



LANGEBERG LOCAL MUNICIPALITY FIRE PROTECTION
PLAN 2024/25 to 2028/29

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1. SECTION A

PURPOSE OF THE FIRE PROTECTION PLAN

To:

- provide the Strategic Management Team with an updated Fire Protection Plan for consideration; initially for application over the 2024/2025 financial period and to be used by the appointed Chief: Fire Officer as the framework for short-, medium and long term planning for Fire Services in the Langeberg Local Municipality;
- bring to the attention of the Strategic Management Team the implications/and relevancy of the updated code SANS 10090: 2018 regarding Fire Services;
- bring to the attention of the Strategic Management Team the current status of the Fire Services Department regarding facilities, human resources, vehicles and equipment;
- allow the Strategic Management Team to consider fiscal implications (subject to the annual budgetary process and availability of funds) for the Fire Protection Plan.

The Fire Protection Plan covers the scope of planning, including legal standing and relevant legislation, and codes, staffing, facilities and the applicable projections.

EXECUTIVE SUMMARY

SANS codes

The classification and frameworks for Fire Services is based on the SANS codes 10090:2018. Community Protection against fire.

The purpose of this code is to provide advice on the measures that may be taken to ensure that fire services are efficient. It includes a schedule against which the performance potential of each aspect, as well as of the whole, of a fire service can be judged.

The first aspect that needs to be addressed in terms of SANS 10090:2018 is the Fire Risk Classification. In terms of this classification there are five risks provided, categories A to E, of which Langeberg Local Municipality falls into the following categories (urban areas and rural areas brought into contention): only main applicable categories mentioned.

- Category B:** Limited central business districts, smaller commercial or industrial areas normally associated with small town and decentralized areas of cities and large towns (areas where the risk to life and property due to fire occurrence and spread is likely to be moderate);
- Category D** Rural areas of limited buildings and remote from urban areas;
- Category E** Special risk areas, Individual areas requiring a pre-determined attendance over and above the predominant risk category in an area. Includes large shopping/entertainment centers, informal settlements, harbors, hospitals, prisons, large airport buildings and petrochemical plants

It must be borne in mind that the fire risk is not limited to urban areas only; there are wine-farms, Distilleries and various factories and other industries and warehouses outside of the urban boundaries.

To a large extent, the response time and weight of response of the current fire services from only two stations operating at full capacity in Ashton and the second fire station operating at Robertson with only a firefighting crew available for first response increases the risk of life and property loss. Secondary response is currently covered by standby crews. Currently the towns of Montagu, Bonnievale and McGregor do not have a base within their boundaries.

Fire Brigade classification follows:

Categorization of Fire Brigades

In terms of SANS 10090:2018, Fire Brigades are categorized into five (5) categories ranging from 5 to 1. Due to the fact that there is just two (02) fire station in the Langeberg area, it is difficult to apply the evaluation criteria for our Fire Services, for example:

Category 5 (a): a brigade with adequate arrangements and provisions in place to risk as given in annex A and annex C for:

- 1) risk profile of jurisdiction;
- 2) weight and speed of response
- 3) call receipt and processing requirements; vehicle/equipment and maintenance;
- 4) incident management procedures;
- 5) pre-fire planning and risk visits;
- 6) training/personnel;
- 7) water supplies; and
- 8) Fire safety functions...

With a quick scan, it will be seen that the full span of functions allocated to Fire Brigades is not performed by Langeberg Municipal Fire Services, due to the fact that the services have not been completely phased in and approved and thus has lack of capacity. To a large extent Langeberg Municipal Fire services are presently primarily focused on reactive firefighting functions and tasks.

Area of Response

The total accountable area of legal accountability of the Langeberg Municipality is as follows:

Total area: 4 519 km²

The Total Urban Areas are as follows:

McGregor	1.4	km ²
Robertson	8.7	km ²
Ashton	3.8	km ²
Bonnievale	4.8	km ²
Montagu	5.8	km ²
Total Urban area	24.5	km ²

Weight and Speed of Response

In accordance with SANS 10090:2018, the following are applicable:

Weight of response entails the sufficient staffing of firefighting vehicles to provide fire protection in the area of the Fire Brigade. The code further states that, where there is only one fire station covering the area, the number of staffed vehicles shall be sufficient to meet the demands of a fire call to the most congested area protected by the brigade, with at least one pump in reserve to respond to a second fire call.

If table 1 is used as evaluation, it will be seen that for the B risk category, Langeberg Fire Services does not comply with standards, as at least two (2) pumping units should be provided per station (each with a manning level of a minimum number of 4).

It should be noted that the erection of the Fire Station at Robertson have aided the service to advance a step further towards meeting the minimum requirements.

Table 1 — Weight of response at fires

1	2	3	4
Risk category	Minimum number of pumping units	Minimum manning level per appliance	Minimum pumping capacity of each unit (L/min)
A	2	5	3 850
B	2	4	3 850
C	1	4	2 250
D	1	4	2 250
E	As determined by individual risk assessment		
NOTE Arrangements for vehicle fires, grass/bush and special services and the need for specialist vehicles such as aerial appliances and water carriers will be determined by local conditions.			

Number of Fire Stations

The following table depicts the number of fire stations required per areas:

Table 3 — Examples of station areas

1	2			
Estimated speed of appliance (km/h)	Example of possible turn-out area for various risk categories (km ²)			
	A	B	C	D
25	8	15	30	120
30	10	20	40	180
35	15	30	60	240
40	20	40	80	320
45	25	50	100	400
50	30	60	120	480
NOTE 1 Estimated speed of appliance is the likely average speed between two points in a risk area including stops and starts, traffic congestion and terrain. NOTE 2 Station turn-out area is the area that can be covered taking weight and speed of response requirements into consideration. NOTE 3 Turn-out areas above are based on the straight line distance that can be covered in the appropriate appliance travel time, less 25 % to compensate for street grid networks.				

Attendance times and weight of response has a direct influence on this determination.

Attendance times

Attendance time is defined as the sum of call receipt, dispatch and appliance response time, in other words the time from when the emergency call is received until the time that the Fire Service's vehicle/s arrive at the address of the emergency.

The applicable table is as follows:

Table 2 — Attendance times at fires

1	2	3	4
Risk category	Maximum call receipt and turn-out time min	Maximum appliance travel time min	Maximum attendance time min
A	3	5	8
B	3	7	10
C	3	10	13
D	3	20	23
E	Within requirement of appropriate risk category		

In summation, this entails that the attendance times for the Langeberg Local Municipality will vary from between ten (10) minutes and twenty-three (23) minutes.

It must be borne in mind that the weight of response must be collated with these times, as for B category risks a number of two (2) Firefighting vehicles, each with a minimum crew of four (4) is required.

Status of vehicles, Equipment and Vehicles

Firefighting Vehicles:

The Current Fleet consists of the following:

- 2 X Mercedes Atego Warriors (Major Pumpers)
- 2 X TATA Grass/Bush Pumpers
- 2 X Toyota Land Cruiser with skid unit
- 2 X Isuzu 4X4 Utility vehicles (Bakkies)
- 1 X Utility LDV Nissan 1400 (transferred from Parks Department 2017, needs replacement)
- 1 X Sedan Kia Paegas

With the establishment of Robertson Fire Station the following vehicles have been transferred to Robertson:

- 1 X Mercedes Atego Warrior (Major Pumper)
- 1 X TATA Grass/Bush Pumper
- 1 X Isuzu 4X4 Utility vehicles (Bakkie)
- 1 X Toyota Land Cruiser with skid unit
- 1 X Sedan Kia Paegas

With the exclusion of the Nissan LDV, all the other vehicles are in a good state of maintenance and operational application, even though one Mercedes Atego Warrior is year pass its final year according to SANS 10090:2018 (needs to be replaced). The Nissan is continuously demanding repairs and maintenance and will need to be replaced.

Equipment

The provision has been made to attend to the maintenance needs in the 2024/2025 budget year. The provision have also been made to purchase new equipment under capex budget as can be seen at page 10

CAPEX implications

Regarding Fire Services vehicles – it is projected that one fire engine will be procured for the 2024/2025 financial year.

As rescue, and specifically, structural and vehicle extrication forms part of the functions allocated to fire services in terms of the Local Government; Municipal structures Act, provision must be made for the acquisition of a rescue vehicle in the future.. If Table 1 is perused, it will be seen that the required response to Category B risks is two vehicles with a manning level of a minimum of four (4) per vehicle. This is to ensure that there is a back-up team available in all fire situations equal to the firefighters entering a structural fire, to aid or intervene should the firefighters inside the building encounter danger or become entrapped.

The projection is as follows:

Project	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029
Establishment fire facility at Montagu		R6 000 000.00			
Establishment of fire facility in McGregor					R6 000 000.00
Establishment of the satellite fire station at Bonnievale				R6 000 000.00	
Acquisition of two (2) Major pumper	R4 500 000.00	R4 500 000.00			
Acquisition of a Fire Tanker			R3000 000.00		
Acquisition of a medium pumper			R3 500 000.00		
Fencing of Fire Facilities			R1 000 000.00		
Equipment	R600 000,00	R50 000,00	R700 000.00		
Furniture-Fire Station	R25 000,00				
Air Conditioners	R31 200,00			R40 000.00	
PPE	R107 795,20	R115 000,00	R120 000.00	R129 000.00	R138 000.00
Replacing of Nissan Utility vehicle (To be replaced with a 4 x 4 double cab Minnie command vehicle)		R600 000.00		R600 000.00	
Gym Equipment	R100 000.00		R30 000.00		

Staffing Implications

The current number of firefighters at Ashton cannot be expanded, as the Fire Station at Ashton can only accommodate 5 (five) members per shift. It is envisaged that the expansion of the staff complement will take place as per approved organogram as well as the plans to have four (4) Senior Firefighter positions advertised.

The shortage of firefighting staff which is a serious problem has been partly addressed by enlarging the current crew size to four (4) per vehicle with a stand-by shift being made available in case of major incidents – annually request is submitted and approved approximately on May every year. A further matter to be taken into

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consideration is the Mutual Aid Agreement with Cape Winelands District Municipality. This reduces response times to Robertson and McGregor. It must be mentioned that this is dependent on availability, as the CWDM has a wide area of response, vehicles and crews are deployed to other areas for response and can be away from the CWDM fire station in Robertson for long periods, especially during the fire season (Bush, grass and mountain fires season). Apart from that the facility in Robertson, due to training and other needs, are mainly manned with a crew of two (2) during off-season periods,

There are different aspects regarding staff that needs to be addressed:

- Rank Structures
- Levels and numbers of staff on each level

Year	Level	Qty.	Comments
2024/25	Platoon Commanders	0	Development of structure at Supervisor's level in accordance with the staff regulations
	Senior Fire Fighters	4	Internal advertisement (Promotion of current staff to align structure as per requirements)
	Fire Fighters	4	4 Firefighting personnel per shift in order to capacitate Robertson Fire Station to 100 percent firefighting capacity
	Total	08	
2025/26	Admin Support	1	Development of structure at Supervisor's level in accordance with the staff regulations
	Station Commander	02	For Robertson Fire Station and Disaster
	Cadet Firefighters	04	New Appointments with the view to extend the service to other towns
	Total	7	
2026/27	Platoon	0	Development of structure at Supervisor's level in accordance with the staff regulations
	Assistant Chief	1	To be placed in Robertson Fire Station.
	Firefighters	11	Promote all Cadet Firefighters into Firefighter level and close the Cadet Firefighter positions (internal advert)
	Total	12	
2027/2028	Platoon	03	Development of structure at Supervisor level
	Firefighters	0	New Appointments with the view to extend the service to other towns
	Cadet Firefighters	0	
	Total	3	

The appointment of permanent staff is strongly recommended. The complications with the appointment of Fire Reservists are discussed further in the document.

Public Emergency Communications Centre (Fire line (Emergency Call Centre) Staff)

The other challenge to the fire services is that the life-threatening emergency calls from the public are handled by the EPWP personnel that are changed from time to time to give new ones an opportunity who needs to be trained every time there is a change. The staff complement is currently under Governance Support (Customer Care).

Training

The training needs for firefighters are taken up into the Skills Development Plan. The Cape Winelands District Municipality is responsible for training of fire officers in terms of the Municipal Structures Act.

It is envisaged that all firefighters are trained to the levels of Fire-fighter I, Fire Fighter II and at least HAZMAT Technician level to equip them with the necessary skills in compliance with health and safety legislation.

Currently members are sent as and when the training becomes available, at the Cape Winelands Fire Academy in Stellenbosch.

There is presently a challenge with the accredited agency for the Hazmat Technician course in accommodating municipal personnel. The matter is being investigated by the WCCOC (Western Cape Chief Officers Committee) and attention is given to seeking alternative accredited agencies if PetroSA in Mossel Bay is unable to present courses.

All the needs are taken up in the Personnel Development Plan and are prioritized and updated annually.

Fiscal Projections

Fiscal projections (human resources) will be submitted through the budgetary process for the 2024/2025 to 2028/2029 financial year.

Conclusion

This concludes the fire protection plan for the period 2024/2025 to 2027/2028. The plan is, however, a dynamic document, that will need to be adapted in accordance with realities, including further legal developments and dependence with other role-players in the planning and operational spheres of this function.

Recommendation

That Strategic Management Team **considers** the updated Fire Protection Plan for 2024/2025 to 2028/2029;

That the Fire Protection Plan be **used** by the Chief Fire Officer as the framework for short, medium and Long term planning for fire services in the Langeberg Local Municipality

That the **Council** considers the updated Fire Protection Plan for 2024/25 to 2028/29

SECTION B

Source and Scope of Planning references

Scope of Planning:

Legal Standing

The following concise summary is to reiterate the legal standing concerning the delivery of fire services:

The fire Brigade Services Act, Act 99 of 1987

Definition for the purpose of fire service and specifies the mandate of the service in the definitions:

“service’ means a fire brigade service intended to be employed for-

- (a) preventing the outbreak or spread of a fire;
- (b) fighting or extinguishing a fire;
- (c) the protection of life or property against a fire or other threatening danger;
- (d) the rescue of life or property from a fire or other danger;
- (e) subject to the provisions of the Health Act, 1977 (Act 63 of 1977), the rendering of an ambulance service as an integral part of the fire brigade service; or
- (f) the performance of any other function connected with any of the matters referred to in paragraphs (a) to (e).” (The fire Brigade Services Act, Act 99 of 1987)

The Local Government: Municipal Structures Act, Act 117 of 1998

- The following functions are allocated to the District Municipality
 - “(j) Firefighting services serving the area of the district municipality as a whole, which includes—
 - (i) planning, co-ordination, and regulation of fire services.
 - (ii) specialised firefighting services such as mountain, veld, and chemical fire services.
 - (iii) co-ordination of the standardisation of infrastructure, vehicles, equipment, and procedures.
 - (iv) training of fire officers.”
- B and C municipalities were expected to exercise the Fire Fighting Functions as defined in the MSA from 1 July 2003;
- The Langeberg Local Municipality has the following functions:
 - ❖ Structural fires;
 - ❖ Fire Safety (the application of the National Building Regulations, Fire codes and municipal by-laws with regard to fire safety);
 - ❖ Rescue services;
 - ❖ Support services to municipal and other instances,
 - ❖ Fire pre-planning and related preparedness plans;
 - ❖ Testing and basic maintenance work on emergency vehicles and equipment;
 - ❖ Fire communications facilities for the particular service.

In terms of physical firefighting, the legal responsibility of both the District Municipality Fire Services and B Municipalities are, by example, the following:

Type of incident	Legal Functional Responsibility
Mountain fire	District Municipality Fire Services
Veld fire	District Municipality Fire Services
Chemical fire	District Municipality Fire Services

Structural fire (house, shop, factory, etc.) and chemical spillage or gas leak	Municipal Fire Services
Rescue*	Municipal Fire Services

*currently performed in collaboration PAWC.

SANS 10090:2018 Community Protection against Fire

The most important implications of the Codes.

Fire-risk categories (SANS 10090:2018)

The applicable fire risk categories to the Langeberg Municipality:

- Category B:** Limited central business districts, smaller commercial or industrial areas normally associated with small town and decentralized areas of cities and large towns (areas where the risk to life and property due to fire occurrence and spread is likely to be moderate)
- Category D:** Rural areas of limited buildings and remote from urban areas
- Category E:** Special risk areas, Individual areas requiring a re-determined attendance over and above the predominant risk category in an area. Includes large shopping/entertainment centers, informal settlements, harbors, hospitals, prisons, large airport buildings and petrochemical plants

Fire Brigades Classification (SANS 10090:2018)

The codes specify Fire Brigades into categories based on the following:

In terms of SANS 10090:2018, Fire Brigades are categorized into five (5) categories ranging from 5 to 1. Because there is just two (2) fire station in the Langeberg area, it is difficult to apply the evaluation criteria for our Fire Services, for due to the following:

Fire Services are categorized from those which are able to meet performance criteria for staff availability per appliance availability, pre-determined attendance (PDA), staffing levels and attendance times, ranging from 35% to 45% of the time to more than 75% of the time measured annually. The categories range from a category 5 (the lowest) to a category 1 (which is the ideal).

Category 5 (a) a brigade with adequate arrangements and provisions in place to risk as given in annex A and annex C for:

- 1) risk profile of jurisdiction;
- 2) weight and speed of response
- 3) call receipt and processing requirements; vehicle/equipment and maintenance;
- 4) incident management procedures;
- 5) pre-fire planning and risk visits;
- 6) training/personnel;
- 7) water supplies; and
- 8) Fire safety functions...

The codes state that all brigades should endeavor to fall into a category 1 classification.

Weight of Response at Fires

Table 1 — Weight of response at fires

1	2	3	4
Risk category	Minimum number of pumping units	Minimum manning level per appliance	Minimum pumping capacity of each unit (L/min)
A	2	5	3 850
B	2	4	3 850
C	1	4	2 250
D	1	4	2 250
E	As determined by individual risk assessment		
NOTE Arrangements for vehicle fires, grass/bush and special services and the need for specialist vehicles such as aerial appliances and water carriers will be determined by local conditions.			

Fire Stations (Facilities)

Table 3 — Examples of station areas

1	2			
Estimated speed of appliance (km/h)	Example of possible turn-out area for various risk categories (km ²)			
	A	B	C	D
25	8	15	30	120
30	10	20	40	180
35	15	30	60	240
40	20	40	80	320
45	25	50	100	400
50	30	60	120	480

NOTE 1 Estimated speed of appliance is the likely average speed between two points in a risk area including stops and starts, traffic congestion and terrain.

NOTE 2 Station turn-out area is the area that can be covered taking weight and speed of response requirements into consideration.

NOTE 3 Turn-out areas above are based on the straight line distance that can be covered in the appropriate appliance travel time, less 25 % to compensate for street grid networks.

Reservists/Volunteers

There are three primary sets of legislation governing the appointment of Volunteers/Reservists, i.e. The Fire Brigade Services Act, Act 99 of 1987, the Fire Brigade Reserve Force Regulations GN R78 in GG 15431 of 21 January 1994 and the OHS Act. Furthermore, the Basic Conditions of Services Act as well as the Labor Relations Act, Act 66 of 1995 will have a bearing.

The Fire Brigade Services Act, Act 99 of 1987 (In Summary)

Section 6 A of the act makes provision for the appointment of a Fire Brigade Reserve Force as follows:

- (1) A controlling authority may establish a fire brigade reserve force for its area of jurisdiction.
- (2) A Chief Fire Officer may, on the prescribed conditions, appoint a person who applies therefore, as a member of a fire brigade reserve force.
- (3) A member of a fire brigade reserve force shall be a temporary member of the service and shall perform the functions entrusted to him by the Chief Fire Officer, or a member of the service acting on behalf of the Chief Fire Officer: Provided that a member of a fire brigade reserve force may, as far as possible, ***only be employed for the performance of those functions for which he, in the opinion of the chief fire officer, has received adequate training.***

The Fire Brigade Reserve Force Regulations GN R78 in GG 15431

The Fire Brigade Reserve Force Regulations GN R78 in GG 15431, Section 3 sets out the following:

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- 3 Appointment of reservists
A person who wishes to be appointed as a reservist shall-
- (a) complete and submit the relevant application form as contemplated in the Annexure to the Chief Fire Officer;
 - (b) in the opinion of the Chief Fire Officer be of good character;
 - (c) be at least 16 years of age and not older than 60 years of age;
 - (d) in the opinion of the Chief Fire Officer, be mentally and physically capable of performing fire service duties in general or any or all of the functions of a service as defined in section 1 of the Act;
 - (e) obtain the approval of his employer to be appointed as a reservist which approval shall appear from the certificate concerned contained in the Annexure; and
 - (f) if a minor, produce the written permission of his parent or guardian.

Regarding the mental and physical attributes there are a set of tests to be performed, e.g. tests for acrophobia, hydrophobia, claustrophobia and certain cardio vascular physical fitness standard in terms of an international standard by an accredited Fire Services. *The tests are called CPATs (Candidate Physical Attribute tests): primarily to protect both the applicant and the employer in event of physical aspects which could develop as part of the firefighting functions. After passing the initial CPATs successful candidates are screened by a registered Doctor, specialized in Cardio- and Respiratory aspects to ensure that prior to appointment the candidate does not suffer from a hidden medical situation which might emerge later and then claimed to be due to exposure from the involvement from smoke and other hazardous gases and materials from active firefighting.*

Section 7

General

(1) A reservist shall, for at least 160 hours per year, perform the duties for which he, in the opinion of the Chief Fire Officer, has received sufficient training.

Comment: the minimum training for fighting structural fires, is the accredited Fire Fighter I certificate (duration approximately two (2) months, at an accredited Fire Training Academy – (e.g. CWDM/Drakenstein) to ensure that the candidate have the competencies required to perform the function effectively and taking cognizance of the dangers and hazards for himself and others during performing the functions.

Occupational Health and Safety Act, as amended by Occupational Health and Safety Amendment Act, No 181 of 1993

Section 8: General Duties of Employers to their Employees.

- (1) Every employer shall provide and maintain, as far as reasonably practicable, a working environment that is safe and without risk to the health of his employees.
- (2) Without derogating from the generality of an employer's duties under subsection (1), the matters to which those duties refer include in particular –
 - ...(b) taking such steps as may be reasonably practicable to eliminate or mitigate any hazard or potential hazard to the safety or health of employees, before resorting to personal protective equipment;
 - ...(e) providing such information, instructions, training and supervision as may be necessary to ensure, as far as reasonably practicable, the health and safety at work of his employees.

Comment: From the above it is clear that for prevention of legal liability and the protection of any Reservist/Volunteer that he/she cannot be expected to perform functions which he/she has not been trained for or been equipped with the protective clothing and gear necessary for personal protection. There are other aspects such as the wearing of uniform and insignia, which the regulations state, that a reservist must wear the uniform

and insignia which must be taken into consideration when evaluating the fiscal bearing of such a service on a Municipality.

Other Services using Reservists

The Cape Winelands District Municipality (CWDM)

The CDWM makes use of Reservists. It must be firstly taken into cognizance that in terms of The Local Government: Municipal Structures Act, Act 117 of 1998 that the following functions are allocated to the District Municipality

- “(j) Fire fighting services serving the area of the district municipality as a whole, which includes—
 - (i) planning, co-ordination and regulation of fire services;
 - (ii) specialised fire fighting services such as mountain, veld and chemical fire services;
 - (iii) co-ordination of the standardisation of infrastructure, vehicles, equipment and procedures;
 - (iv) training of fire officers.”

From the above it is clear that most firefighting functions of the CWDM are seasonally based, as mountain and veld fires are to a large extent a summer season occurrence. It is thus much more applicable for the use of reservists, as the allocated hours for reservists, may be limited to prevent claims by reservists for permanent employment due to hours worked and having the training and qualifications for professional firefighters. The CWDM has already experienced this problem.

The CWDM Fire Brigade Services also have a strong professional core, with Reservists being supplementary to the core.

In the light of the above, I strongly recommend that the use of Reservists/Volunteers be only considered after the establishment of a strong professional core for the Langeberg Municipality.



Fire Hydrant Marking



Firefighters actively marking the hydrants in one of our towns.



Firefighting vehicles attending an emergency incident



Incident Commander at an incident



Personal Protective Equipment is of paramount importance at emergency incidents.



Installation of Smoke Alarms.



Installation of Smoke Alarms.



Awareness Campaigns.



Newly completed Robertson Fire Station.