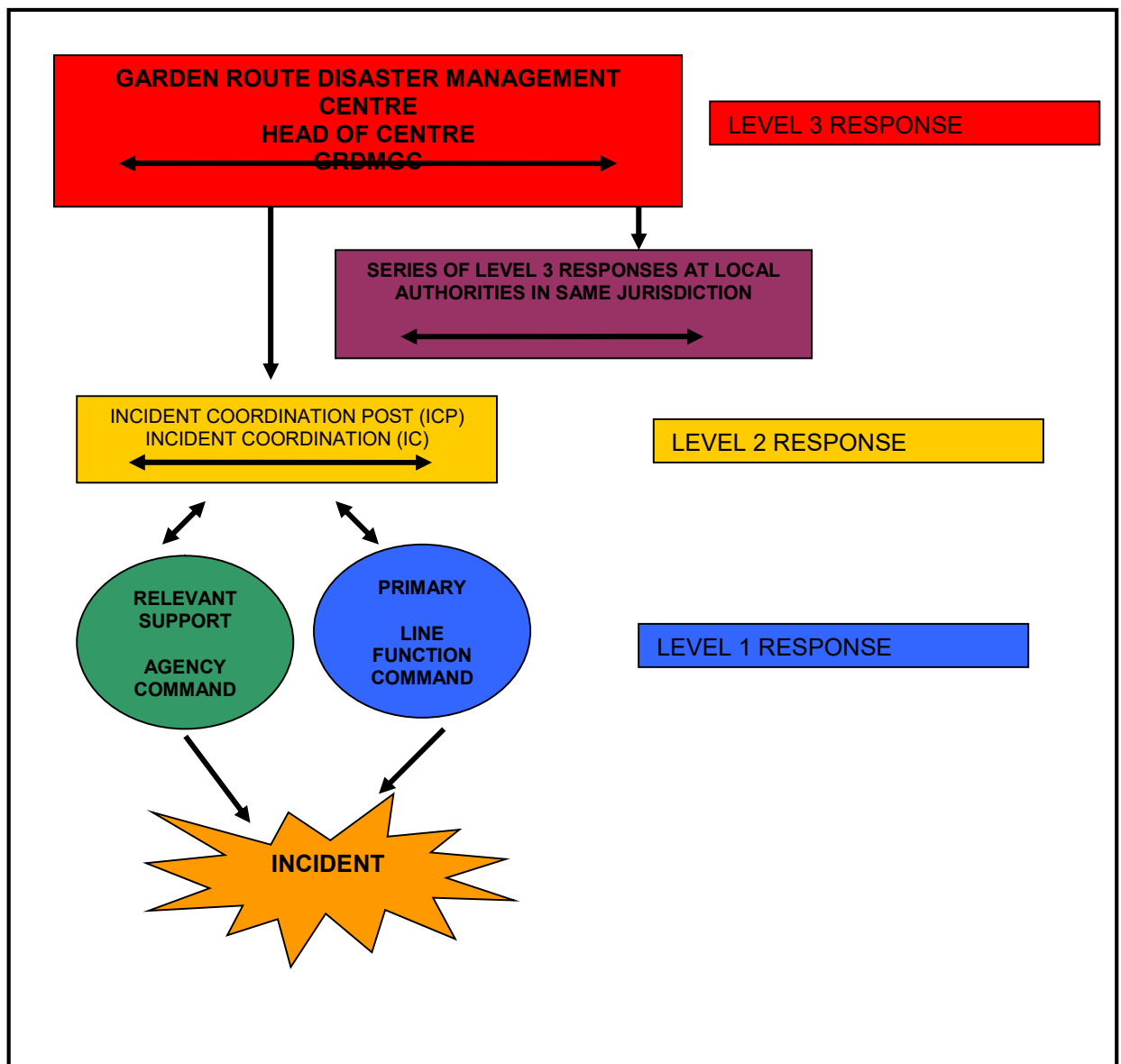


Figure 7: Span of management Level 3 Response

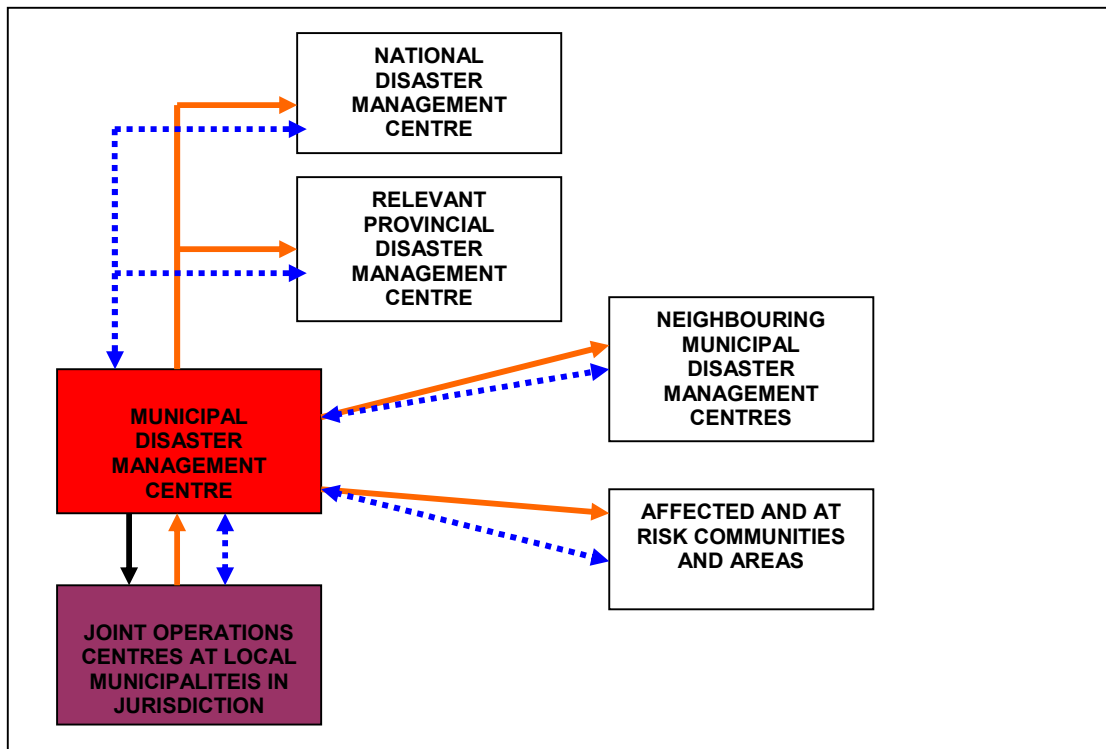


Figure 8: Communication and reporting lines for Level 3 Response

4.3.4 Triggers for escalating to a level 4 response

Immediately the demands required to effectively coordinate and manage the disaster are such that resource thresholds of the district municipality are reaching saturation or exceed jurisdictional or legislative authority in terms of:

- human resources;
- equipment resources;
- organisational capabilities;
- contingency reserve thresholds;

then the Head of the DMC reports the situation to the Municipal Manager who will then inform the PDMC thus activating a level 4 response.

Recommendations:

NOTE: Though a consultative meeting with all response agencies thresholds needs to be determined for response. This in turn must be linked to the contingency plans.