APPENDIX J

INCIDENT MANAGEMENT
THE BACKGROUND TO INCIDENT MANAGEMENT

This guideline plan is designed to help emergency services manage incidents.

PURPOSE OF THE GUIDELINE PLAN

The plan provides:

- A step-by-step guide to the basic procedure and response protocols to follow in order to manage an incident efficiently.
- An approved set of alternative routes, including manpower/signage requirements in the event if the road has to be closed and an alternative road has to be used.
- An approved set of areas of jurisdiction.

WHAT IS INCIDENT MANAGEMENT?

Incident Management is a pre-planned, agreed set of procedures and protocols activated when an incident occurs. It co-ordinates the responses of all emergency services and provides a mechanism for efficiently managing the incident at the location scene. Its primary aim is to clear the roadway of any obstruction and to restore traffic flow to normality as quickly as possible.

WHAT IS AN INCIDENT?

An incident is any occurrence, which reduces the capacity of the roadway or creates a hazard to road users. An incident is not only a major accident. It can be:

- a minor accident
- a shoulder/lane blockage e.g. spilled load, broken down vehicle
- a construction zone
- a random event e.g. veld fire, fog/mist affecting the road
Each Incident Management System (IMS) within the Western Province has agreed to a specific definition of an incident for their region.

More specifically the Incident Management procedures and protocols should be applied when:-

- an incident requires a multi-disciplinary response i.e. two or more services are required on-scene
- a hazardous substance is involved
- traffic flow is obstructed

WHY THE NEED FOR INCIDENT MANAGEMENT?

i. To establish a common set of protocols for the management of incidents to which all services adhere.

ii. To encourage on scene co-ordination and co-operation (teamwork) amongst all responding services.

iii. To make more efficient use of limited resources.

iv. To establish alternative routes to be used in the event of road closure.

v. To improve on scene safety for emergency personnel.

vi. To reduce the risk of secondary incidents.

HOW WAS THE SYSTEM ESTABLISHED?

All services that play a part in responding to roadway incidents were asked to participate in the development of the Incident Management System. Workshops were held at which these participants were encouraged to discuss problems and determine the best way to resolve these and improve the management of incidents on national and provincial roads.

The ideas generated from these discussions were combined to form one set of procedures and protocols and agreed to by all participants, to be used at the scene of incidents on national routes.
WHO WAS INVOLVED IN ESTABLISHING THE SYSTEM?

Each Incident Management System was designed by emergency services that respond to the relevant area of operation on the national road network. The services involved comprise of primary emergency services including the Traffic Authorities, Fire and Rescue Services, Emergency Medical Services and the SAPS. Other relevant agencies were also included such as the Directorate of Traffic Safety, Mossgas and other relevant authorities. Together these services were responsible for drawing up an acceptable set of procedures and protocols for the management of incidents.

WHAT ARE THE BENEFITS OF INCIDENT MANAGEMENT?

There are a number of potential benefits to the implementation of an Incident Management system. A few are listed below:

i. More efficient use of the limited resource available for responding to incidents on the roadway.
ii. Improved co-ordination and co-operation at the scene of incidents, leading to a reduction in the time taken to clear the scene.
iii. Awareness amongst emergency services of each other’s expectations, capabilities and resources.
iv. Formalisation of agreements between organizations.
v. Spill over of Incident Management onto other roads.
vi. Availability of traffic safety information from the monitoring system.
vii. Streamline communication and prevent duplication.
viii. Safety for emergency service personnel.

HOW DOES INCIDENT MANAGEMENT WORK?

1. The first person to arrive secures the scene. He becomes the first member of the Management Team and updates the Centralized Communication Centre (CCC) of the incident details.
2. All subsequent arrivals report to the Forward Control Point (FCP)/Management Team and so it evolves.

3. One member of the Management Team is nominated as Coordinator and the CCC is informed.

4. The Management Team assess the incident regularly and makes decisions about an action plan.

5. The Coordinator ensures decisions are carried out.

6. The Coordinator liaises regularly with the CC about:
   - first arrivals and final departures of each service on scene
   - requests for additional services
   - road closures and alternative route usage
   - media liaison

7. The Coordinator keeps a record of events on scene (he can appoint a note-keeper to help him with this).

8. The Coordinator must inform the CC when the incident is over (stood down).

DETECTION AND MOBILISATION

1. When a call for an incident is received by the Centralized Communication Centre, an Incident report form will be opened by the CCC.

2. When a call is received by another emergency service control room, it will simultaneously mobilize its own personnel and notify the Centralized Communication Center who will then notify the relevant primary emergency services. The emergency service receiving the call will not notify other emergency services directly.
3. If an incident is detected by a patrol vehicle, the officer will directly notify the CCC if possible, or he will notify his control center who will immediately hand the incident over to the CCC who will then in turn notify the necessary primary services.

4. The CCC will at all times adhere to the Areas of Jurisdiction protocols agreed upon jointly by the respective participating emergency services and will be responsible for notifying the appropriate emergency services.

5. The CCC will notify the relevant back-up responding services of the incident only at the request of the incident Co-ordinator on scene.
ASSESSMENT

6. On approach and arrival at the scene of the incident, the first responder will:

- Verify the incident with the Centralised Communication Centre,
- Assess the scope of the incident,
- Request further assistance from other disciplines required on scene via the Centralised Communication Centre,
- Secure the scene of the incident from a traffic point of view,
- Consult the Incident Management Guideline Plan,
- Set up a forward Control Point by placing a cone on the roof of his vehicle.

A situation report (sitrep) to the Centralised Communication Centre should report the following relevant information:

- **Location** of the incident
- **Nature/type** of incident
- **Objects involved** in the incident
- **Injuries or entrapments**
- **Traffic obstruction**
- **Weather conditions**
- **Evaluation** of the services required on scene
- **Chemical spillages**
- Need for **maintenance contractor**

Location of an incident along the national route can be identified as follows by a blue marker board:
ON-SCENE MANAGEMENT

FORWARD CONTROL POINT (FCP)

7. A FCP will be established at every incident where more than one emergency service is present. The FCP will be set up by the first person on the scene.

8. This FCP will be made clearly visible to all emergency services arriving at the incident by placing a cone on top of the vehicle acting as the co-ordination point.

9. The vehicle acting as the co-ordination point must be able to communicate directly with the CCC. In the event that no direct communication with the CCC can be obtained, the FCP must communicate with the CCC via the control centre of one of the emergency services involved on scene.

10. One representative of each emergency service that arrives at the scene of the incident will report briefly to the FCP before proceeding into the operational area to perform their specific tasks.

11. The tow operator should report at the FCP on arrival.

MANAGEMENT TEAM (MT)

12. A MT will be set up at the FCP. This team will consist of one representative from each of the emergency services present at the scene of the incident. These representatives do not spend the entire duration of the incident at the FCP. They continue with their
respective tasks and when a decision needs to be made they meet at the FCP to discuss it.

13. The MT will develop a plan of action for the management of the incident. This plan of action should be adhered to by all services at the incident.

14. The MT will be responsible for collectively co-ordinating the scene of the incident and will ensure that consensus-based decisions are carried out by all responding emergency services. No one person or service will be “in charge” of the incident.

15. The MT decision-making will not supersede the line responsibility of each responding emergency service in attendance at the scene.

CO-ORDINATOR

16. One person from within the MT will be elected as the Co-ordinator of the incident.
17. The Co-ordinator’s role will be to co-ordinate all the decisions made by the MT and regularly report back to the CCC. No communication / instruction from another agency to the CCC will be accepted by the dispatcher.

18. All requests for assistance at the scene other than from within a service’s own will be made by the Co-ordinator to the CCC only and not by another emergency service to its control centre. This is to prevent duplication.

19. No emergency service is to call out a contract service/secondary responder unless it is from within their own discipline or unless this has been agreed upon with the Co-ordinator and communicated to the CCC to notify.

20. The Co-ordinator will notify the CCC of the first arrival and last departure of all primary services.

21. The Co-ordinator will notify the CCC when the incident is stood down.

22. Should the Co-ordinator leave the scene, another member of the Management team will be elected as Co-ordinator and the Centralised Communication Centre will be updated accordingly.

23. If possible, the Co-ordinator should not be directly involved in actively attending to the incident (although it is accepted that at many incidents this may not be possible).

CENTRALISED COMMUNICATION CENTRE (CCC)

24. The CCC has no control function. Its role is to channel and co-ordinate information about the incident.

25. A specific Incident Report Form will be completed by the CCC staff as the incident unfolds. The Dispatcher must request information not forthcoming from the scene from the Co-ordinator. The completed Incident report Form will be faxed to the Monitoring Team as soon after the incident as possible but not later than 24 hours thereafter.
26. The CCC staff should prompt the Co-ordinator on scene should they notice that something might have been overlooked or, if regular updates are not forthcoming from the scene. They should use the Incident Report Form and Guideline Plan to assist with this.

27. The CCC staff will liaise only with the Co-ordinator of the MT and will not take instruction from any other service/individual on scene.

DEBRIEFINGS

28. The Co-ordinator or any other service on scene may call for a debriefing.

29. The Monitoring Team can either be contacted directly, or the Co-ordinator / any other service on scene can update the CCC to indicate the request for a debriefing on the Incident Report Form.

30. As far as possible debriefing should be held within seven days of being called for.
31. Debriefings will be multi-disciplinary and should be attended by the actual personnel involved at the incident. Services who were present on scene will also be invited to attend debriefings so that lessons may be shared. Those who were not on scene will however not be allowed to comment on/criticize the action of those who were on scene.

32. Debriefings will be a positive learning exercise and no “finger-pointing” will be allowed. The discussions will be treated in confidential manner.

33. Minutes (including recording of apologies) will be circulated to those on attendance and a summary of lessons learnt will be circulated to the heads of all services participating in Incident Management.

**TRAINING**

34. The training officer of every emergency service involved in the Incident Management System will be trained in the meaning and application of Incident Management.

35. An Incident Management training module will be incorporated into every emergency organisation’s training programme. It is the responsibility of every service to ensure that their personnel are fully versed in the Incident Management protocols and that all new personnel are promptly trained.
THE INCIDENT REPORT FORM

The Incident Report Form:

- Helps the CCC co-ordinate communication concerning incidents
- Ensures all incidents are handled consistently
- Is only completed by the CCC
- Is the basis of the Incident Management monitoring system

A large amount of information is recorded on this form including:

- Incident location
- Nature of the incident
- Vehicles involved
- Chemical spillage details
- Casualties
- Service notified
- Traffic information

GENERAL PROTOCOLS

36. Every service present at the scene an incident will be responsible for performing the duties of its particular discipline. There will, as far as possible, be no overlapping of responsibility at the scene of an incident.

37. The Traffic Authorities will have primary responsibility for closing the road and redirecting traffic onto the alternative route. They will also be responsible for initiating the use of an alternative route in the event of the need to re-route traffic. These decisions will be sanctioned by the MT at the FCP and will be communicated to the CCC.

38. Use of alternative routes must be according to the appropriate alternative route diagram contained in the Guideline Plan, unless there is a problem with that particular route at the time.

39. The South African Police Service will have primary responsibility for collecting evidence at the scene of an incident although Traffic Officers may provide assistance on scene. They will also be responsible for crowd control on scene.

40. The Ambulance services are responsible for the transportation of the patients to the hospital.

41. The tow operators will be called out by the CCC according to the operational list. The type of vehicle involved in the incident will determine which of the tow operators will be called out.