CITY OF TSHWANE

COVID 19
CONTINGENCY PLAN
2020
## Document Information

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<th>Document Type</th>
<th>Contingency Plan</th>
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<tr>
<td>Applicability</td>
<td>Contingency plan in the event of Covid 19 outbreak to reduce social and economic impact.</td>
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<tr>
<td>Annexures to this plan</td>
<td>A: Emergency Contact List</td>
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11. INTRODUCTION AND RATIONALE

On 31 December 2019, the World Health Organization (WHO) China Country Office was informed of cases of pneumonia of unknown cause detected in Wuhan City, Hubei Province of China. On 7 January 2020, the causative pathogen was identified as novel coronavirus (2019-nCoV). Several other cities in China and other countries have also reported cases. The majorities of cases were linked to a seafood, poultry and live wildlife market in Wuhan City.

The World Health Organisation declared a global pandemic as the coronavirus spread across the world. On 15 March 2020 the President of the Republic of South Africa declared Covid19 a National Disaster and announced various measures to be implemented. The City of Tshwane implemented various measures prior to the announcement of a pandemic or the declaration of a disaster by the President. The following measure were implemented by the City of Tshwane:

1. Activation of the Disaster Management Centre (Level 3) which has since been changed Level 1 where the City’s Executive Management lead the implementation and enforcement of the extraordinary measures announced by the President to prevent the spread of the virus

12. Identifying various city departments to develop preparedness and response plans

13. Conduct various awareness sessions with city employees and city role players

This plan provides consolidated guidance to municipal sector departments and other agencies within the City of Tshwane with a general concept of potential emergency assignments to prevent the spread of the virus. Due to the complexity of the virus this plan be seen as a living document that will be updated continuously as more information and data are made available.
This plan is in line with Standard Operation Procedures for preparedness, detection and response to a coronavirus (2019-NCOV) outbreak in South Africa as well as the Interim guidance from World Health Organisation.

The custodian of this plan vests with the Chief of Emergency Services (CoE) where in the absence of the Chief of Emergency Services during the period in which this plan remains in force; the delegation of executive authority and chain of succession in a major on-site emergency or disaster is as follows –

1. Divisional Chief: Fire & Rescue Operations (or person acting in the capacity)
2. Divisional Chief: Emergency Medical Operations (or person acting in the capacity)
3. Divisional Chief: Business Operations (or person acting in the capacity)

In recognition of the emergency and disaster management responsibilities of the City of Tshwane government and with the authority vested in me as the Chief of Emergency Services for the City of Tshwane under Fire Brigade Services Act (Act No. 99 of 1987) and the Disaster Management Act (Act No. 57 of 2002, I hereby affirm this City of Tshwane Emergency Operations Plan for Coronavirus (COVID – 19).

[Signature]

MP MOSIA
[ACTING] CHIEF OF EMERGENCY SERVICES
# Record of Distribution

<table>
<thead>
<tr>
<th>#</th>
<th>Office/Department</th>
<th>Representative</th>
<th>Signature</th>
</tr>
</thead>
</table>
| 1  | Office of the City Manager       | Mr. Msizi Myeza  
Tel: 012 358 4901/4  
Cell: 072 985 9800  
ninetteb@tshwane.gov.za |          |
| 2  | CoT Chief Operations Officer     | Mr James Murphy  
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Cell: 082 467 9283  
jamesmu@tshwane.gov.za |          |
| 3  | Governance & Support Officer     | Me Lorette Tredoux  
Tel: 012 358 4050  
Cell: 078 451 4894 |          |
| 4  | National Disaster Management Centre | Dr Mmamphaka Tau  
Tel: 012 848 4619  
Cell: 082 052 9311 |          |
| 5  | Provincial Disaster Management Centre | Dr. Elias Sithole  
Tel: 011 355 4018  
Cell: 082 490 9825  
elias.sithole@gauteng.gov.za |          |
| 6  | Chief of Tshwane Metro Police    | Ms Johanna Nkomo  
Tel: 012 358 4954  
Cell: 082 466 6846  
johannank@tshwane.gov.za |          |
| 7  | Group Head Health                | Mr Koena Nkoko  
Tel: 012 358 4586  
Cell: 082 433 1332  
koenan@tshwane.gov.za |          |
**Definitions and Abbreviations**

**City of Tshwane [CoT]** – means the City of Tshwane Metropolitan Municipality.

**City Manager** – means the person appointed as the Municipal Manager of the City of Tshwane Metropolitan Municipality in terms of Section 82 of the Local Government: Municipal Structures Act.

**Command Centre** - means the City of Tshwane Disaster and Emergency Management Central Command Centre which is the physical location responsible for carrying out the principles of emergency preparedness and emergency management, or disaster management functions at a tactical and strategic level during an emergency or disaster in order to ensure continuity of operations, services, and/or municipal government.

**Coordination** - is the process of systematically analyzing a situation, developing relevant information, and informing appropriate personnel of viable alternatives for selection of the most effective combination of available resources to meet specific objectives. *(See Operational Coordination)*

**Chief of Emergency** – means the Chief of the City of Tshwane Emergency Services Department who as the appointed Chief Fire Officer under Section 5 (1) of the Fire Brigade Services Act and Head of Municipal Disaster Management Centre under Section 45 (1) of the Disaster Management Act is responsible for managing the development and coordination of disaster and emergency management plans, disaster and emergency response and coordination, and is the liaison with provincial and national disaster management and fire services authorities.

**Disaster**: means a progressive or sudden, widespread or localised, natural or human-caused occurrence which causes or threatens to cause-

- (i) death, injury or disease;
- (ii) damage to property, infrastructure or the environment; or
- (iii) disruption of the life of a community; and

(b) is of a magnitude that exceeds the ability of those affected by the disaster to
cope with its effects using only their own resources

**Disaster management** - means a continuous and integrated multi-sectoral, multi-disciplinary process of planning and implementation of measures aimed at preventing or reducing the risk of disasters; mitigating the severity or consequences of disasters; emergency preparedness; a rapid and effective response to disasters; and post-disaster recovery and rehabilitation.

**Disease outbreak**: is the occurrence of disease cases in excess of normal expectancy. The number of cases varies according to the disease-causing agent, and the size and type of previous and existing exposure to the agent (WHO).

**Emergency** - means an incident or eventuality that poses or may pose a serious threat to any person, environment or property, and "emergency situation" has a corresponding meaning.

**Emergency Communications Centre (ECC)** – means the Emergency Services Call Taking & Dispatching Centre located at Emergency Services Station #1 – Bosman Street, Central Pretoria where the ECC is specifically configured for the primary purpose of providing emergency communications services or public safety answering point (PSAP) services for the City of Tshwane and/or other public safety authorities.

**Emergency Incident** - means any emergency situation to which the Emergency Services responds to deliver emergency services, including rescue, fire suppression, emergency medical care, special operations, code law enforcement, and other forms of hazard control and mitigation.

**Emergency Services Department [ESD]** – means the City of Tshwane Emergency Services Department.

**Emergency Management** – means the preparation for and the carrying out of functions (other than functions for which military forces are primarily responsible) to prevent, minimize, and repair injury and damage resulting from natural or man-made disasters. These functions include fire-fighting, police, medical and health, rescue, warning, engineering, communications, evacuation, resource management, plant protection, restoration of public utility services, and other functions related to preserving the public health, safety, and welfare.

**Emergency Operations Center (EOC)** – means the physical component of the
Command Centre which is referred to as the Emergency Operations Centre and which is the location at which the coordination of information and resources to support domestic incident management activities normally takes place. The term “Disaster Operations Centre” has the same corresponding meaning.

**Emergency Operations Plan (EOP)** – means a detailed plan document which provides for a preplanned and coordinated response in the event of an emergency or disaster situation.

**Emergency Public Information** – means information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

**Emergency Preparedness** – means a state of readiness which enables organs of state and other institutions involved in disaster management, the private sector, communities and individuals to mobilise, organize and provide relief measures to deal with an impending or current disaster or the effects of a disaster; and the knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to and recover from the impacts of likely, imminent or current hazard events or conditions.

**Emergency Support Function (ESF)** – means a function which tasks agencies to provide or to coordinate certain resources in response to emergencies or disasters.

**Evacuation** – means the movement of persons from a dangerous place due to the threat or occurrence of a disaster or emergency incident.

**Response:** to (1) contain or mitigate the effects of a disastrous event and to prevent any further loss of life and/or property, (2) restore order in its immediate aftermath, and (3) re-establish normality through reconstruction and rehabilitation shortly thereafter.

**Vulnerability:** the degree to which an individual, household or area may be affected by a hazard.
Basic Plan

I. PURPOSE, SCOPE AND SITUATION

A. PURPOSE

To define the actions and roles necessary to provide a coordinated emergency management approach and synergized emergency preparedness to any emergency incident that relates to Covid19.

B. SCOPE

This plan applies to all City Departments of City of Tshwane.

C. SITUATION OVERVIEW

1. Threat analysis

COVID-19 is in the same family as other human coronaviruses that have caused global outbreaks, such as severe acute respiratory syndrome(SARS) and Middle East respiratory syndrome(MERS). Coronaviruses cause respiratory tract illnesses, which can lead to pneumonia and, in severe cases, death. Known transmission routes for coronaviruses include sustained human- to -human transmission via respiratory droplets produced when an infected person coughs or sneezes. As with all novel and emerging infectious agents, it is possible that continued spread of the coronavirus could result in a pandemic. The complete clinical picture with regard to COVID-19 is not fully understood. Reported illnesses have ranged from mild symptoms to severe illness resulting in death. Current understanding about how the virus that causes COVID- 19 spreads is that it is mainly from person-to -person, between people who are in close contact with one another (within about 6 feet) and through respiratory droplets when an infected person coughs or sneezes. People may be able to contract COVID- 19 by touching a surface or object that has the virus on it and touching their own
mouth, nose, or, possibly, eyes, but his is not thought to be the main way the virus spreads.

2. **Planning Assumptions**
Assumptions set a baseline for planning purposes and do not take the place of specific activities or decision points that will occur during a COVID-19 outbreak. The following planning assumptions assisted in the development of an operational environment for this plan:

   o Global vulnerability and exposure will significantly degrade the timelines and efficiency of response efforts.
   o The pandemic will last 18 months or longer and could include multiple waves of illness.
   o The spread and severity of COVID-19 will be difficult to forecast and characterize.
   o Increasing COVID-19 suspected or confirmed cases in the City of Tshwane will result in increased hospitalizations among at-risk individuals, straining the healthcare system.
   o Municipalities will require and request assistance from Provincial and National Governments when requirements exceed their capabilities to respond to COVID-19.
   o Supply chain and transportation impacts due to ongoing COVID-19 outbreak will likely result in significant shortages for government, private sector, and individual consumers.
   o As the City’s response to COVID-19 evolves beyond a public health and medical response, additional National and Provincial Departments will be required to respond to the outbreak and secondary impacts, thereby increasing the need for coordination to ensure a unified, complete, and synchronized response.

3. **Critical Considerations**
Critical considerations are key elements of information that planners must take into account when developing a plan. The following should be addressed when planning for COVID-19.

- COVID-19 outbreaks or pandemic response require short-notice national and/or provincial asset coordination and response timelines and a national response that is scalable to the severity of the incident and the needs of the affected jurisdictions (e.g., critical infrastructure and government).

- Response to COVID-19 must involve vertical and horizontal integration between City Departments at the headquarters and regional levels and with public health, emergency management officials, and the private sector.

- Aggressive containment of exposed, suspected, and confirmed COVID-19 individuals (both arriving from foreign locations and identified as part of domestic spread) may continue while community mitigation efforts are implemented in the City of Tshwane.

- Critical resources need to be prioritized and directed to meet evolving demands and to maximize mission effectiveness.

- Local supply chain management should include prioritization and redirection of essential critical resources to meet evolving demands and to facilitate City mission effectiveness, public health, and safety.

- COVID-19 outbreaks or pandemic might require social distancing and working-from-home to continue government operations, lengthening execution times for some tasks. Workplace controls will be implemented to the extent practical during a pandemic.

- Implementation of community mitigation measures may adversely impact sustained operations of City healthcare facilities, critical infrastructure, and government facilities.

- Clear and coordinated messages to key audiences are important to avoid confusion; to minimize adverse impacts to critical structure and continuity of operations; and to mitigate against fake news.
A COVID-19 pandemic environment will require modification to concurrent disaster response operations (e.g., increased levels of personal protective equipment restricted interactions with survivors and stakeholders, resource prioritization).

Planning and response activities should address protective actions for older persons and those with underlying medical conditions, who are particularly susceptible to the effects of COVID-19 during an outbreak.

1.1 Characteristics of Potential Situations
The City of Tshwane is divided into 7 Regions and covers an approximate area of 6297.83 km² and provides emergency services to a population of approximately 3 454 760 people which represents 25% of the Gauteng Province Population.

The following breakdown per region (Census 2017):
Region 1 - 910 000+
The City of Tshwane’s employees also included in the above statistics, tally 30 000+ that are centralized and regionalized in the 7 regions of the City. The employees occupy 395 facilities in the City.

1.2 Vulnerable areas
The following areas have been identified as areas/occupancies of concern as it relates to the pandemic:

1.2.1 City of Tshwane employees
Many of the City of Tshwane’s employees have high and medium exposure risk jobs. Health care workers, Emergency Services Employees, frontline offices and service delivery units that require frequent and/or close contact with people and the general public.

1.2.2 Informal settlements/backyard units and hostels
The City has 210 informal settlements with approximately 223 225 households as per the identification and assessment exercise undertaking in 2018. Not all these units are “shacks” as many of the houses located in areas under traditional authorities are permanent in nature.

The city has approximately 168 215 backyard units and it can be assumed that the majority of these represent the rental demand.

These informal dwellings/backyard units all have characteristics of dense occupancies; limited hygiene facilities with some having limited access to water. The following areas

<table>
<thead>
<tr>
<th>Region</th>
<th>-</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region 2</td>
<td></td>
<td>380 000+</td>
</tr>
<tr>
<td>Region 3</td>
<td></td>
<td>620 000+</td>
</tr>
<tr>
<td>Region 4</td>
<td></td>
<td>470 000+</td>
</tr>
<tr>
<td>Region 5</td>
<td></td>
<td>110 000+</td>
</tr>
<tr>
<td>Region 6</td>
<td></td>
<td>720 000+</td>
</tr>
<tr>
<td>Region 7</td>
<td></td>
<td>130 000+</td>
</tr>
</tbody>
</table>
with the number of units have been identified as highly congested that poses an increased risk of spread and limited or no isolation/quarantine facilities:

<table>
<thead>
<tr>
<th>Region</th>
<th>Settlement</th>
<th>No of units</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Mazambaneng</td>
<td>1 269</td>
</tr>
<tr>
<td></td>
<td>Mary Me</td>
<td>3 145</td>
</tr>
<tr>
<td></td>
<td>Changing spot</td>
<td>7 145</td>
</tr>
<tr>
<td>2</td>
<td>Phomolong Suurman</td>
<td>3 312</td>
</tr>
<tr>
<td></td>
<td>Soutpan Village</td>
<td>7 430</td>
</tr>
<tr>
<td>3</td>
<td>Malusi/Gomora</td>
<td>6 637</td>
</tr>
<tr>
<td></td>
<td>Jeffville</td>
<td>2 791</td>
</tr>
<tr>
<td></td>
<td>Brazzaville</td>
<td>6 121</td>
</tr>
<tr>
<td></td>
<td>Phomonlong</td>
<td>6 940</td>
</tr>
<tr>
<td>4</td>
<td>Mooiplaats</td>
<td>13 451</td>
</tr>
<tr>
<td></td>
<td>Itireleng</td>
<td>10 757</td>
</tr>
<tr>
<td>5</td>
<td>Phumzile park</td>
<td>665</td>
</tr>
<tr>
<td></td>
<td>Pienaarspoort</td>
<td>10 932</td>
</tr>
<tr>
<td>6</td>
<td>Phomolong</td>
<td>7 855</td>
</tr>
<tr>
<td></td>
<td>Alaska</td>
<td>8 101</td>
</tr>
<tr>
<td></td>
<td>Mamelodi x 11</td>
<td>1 266</td>
</tr>
<tr>
<td></td>
<td>Mamelodi x 18</td>
<td>1 506</td>
</tr>
<tr>
<td>7</td>
<td>Ekangala marikana</td>
<td>6 255</td>
</tr>
<tr>
<td></td>
<td>Zithobeni infill</td>
<td>3 201</td>
</tr>
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</table>

There is currently 25 228 residents in old hostels in the City. The following hostels have been identified as high risk due the number of occupants:

<table>
<thead>
<tr>
<th>Region</th>
<th>Hostel area</th>
<th>No of occupants</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Soshanguve</td>
<td>800</td>
</tr>
<tr>
<td>3</td>
<td>Belle Ombre</td>
<td>96</td>
</tr>
<tr>
<td></td>
<td>Saulsville</td>
<td>7 000</td>
</tr>
<tr>
<td>6</td>
<td>Mamelodi Old hostel</td>
<td>13 000</td>
</tr>
</tbody>
</table>
1.2.3 Old age homes
The City has more than 120 facilities for the aged, disabled and orphan children.

II. CONCEPT OF OPERATIONS: EMERGENCY PREPAREDNESS

2.1 GENERAL
This section contains general information about the tasks that need to be completed to ensure an effective response. The tasks below represent a logical flow of prevention, response from the time an impending or actual emergency or disaster situation is perceived through recovery.

With this Emergency Operations Plan, all relevant supporting municipal departments that form part of this EOP is expected to fall under the unified command of Emergency Operations Centre as per the level of activation.

2.2 EMERGENCY RESPONSE

Emergency response is a process of identifying required resources when preparing and responding to an emergency. This plan is drawn up to ensure that generic coordination and response is taken in the event of a pandemic/epidemics and other related emergency events.

Given the uncertainty about the scale, severity and pattern of development of any future pandemic, three key principles should underpin all pandemic preparedness and response activity:

Precautionary: the response to any new virus should take into account the risk that it could be severe in nature; therefore, contingency plans must therefore be in place for any pandemic with the potential to cause severe symptoms in individuals and widespread disruption to society.
**Proportionality:** the response to a pandemic should be no more and no less than that necessary in relation to the known risks. Plans therefore need to be in place not only for high impact pandemics, but also for milder scenarios, with the ability to adapt them as new evidence emerges.

**Flexibility:** there will need to be local flexibility and agility in the timing of transition from one phase of response to another to take account of local patterns of spread of infection, within a consistent City wide approach to the response to a new pandemic.

**Emergency response planning stages**
An effective local response will require the cooperation of a wide range of organisations and the active support of the public. As there may be very little time to develop or finalise preparations, effective pre-planning is essential. Many important features of a pandemic will not become apparent until after it has started (i.e. when person-to-person transmission has become sustained).

Given this, achieving the City’s strategic objectives will require the development, maintenance, testing and, when necessary, implementation of operational response arrangements that are flexible and scalable to respond to a range of COVID-19 scenarios. The City of Tshwane COVID-19 contingency plan therefor identifies the following stages upon which its emergency response planning is based; lead agencies at each stage are detailed.

<table>
<thead>
<tr>
<th>Planning stage</th>
<th>Lead Agency</th>
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<tbody>
<tr>
<td>Detection</td>
<td>CoT Health Department</td>
</tr>
<tr>
<td>Assessment</td>
<td>National Health Department</td>
</tr>
<tr>
<td>Treatment</td>
<td>National Health Department</td>
</tr>
<tr>
<td>Escalation</td>
<td>National Health Department</td>
</tr>
<tr>
<td>Recovery</td>
<td>All departments as stipulated in the CoT DM Plan</td>
</tr>
</tbody>
</table>

The emergency response stages are not numbered as they are not linear, may not follow in strict order, and it is possible to move back and forth or jump stages. Transition between
stages will be determined at the time, considering regional variation and epidemiological evidence.

**Detection Stage**
The focus in this stage would be intelligence gathering from countries, provinces and cities already affected, enhanced surveillance within the City of Tshwane, developing diagnostics specific to the new virus, and providing information and communications to the public and professionals. This is done in order to detect early cases, follow up close contacts, and prevent the disease taking hold in this country for as long as is reasonably possible and to slow the spread in the City of Tshwane, if it does take hold, lowering the peak impact and pushing it away from the winter season into the warmer seasons. The indicator for moving to the next stage would be the identification of new COVID-19 cases in patients within the City of Tshwane.

**Assessment Stage**
The focus of this stage would be collection of detailed clinical and epidemiological information on early cases on which to base early estimates of impact and severity in the City of Tshwane. Additionally, it will focus on reducing the risk of transmission and infection with the virus within the local community by actively finding cases, self-isolation of cases and suspected cases, treating cases/ suspected cases and vulnerable contacts, based on a risk assessment of the possible impact of the disease. The indicator for moving from this stage would be evidence of sustained community transmission of the virus, i.e. cases not linked to any known or previously identified cases.

**Detection and Assessment**
These two stages together form the initial response. This may be relatively short and the stages may be combined depending on the speed with which the virus spreads, or the severity with which individuals and communities are affected. It will not be possible to halt the spread of a new pandemic influenza virus, and it would be a waste of public health resources and capacity to attempt to do so.

**Treatment**
The focus of this stage would be treatment of individual cases and population treatment at designated health facilities, enhancement of the health response to deal with increasing numbers of cases and considering enhancing public health measures to disrupt local
transmission of the virus. This step also involves the development, distribution, and administration of diagnostic tests, antivirals, and vaccines for COVID-19. Depending on the development of the COVID-19 pandemic, this time should also be used to prepare for targeted vaccinations as the vaccine becomes available. Arrangements will be activated to ensure that necessary detailed surveillance activity continues in relation to samples of community cases, hospitalised cases and deaths. When demands for services start to exceed the available capacity, additional measures will need to be taken. This decision is likely to be made at a City level as not all parts of the City will be affected at the same time or to the same degree of intensity.

**Escalation**

The focus of this stage would be escalation of surge management arrangements in health and other sectors, prioritisation and triage of service delivery with the aim to maintain essential services, resiliency measures, encompassing robust contingency plans, and consideration of de-escalation of response if the situation is judged to have improved sufficiently.

Whilst escalation measures may not be needed in mild pandemics, it would be prudent to prepare for the implementation of the Escalation stage at an early point in the Treatment stage, if not before.

**Recovery**

The indicator for this stage would be when the spread of the COVID-19 infections is either significantly reduced compared to the peak or when the activity is considered to be within acceptable parameters. An overview of how Departments' capacities are able to meet demand will also inform this decision.

The focus of this stage would be normalisation of services, perhaps to a new definition of what constitutes normal service. This would include, but not be limited to:

- restoration of business as usual services, including an element of catching-up with activity that may have been scaled-down as part of the pandemic response
- sharing information on what went well, what could be improved and lessons learnt.
- taking steps to address staff exhaustion; planning and preparing for a resurgence of COVID-19, including activities carried out in the Detection stage.
- continuing to consider targeted vaccination, when available; and preparing for post-pandemic seasonal influenza.

<table>
<thead>
<tr>
<th>Hazards</th>
<th>At risk</th>
<th>Impacts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Covid 19 Pandemic</td>
<td>City of Tshwane residents, employees, visitors, animals</td>
<td>o Rapid spread of disease</td>
</tr>
<tr>
<td></td>
<td></td>
<td>o Business interruptions</td>
</tr>
<tr>
<td></td>
<td></td>
<td>o Increased absenteeism</td>
</tr>
<tr>
<td></td>
<td></td>
<td>o Environmental impact</td>
</tr>
<tr>
<td></td>
<td></td>
<td>o Increased patient numbers</td>
</tr>
<tr>
<td></td>
<td></td>
<td>o Loss of lives</td>
</tr>
</tbody>
</table>

2.3 RESOURCE MANAGEMENT

<table>
<thead>
<tr>
<th>Coordination</th>
<th>Disaster Management Centre</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lead agent</td>
<td>Health</td>
</tr>
<tr>
<td>Communication</td>
<td>GCIS / CME</td>
</tr>
<tr>
<td>Pandemic surveillance</td>
<td>Health Department</td>
</tr>
<tr>
<td>Diagnostic Capacity</td>
<td>Health department</td>
</tr>
<tr>
<td>Clinical Management</td>
<td>Health Department</td>
</tr>
<tr>
<td>Recovery</td>
<td>Health Department</td>
</tr>
</tbody>
</table>
2.4 PREVENTION, MITIGATION AND RESPONSE

The City of Tshwane introduced various preventative measures as per the guidelines received from the World Health Organisation and other relevant National structures. The following standard measures were introduced through various communication platforms to the corporate environment, buildings within the city and residents:

- Make sure all workplaces are clean and hygienic
- Surfaces (e.g. desks and tables) and objects (e.g. telephones, keyboards) need to be wiped with disinfectant regularly
- Provide sanitizing hand rub dispensers in prominent places around the workplace. Make sure these dispensers are regularly refilled.
- Display posters promoting hand-washing
- Increase communication measures such as offering guidance from occupational health and safety officers, briefings at meetings and information on the intranet to promote hand-washing
- Make sure that staff, contractors and customers have access to places where they can wash their hands with soap and water
- Ensure that paper tissues are available at all workplaces with closed bins for hygienically disposing of them

2.4.1 INFORMAL SETTLEMENTS

The following standard measures were introduced to the informal settlements and communicated to the relevant departments:

- Ensure that mobile water tankers are cleaned and disinfected
- Ensure that the Jojo tanks are cleaned and disinfected
- Ensure that the water is drawn only from the authorized service points
- Ensure that the chemical toilets are cleaned and disinfected
- Reduce number of units as matter of urgency
- Community awareness and education conducted continuously
- Awareness material distributed throughout areas

2.4.2 CITY OF TSHWANE DEPARTMENT
The next section will elaborate on the specific actions assigned to City Departments as it relates to prevention of the spread of the virus within the City of Tshwane.

### 2.4.2.1 EMERGENCY SERVICES DEPARTMENT

The City of Tshwane Emergency Services Department has a coordination and support role during this disaster. The following critical activities will be conducted by the department:

- **Emergency Operations Centre (Disaster Management Centre)**
  - Lead the City of Tshwane Strategic Team discussion as it pertains to the disaster
  - Participating member in the City of Tshwane Technical team established for this disaster
  - Assign tasks, roles and responsibilities to role player departments to prevent the spread of the virus within the City and to have mitigation measures in place
  - Assist City departments to effectively respond to the outbreak of the disease in the City
  - Assist City departments to recover from the disaster
  - Represent the interests of the community in broader planning processes
  - Involve community-based organisations (CBOs) NGOS and community health workers in outbreak response
  - Coordinate in conjunction with relevant national and provincial structures mass quarantine/isolation activities (evacuation, transportation etc) of vulnerable communities
  - Coordinate in conjunction with relevant city department the provisioning of humanitarian relief to mass quarantine/isolation sites
  - Coordinate liaison with close communities (old age homes, hospitals, etc) on their spread prevention and evacuation plans
  - Coordinate situational reports

**Emergency Communication Centre**
Emergency Call taking and dispatching

- Establish protocol for call takers to determine the possibility of infected person
- Identify and refer all suspected cases to NICD as per the guidelines provided

**Emergency Medical Operations**
- Refer all suspected cases to NICD
- Follow Covid-19 Guidelines as distributed by Dept of Health
- Follow Covid19 Standard Operating Procedures for preparedness, detection and response issued by Dept of Health

**Fire and Rescue Operations**
- Follow Covid19 Standard Operating Procedures to for preparedness, detection and response issued by Dept. of Health
- The saving of life through search and rescue;
- Firefighting and fire prevention;
- Rendering humanitarian services;
- Detection, identification, monitoring and management of hazardous materials and protecting the environment;
- Salvage and damage control;
- Safety management within the inner cordon; and
- To maintain emergency services coverage throughout the City of Tshwane area and return to a state of normality at the earliest time.

**Logistics support**
- Compile resource needs list
- Implement spread prevention measures by providing each ESD facility with sufficient hand sanitizer, hand soap and other resources as deemed necessary
- Update facility cleaning protocol to increase the number of times the facilities are cleaned

**2.4.2.2 HEALTH**

CoT Health has been allocated as the lead agent in the City. The Health Department focuses on creating healthy communities and empowering residents to prosper through
holistic development. Its main goal is to ensure that residents have access to an integrated and comprehensive system of health facilities and programmes.

Health’s primary target is to prevent and manage the outbreak response. The preparedness measures implemented by the department is:

- Implement Covid19 guideliness as distributed by Dept of Health
- Implement Covid19 readiness checklist at all city clinics and health care facilities
- Implement guideline on prevention and containment of antimicrobial resistance in South African Hospitals issued by Dept of Health in all clinics
- Implement prevention of the possible spread of the disease protocol at all clinics
- Training of stakeholders in disease surveillance
- Management of the disease at Primary health Care facilities
- Management of Environmental Health issues e.g. health care risk waste and Management of Human remains
- Distribution of National guidelines/policies from World Health Organisation (WHO) and NICD (updated)
- Ensure national policy and guidelines are disseminated and utilized at all city clinics and health care facilities
- Identify stakeholders to capacitate primary health care facilities should the need arise
- Implementing screening protocol in the case of suspected individuals
- Provide recommendations for public health jurisdictions to manage cases and their contacts.
- Provide clinical guidance to health care professionals regarding patient treatment and Management daily
- Provide infection control guidance for healthcare workers.
- Implement staff safety and monitoring procedures.
- Implement medical surge management.
- Provide alternative mechanisms for delivery of care.
o Provide resource management, including supply chain shortage impacts and vulnerabilities.
o Provide health care and medical response coordination in support of public health efforts Operational best practices and tools based on clinical management lessons learned.
o Provision of protective supplies
o Daily disseminate updated information
o Oversee resource of all identified quarantine sites as per the minimum resource needs. Close liaison with Provincial Department of Health.

COMMUNITY MANAGEMENT MEASURES

Preparedness:
o Training of stakeholders in disease surveillance
o Prevention of the possible spread of the disease
o Management of the disease at Primary Health Care facilities
o Management of Environmental Health issues e.g. health care risk waste and management of Human remains
o Update on resent outbreaks in neighboring cities and beyond our borders that might have an impact on the health status of the city.

PRINCIPLES OF OUTBREAK RESPONSE MANAGEMENT:
o Detect and investigate outbreaks of public health importance within a time frame appropriate to the situation to minimise secondary cases.
o Manage public health outbreaks in accordance with legislation, regulations and standards.
o Ensure timely coordination, participation and communication of appropriate stakeholders.
o Daily follow up of contacts done and collection of nasopharyngeal and oropharyngeal swabs

2.4.2.3 HOUSING AND HUMAN SETTLEMENTS
This department is responsible to manage the provisioning of housing in the City; also plan for informal settlements and identifies land that can be developed for the relocation
of informal settlements. The following preventative measures have been implemented by the department:

- Implement prevention and control of infections protocol (ensure availability of sanitizers, effective cleaning of working environment, healthy and safe access control)
- Conduct training and awareness campaigns
- Implement the Department of Human Settlements and Water and Sanitation Response Plan to Covid-19
- Re-purpose current condition grant to ensure that the relevant urgent and necessary measures are taken, to fund the required measures and outputs.
- Provide a priority list of identified informal settlements, hostels, and backyards is categorized, based on overcrowding to ensure sufficient water and hygiene facilities are available.
- Put in place measures to ensure that all prioritized informal settlements, hostels or instances of overcrowding in backyards are where required de-densified.
- Identification and development of alternative land for construction of temporary relocation facilities.
- Coordinate the establishment of relevant panels for the procurement of temporary housing kits and construction and in conjunction with the Department of Water and Sanitation matters related to water storage, water tanks and provision of water points.
- Business Continuity plan revised.
- Identify essential employees to be on duty should the situation necessitates
- Identify essential staff to be on standby should the situation necessitates
- Identify quarantine sites in the event where mass quarantine / isolation will be required

COMMUNITY MANAGEMENT MEASURES

- Implement prevention and control of infections protocol at all City of Tshwane community facilities (ensure availability of sanitizers, effective cleaning of working environment, healthy and safe access control)
- Conduct training and awareness campaigns
o Implement the Department of Human Settlements and Water and Sanitation Response Plan to Covid-19
o Re-purpose current condition grant to ensure that the relevant urgent and necessary measures are taken, to fund the required measures and outputs.

o Provide a priority list of identified informal settlements, hostels, backyards is categorized, based on overcrowding to ensure sufficient water and hygiene facilities are available.
o Coordinate in conjunction with the Department of Water and Sanitation matters related to water storage, water tanks and provision of water points at all temporary quarantine structures.

2.4.2.4 COMMUNITY AND SOCIAL DEVELOPMENT SERVICES
The following preparedness measures were implemented by the department:

o Daily orientation of staff on hygiene protocol
o Reduce number of visitors allowed in the museum and art centres
o Temporary closure of all libraries
o Cancel all bookings for sport and recreational activities
o Provide prescriptions to families on sanitary equipment during funerals
o Close CoT Early Childhood Development facilities
o Ensure closure of all Early Childhood Development facilities registered with CoT
o Provision of sanitation and cleaning material to all community centres that are occupied
o Provision humanitarian relief and sanitation equipment at all community centres/mass quarantine sites
o Activate spread prevention protocol for the homeless (Annexure D).
o Business Continuity plan revised
o Identify essential employees to be on duty should the situation necessitates
o Identify essential staff to be on standby should the situation necessitates
o Submit needs list in terms of food and sanitation for community centres/facilities that will be used for mass quarantine / isolation sites

COMMUNITY MANAGEMENT MEASURES
• provide psychosocial care and support services to affected individual and their families.
• trauma counselling, integration and re-unification of persons who have been isolated/quarantined to mitigate stigmatisation.
• Suspend external visits to Child and Youth Care Centres, drug rehabilitation and treatment centres, shelters and old age centres
• Provide prescriptions to families on sanitary equipment during funerals
• Ensure closure of all Early Childhood Development facilities registered with CoT
• Provision humanitarian relief and sanitation equipment at all community centres/mass quarantine sites
• Continuous awareness campaign

2.4.2.5 COMMUNICATION, MARKETING AND EVENTS
The role of Group Communication and Marketing (GCM) Department is to manage the overall reputation of the City of Tshwane, both in South Africa and globally, thereby enhancing the City’s brand as an investment and tourism destination. The GCM Department endeavours at all times to partner with relevant internal and external stakeholders to tell the City’s success stories and to showcase its excellence as the capital city of South Africa. This is achieved through utilising effective platforms for communication, marketing, public relations, events, and tourism. The following preparedness measures were implemented by the department:

• Continuous communication on various city platforms on prevention of spread of the virus
• Continuous communication on various city and community platforms on the City’s protocols and plans to deal with the virus
• Distribution of information pamphlets and posters throughout the City at
• Business Continuity plan revised
• Identify essential employees to be on duty should the situation necessitates
• Identify essential staff to be on standby should the situation necessitates
• Develop mass community/employee communication procedures for the event of mass evacuation/isolation/quarantine
o Developing and amplifying lifesaving, life-sustaining information in coordination with interagency partners.

o Developing a transparent risk communication strategy plan for development, clearance, and dissemination of clear, concise, accurate critical public health messages to both targeted audiences and the general population.

o Developing and disseminating messaging that reflects both unknown issues and facts as they become acknowledged.

COMMUNITY MANAGEMENT MEASURES

o Continuous communication on various community platforms on the City’s protocols and plans to deal with the virus

o Distribution of information pamphlets and posters throughout the City

2.4.2.6 GROUP PROPERTY

The role of Group Property is to exercising control over the property management function with the aim of maintaining an impartial, accountable, transparent and efficient turnkey property management service, subject to legislated context responsibilities, national standards and directives. It also manages and oversees the establishment, stabilisation, consolidation and sustainability of corporate property management initiatives, corporate facilities management (office space for staff, repairs, maintenance, occupational health and safety, cleaning and security), asset disposal management (sale and/or lease) initiatives and corporate property administration management (contract management, negotiation and performance monitoring) initiatives within the City of Tshwane. The following preventative measures have been implemented by the department:

o To assist with facility requirements for temporary emergency office accommodation, quarantine sites, emergency accommodation facilities

o Identification of municipal isolation and quarantined facilities on an upward scalability scenario

o Provide hand sanitizers, soap and cleaning material at all City of Tshwane facilities

o Awareness campaigns to be conducted at all facilities

o Access control systems changed to dual access system (biometrics and card)
Training of all cleaners on the Bleach and the cleaning protocol to be followed

Business Continuity plan revised

Identify essential employees to be on duty should the situation necessitates

Identify essential staff to be on standby should the situation necessitates

Response: Should there be an increase in the number of people affected the department will implement the following measures:

- Additional hand sanitizers and disposable wipes in high frequent areas
- Issue alcohol based hand sanitizers to officials and site based staff
- Provide dedicated sanitizing cleaners for each floor to focus on touch points
- Close buildings managed by CoT
- Implement specialist deep cleaning with microbiological report with instant adenosine triphosphate swab testing

COMMUNITY MANAGEMENT MEASURES

Clean routinely and frequently touched surfaces and objects, including but not limited to, bathrooms, security desk areas, elevator banks, turnstiles, escalators, door handles, communal kitchens or pantries, bathrooms and the like

- offer materials, in multiple languages, visitors, vendors, delivery personnel about proper hand hygiene and cough etiquette
- install hand sanitizer stations in high-traffic areas of the building
- consider ongoing communications with tenants and service providers to inform them of the steps you are taking to clean and sanitize the property and learn how they are addressing the outbreak with their employees and customers
- conduct risk assessment analysis
- consult with DoH about the COVID-19’s impact on the property, contractual obligations and business operations

2.4.2.7 ECONOMIC DEVELOPMENT AND SPATIAL PLANNING

The following preventative measures have been implemented by the department:

- Ensure distribution of hand sanitizers throughout the buildings
- Public access to offices be limited to identified reception areas to avoid unnecessary personal contact between the public and staff.
All offices to be cleaned daily.
Where possible communicate with Professional Bodies that engage with specific sections on a regular basis to encourage e-mail and telephonic engagement.
Increase prevention and control of infection in all areas including the market
Landlords-Leased buildings to be deep clean weekly and central air-conditioning units flushed with cleaning gas over weekends
Increase awareness with informal street traders and businesses sectors in the City
Business Continuity plan revised
Identify essential employees to be on duty should the situation necessitates
Identify essential staff to be on standby should the situation necessitates

COMMUNITY MANAGEMENT MEASURES

Ensure that there is no restaurant, bar, club, private club, social club, or entertainment venue may at any time allow more than recommended numbers as per national guidelines in the premise including staff.

Ensure that there is no establishment that may serve food or alcoholic beverages for on premise consumption. This effectively means a complete prohibition on the service of alcohol with the exception of retail package stores.
Recommend to establishments to serve patrons food via takeout and delivery.
Establishments offering takeout and delivery may stay open to the closing hour currently listed on their license.
Establishments to remove or rope off all seating in the licensed premise.
Establishments must abide by the National Health social distancing policies.

2.4.2.8 UTILITY SERVICES

The main purpose of the department is to provide the City’s customers with electricity, water and sanitation services in line with Schedule 4, Part B of the Constitution of the Republic of South Africa. Apart from ensuring that residents, commercial and industrial enterprises have access to water and electricity, the department has to ensure that bulk infrastructure is created so that the services are of high quality and that interruptions are
minimal or eliminated. The following preventative measures have been implemented by the department:

- Enhance employee education and awareness on prevention strategies
- Ensure distribution of hand sanitiser and cleaning equipment to all buildings, depots and vehicles
- Application of precautionary measures as per fact sheets provided
- Continuous updating on the availability of water throughout the city
- Implement measures to ensure access to water and sanitation as well as hygiene to all vulnerable areas.
- Implement measures for urgent bulk storage and distribution of water to those areas with an identified need.
- Relax with water restriction measures
- Provision of water storage and distribution facilities
- Business Continuity plan revised
- Identify essential employees to be on duty should the situation necessitates
- Identify essential staff to be on standby should the situation necessitates

COMMUNITY MANAGEMENT MEASURES

- Enhance community education and awareness on corona virus prevention
- Ensure distribution of hand sanitiser at all entrances of walk-in centres
- Continuously updating community on the availability of water
- Implement measures to ensure access to water and sanitation as well as hygiene to all vulnerable areas.
- Ensure availability of measures for urgent bulk storage and distribution of water to those areas with an identified need.

2.4.2.9 CUSTOMER RELATIONS MANAGEMENT

The City of Tshwane Metropolitan Municipality daily interacts with its customers through the Customer Relations Management (CRM) Department. The department plays a pivotal and strategic role, as it is positioned to be the face of the City. The role of the
department is to improve the efficiency and effectiveness of customer relations and to ensure that the focus is on the customers' needs. The following preventative measures have been implemented by the department:

- Group Head: Customer Relations Management (CRM) will provide leadership in coordinating the departmental activities and Divisional Head: Customer Centre Operations (CCO) will establish and activate the Departmental Disaster Management Team.
- Regularly disseminate updated information to Walk-in Centres and Call Centres.
- Develop and disseminate information, education, and communication materials to the public for prevention and control.
- Regional Director to conduct daily surveillance of Operational Centres,
- Participate in community awareness and reassurance
- Represent the interests of staff in broader planning processes
- To notify Departmental Disaster Team Leader of any suspected case
- Prevention and control of infections (ensure availability of soap, effective cleaning of working environment, and discontinuing of Queue Management System)
- Conduct awareness campaign (Every morning 15 mins before they resume work)
- Business Continuity plan revised
- Identify essential employees to be on duty should the situation necessitates
- Identify essential staff to be on standby should the situation necessitates

2.4.2.10 GROUP AUDIT AND RISK

To evaluate and improve the effectiveness of risk management, control, and governance processes as set out in the Internal Audit Charter as approved by the Audit and Performance Committee. The following preventative measures have been implemented by the department:

- Ensure regular and thorough cleaning of work areas
- Minimise physical interaction with clients and departments
- Using available ICT resources like skype, e-mails, etc.
- Coordinate the revision of Business Continuity plans
- Activate City’s business continuity plan should the situation necessitates
Identify essential employees to be on duty should the situation necessitates
Identify essential staff to be on standby should the situation necessitates

COMMUNITY MANAGEMENT MEASURES
- Conduct risk assessment analysis
- Review any rights or remedies the property may have under policies of insurance, which may include coverage for business interruption

2.4.2.11 TSHWANE METRO POLICE
The following preventative measures have been implemented by the department:

- Implement access control and security plan at all identified quarantine/isolation sites
- Vehicles to be cleaned following the transportation of any person
- Members to ensure that equipment and tools of trade is sanitized after use and when in contact with a second party
- Prevention and control of infections (ensure availability of sanitizers, effective cleaning of working environment, healthy and safe access control etc.)
- De-activate of biometric access control in all TMPD buildings
- Conduct training and awareness campaign – Employee Wellness
- Communication (management to team communication)
- Create a centralized team to take charge of reported cases including the transportation of suspected cases to the various hospitals for testing. (resources such a vehicle to be reserved for that purpose)
- No approval of events or gatherings until further notice
- Management to ensure that prevention posters are printed and displayed on notice boards in offices until the printed posters arrive.
- If a member suspects, they are sick they should follow the protocol which will be displayed at all of the TMPD buildings.
- Should any member contract the Covid 19 virus all members of the same shift must also follow the protocol and have themselves tested.
- As far as possible suspend all cross border operations.
Joint operations will be limited and will be determined by PROVJOINTs and NATJOINT.

All operational units will develop unit specific protocols.

Implement action plan to police closure of places of entertainment between 18:00 – 09:00 Monday to Saturday; 13:00 – 09:00 Sunday

Implement action plan to police crowds to be less than 100 normal gatherings; less than 50 places of entertainment

Crowds of more than 100 gatherings will be reported to the SAPS PROVJOC, Disaster Management Centre and the Tshwane Disease outbreak team leader on 0834588442 (M Mohlala)

COMMUNITY MANAGEMENT MEASURES

- Discontinue use of breathalysers
- Increase visibility to reduce opportunistic crimes
- Be more vigilant in implementation of bylaws in relation to infection control

2.4.2.12 GROUP HUMAN CAPITAL MANAGEMENT

The following preventative measures have been implemented by the department:

- Conduct workshops and awareness sessions with all employees of the City of Tshwane as per the schedule to be circulated.
- Conduct a survey of members who have travelled outside of the borders of RSA during the last 30 days. Report to findings to Health Department.
- Form part of the tactical team responsible to advise the employer.
- Continuous engagement with the organised labour.
- Classify City of Tshwane buildings under different categories based on the level of risk
- Advice the employer regarding OHS Act related to Covid-19
- Update HIRA plan
- Coordinate response on mainstreaming HR matters
- Oversee and manage sick leave applications submitted
- Postpone recruitment and selection processes
o Develop alternative employee productivity schedules by assisting in managing and communicating changes in how business can be conducted differently from the usual.
o Ensure that employee productivity is heightened in spite of the limited resources available.
o Provision and facilitation of functional training for CoT employees and technical training offered to the public
o Identify rooms or area where someone who is feeling unwell or has symptoms can be safely isolated
o Implement employee and employer protocol when an employee show signs and symptoms
o Implement plan to have the employee transported and tested
o Business Continuity plan revised
o Identify essential employees to be on duty should the situation necessitates
o Identify essential staff to be on standby should the situation necessitates

2.4.2.13  ENVIRONMENT AND AGRICULTURE MANAGEMENT
This department strives to ensure a sustainable environment, equitable agricultural development and an efficient waste management service through innovative use of technologies in partnership with stakeholders. The following preventative measures have been implemented by the department:

o Business Continuity plan revised
o Identify essential employees to be on duty should the situation necessitates
o Identify essential staff to be on standby should the situation necessitates

COMMUNITY MANAGEMENT MEASURES

o Awareness campaigns focusing on cremation promotion instead of conventional burial practices and limited mourners at funeral services
o Sharing information for escalated hygienic intervention in all leased facilities
o Restricted movement by the public; no entry by non-tenants
o Restrict workers to four (4) per enterprise (production unit)
o Ensure that crematoriums are ready to handle mass case scenario
o Identify mass funerals cemetery
2.4.2.14 ROADS AND TRANSPORT
The Roads and Stormwater Division is responsible for planning, providing and maintaining the roads and stormwater infrastructure of Tshwane to facilitate economic growth and social development, promote traffic safety, improve traffic flow and alleviate traffic congestion. The Transport division serves the communities of Tshwane through coordinating, facilitating, planning and implementing the development and maintenance of a sustainable and integrated transport system, promoting public transport through demand management and the stimulation of social and economic development. The following preventative measures have been implemented by the department:

- Implement bus cleaning schedule for all buses
- Implement bus station cleaning schedule for all bus stations
- Continuous communication with community should bus schedule and routes change
- Business Continuity plan revised
- Identify essential employees to be on duty should the situation necessitates
- Identify essential staff to be on standby should the situation necessitates
- Engage Taxi Industry in Tshwane to assist with awareness and education
- Provide hygiene access at every nodal facility, taxi ranks and Gautrain stations.
- Assist Province with the establishment of hygiene teams to manage the day to day health and hygiene at the identified points
- Ensure that there are hand-sanitisers/soap, handwashing basins and all resources necessary as identified by the Department of Health in all nodal public facilities.
- Ensure that minibus Taxis are supplied with adequate hand sanitisers.
- Ensure all public transport modes in the city have hand sanitizers in the vehicle(s).
- Ensure all that public transport facilities are disinfected twice a day.
- Provide number of transport services (public and private) that will be activated during mass evacuations

COMMUNITY MANAGEMENT MEASURES
- Provision of alcohol-based hand sanitizers at all licensing buildings
- Disinfectant for counters and desks continuously
- New installation and replacement of soap dispensers in all ablution facilities
- Awareness to higher volume of walk-in customers
- Provision of buses should the situation deem it necessary

2.4.2.15 SHARED SERVICES

The following preventative measures have been implemented by the department:

- Prevention and control of infections (ensure availability of sanitizers, effective cleaning of working environment, healthy and safe access control etc.
- Conduct training and awareness campaign
- Activate distance conferencing via skype etc
- Provide additional computer equipment should employees be requested to work from home
- Assist departments with insurance arrangements should employees be requested to take computer equipment out of the office
- Provide cleaning schedule for all CoT vehicles
- Business Continuity plan revised
- Identify essential employees to be on duty should the situation necessitates
- Identify essential staff to be on standby should the situation necessitates

2.4.2.16 GROUP LEGAL AND SECRETARIAT SERVICES

The following preventative measures have been implemented by the department:

- Coordinate responses of the department
- Participate in planning of departmental responses
- Communicate the decisions of the Strategic Committee to the Management Team
- Business Continuity plan revised
- Identify essential employees to be on duty should the situation necessitates
- Identify essential staff to be on standby should the situation necessitates
2.4.2.17 CITY STRATEGY AND ORGANISATIONAL PERFORMANCE

The following preventative measures have been implemented by the department:

- Elect a special purpose team to coordinate Covid 19 related matters and identify the main contact person
- Maintain continued communication of Covid 19 related matters
- Raise awareness with regards to preventative measures for safety and reactive measures in cases of suspected or confirmed incidences in line with overall City and national guidelines
- Limit all contact meetings and devise other means of expressing responsibilities demanding consultations
- Update the Hazard Identification Risk Assessment (HIRA) plan
- Conduct regular briefing sessions as part of information sharing and overall communication
- Business Continuity plan revised
- Identify essential employees to be on duty should the situation necessitates
- Identify essential staff to be on standby should the situation necessitates

2.4.2.18 GROUP FINANCE

The Financial Services Department manages the corporate financial affairs of the Municipality to ensure that the best possible services are provided with the available funds. The financial services it renders include strategic financial management to municipal departments, divisions and units. This department is also responsible for drawing up the annual municipal budget, and for implementing and maintaining a system that generates accurate information about the Municipality’s financial position for internal and external role players, enabling them to make informed decisions. The following preventative measures have been implemented by the department:

- Business Continuity plan revised
- Identify essential employees to be on duty should the situation necessitates
- Identify essential staff to be on standby should the situation necessitates
III. CONCEPT OF OPERATIONS: EMERGENCY RESPONSE

3.1 Principles of Outbreak Response Management

- Detect and investigate outbreaks of public health importance within a time frame appropriate to the situation to minimise secondary cases.
- Manage public health outbreaks in accordance with legislation, regulations and standards.
- Ensure timely coordination, participation and communication of appropriate stakeholders.
- Isolation and care

3.2 Reporting an Incident

- Related press releases will only be made by GCIS in conjunction with the Department of Health.
- Any suspected case will be recorded by the receiving call centre and location and symptoms recorded. The reporting person/patient will be instructed to immediately self-isolate the patient.
- The COVID 19 Hotline will be contacted (0800 029 9999) by the particular call centre and all particulars pertaining to the patient will be provided to the Hotline call centre.
- The COVID 19 Hotline centre will mobilize a specially adapted ambulance with crew equipped with the correct PPE and a support team, including NICD.
- Dispatched crew will decide on a treatment facility, transport the patient and do the necessary Contact Tracing Process.
- Remains the duty of the initial call centre that received the incident to follow up with the patient and the COVID 19 Hotline call centre to confirm that the incident was attended to.
IV. CONCEPT OF OPERATIONS: MASS EVACUATION FOR ISOLATION/ QUARANTINE

Once the decision has been taken to evacuate communities and place them under quarantine/isolation, the City Departments will be required to implement their respective operational procedures in support of the evacuation.

The time that it will take Departments to respond will be dependent on the nature, type, location and time of the incident. In a slow on-set event such as with COVID-19, Departments will have been able to coordinate their response in advance and undertake some communication with persons to be affected.

The evacuation process is broken down into five principal phases as follows:

1. Initiate Evacuation
2. Alert community
3. Move community
4. Shelter / Assistance
5. Return / Recovery

4.1 Initiating Evacuation
- The Chairperson of the Strategic Committee, after consulting with relevant National and Provincial structures will have the final pronouncement to evacuate City buildings and/or community areas
- Evacuation will take place by the use of public and private transport networks.
- Evacuees to be transported to pre-identified facilities for quarantine/isolation.
- Group Head Roads and Transport must identify available transport options. Information to be provided to Disaster Management Centre.

4.2 Alert Community
Warning and informing procedures will be activated by the City’s Disaster Management Centre as soon as the decision to evacuate is made.

All Departments to activate their warning and alert systems to evacuate once instructed by Disaster Management Centre.

Communications, marketing and events to activate mass evacuation protocol.

4.3 Move Population

Evacuees may fall in to one of the following categories:

- No support – making their own arrangements (in which case they are unlikely to come in to contact with responders)
- In need of support to make their own arrangements e.g. help with onward travel, making contact with friends/family, etc.
- A greater degree of support is required by providing transport to organised shelter
- Community and Social Development to activate registration processes to indicate where the people are evacuated to with emergency contact details.

4.3.1 Mass Evacuation of Affected Area

- The City Departments, the South African Police and relevant transport operators will work together to facilitate the movement of evacuees to identified quarantine shelters.
- Measures to meet the needs of vulnerable groups including people with mobility, hearing or visual impairment must be readily available.
- Health to assist at evacuation assembly point people to encourage people to consider alternative areas where they might be able to stay in a longer term scenario
- Health with assistance from Disaster Risk Management to register all evacuates as per the specific quarantine site and/or self-evacuation arrangements
- TMPD, SAPS, Health and Disaster Risk Management to facilitate the movement of vulnerable groups including people with mobility, hearing or visual impairment.
- Crowd control at designated points will be managed SAPS and Metro Police

4.3.2 Transport Options
In the event of the mass evacuation of communities are invoked, the normal services will be used to provide a safe and simple means of transporting the maximum possible number of evacuees away from the affected area in the shortest possible time. The following modes of transport to be made available:

- All Tshwane Bus Services (TBS)
- Public Patient Transporters

TBS Evacuation Loading Points must be established by Roads and Transport as part of the operational procedures after the evacuation zone has been identified. Loading points will be existing locations where buses can turn around safely and with sufficient capacity to both accommodate queuing passengers and buses.

### 4.3.3 Evacuating Vulnerable Persons and Communities

There are three categories of individuals that may fall in a ‘vulnerable group’;

- Those who are generally independent, albeit with a structured support environment, in their normal daily circumstances, i.e. a residential care home, hospital or similar environment.
- Those who due to an event or situation, such as an illness, operation or accident are now dependent upon others to support & care for them to survive independently within the community at large.
- Those who through their individual circumstances (such as age, disability or language barriers (such as foreign tourists) would require extra support and care to deal with the consequences of being involved in an emergency.

It is recognised that the identification of the “vulnerable groups” may take some time and depending on the urgency of the evacuation, alternative processes may have to be used to identify and evacuate vulnerable individuals which include a process for self-identification.

### 4.3.4 Evacuation of Closed Communities

For the purposes of this contingency plan, closed communities are defined as self-contained facilities which by virtue of their operational purpose may have specific,
individual evacuation requirements. Closed communities in this context include hospitals, old age homes/care facilities and correctional services.

Early identification of closed communities in the affected area is vital to ensure maximum time for decisions to be taken around evacuation and shelter. The identification of closed communities have been done and is available in the disaster centre.

For planning purposes, it is assumed that closed communities have the necessary plans in place should an evacuation become necessary. The emergency services might however find itself having to deal with the consequences of closed communities not being adequately prepared. Disaster Risk Management to liaise with these communities to determine level of readiness to prevention and evacuation.

4.3.5 Disinfectant of evacuated areas

Once community has been evacuated mass disinfection of affected area to be coordinated by Environment and Agriculture management.

4.4 Shelter / Assistance

The city identified quarantine/isolation sites throughout the city (Annexure B). These sites to be operationalised should there be an indication of mass evacuation. The following resources to be made available at all identified sites:

- Humanitarian relief
- Additional toilet facilities
- Additional water provisioning
- Cleaning material
- Security

4.5 Coordination of Recovery

It may be necessary to have shelters remain open despite a move to the recovery phase of the incident. In this case, the DOC maintaining an overview of the sheltering process and providing updates as required on the numbers still being sheltered. The DOC has a
coordinating role in supporting the return of people to their homes and the return of shelter venues to their owners/operators.

The recovery from an incident involving mass evacuation of communities is likely to be complex and prolonged. Temporary or permanent alternative accommodation may be required and it is likely that, given the potential numbers, this will need to be centrally coordinated.

V. CONCEPT OF OPERATIONS: CITY OF TSHWANE NEEDS LIST

The following needs have been identified in the city:

5.1 Water storage facilities

The following area to be provided with additional water tanks:

- Region 1: Marry me Soshanguve - 4 additional tanks
- Region 2: Steve Biko - 3 additional tanks
  - Rooiwal - 6 additional tanks (4 tanks to be relocated)
- Region 3: New Westfort - 1 tank to be relocated
  - Phomolong - 1 additional tank
  - Brazzaville - 3 additional tanks
  - Vergenoeg - 1 additional tank
  - Kameeldrift Plot 30 - 1 additional tank

5.2 Public awareness material

The city printed 10,000 pamphlets to be distributed within the community. The city requires additional 100,000 pamphlets to be distributed.

5.3 Hygiene packs
The city identified various vulnerable community areas that require hygiene packs. The city is in need of additional 10,000 hygiene packs to be distributed to the community.

### 5.4 Hand sanitisers

The city engaged the Taxi industry who is willing to assist the city in preventing the spread of the virus. The city need to provide at taxi’s, buses and trains stations hand sanitors or hand washing facilities. 30,000Lt hand sanitisers (concentrate) will assist in ensuring these facilities are sufficiently equipped.

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### VI. CONCEPT OF OPERATIONS: CITY OF TSHWANE LOCKDOWN PLAN

<table>
<thead>
<tr>
<th>CITY DEPARTMENTS HUMAN RESOURCES LOCKDOWN CAPACITY</th>
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<tbody>
<tr>
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<tr>
<td>James Boale</td>
</tr>
<tr>
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<td>Indigent Programme Management Section</td>
</tr>
<tr>
<td>Sarah Modise</td>
</tr>
<tr>
<td>076 583 7260</td>
</tr>
<tr>
<td>5</td>
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<tr>
<td>Libraries, Museums, Community Halls</td>
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<tr>
<td>Ishmael Mbokodo</td>
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<td>082 931 6051</td>
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CITY OF TSHWANE

CITY OF TSHWANE
MASS EVACUATION PLAN 2020
## Introduction
In the event of an incident requiring the evacuation of those who live, work or are visiting the City of Tshwane, the Disaster Operating Centre (DOC) will be required to provide a coordinated, multi-agency response. This Plan is intended to provide guidance to responders at all levels on the way in which the evacuation of large numbers of people can be achieved.

## Document Type
Plan for Mass Evacuations within the City of Tshwane

## Applicability
The purpose of this Plan is to offer guidance to responders managing a mass evacuation of displaced persons and, where appropriate, other living creatures.

## First Steps
In the event of an incident requiring provision of mass evacuation:

- Where possible, estimate the numbers displaced and the status of the transport network, and make a decision on the most appropriate location for Evacuee Loading Points / Evacuee Disembarking Points bearing in mind the proposed locations for interim sheltering.
- Establish an Evacuation and Shelter Coordination Cluster (ESCC) or appropriate equivalent to support the work of the Tactical Committee or Strategic Committee if those committees are not sitting.
- To consider the appropriate level of activation and scale upwards/down as the circumstances dictate.
- Coordinate the evacuation of persons from the affected area taking in to account those who may have already self-evacuated and dispersed.
- Work with all agencies that may be required to support the sheltering process appropriate to their organisational role and responsibilities.

### How to use this Plan quickly

This Plan is divided into five sections:

- An overview of the Plan, including information about the aim, objectives and audience, please see Section 1.
- The principles, scale and planning assumptions for a mass evacuation, please see Section 2.
- The activation schedule which covers how the Plan might be activated, coordination of evacuation and shelter and communication, please see Section 3.
- The evacuation process in detail is described in Section 4.
- Recovery is described in Section 5.

### Annexures to this plan

<table>
<thead>
<tr>
<th>A: High risk areas</th>
<th>identified parcels of land for decongestion and decanting, hostels, homeless</th>
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<tbody>
<tr>
<td>B: Mass Evacuation &amp; Shelter Coordinating Cluster (ESCC)</td>
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</tr>
<tr>
<td>C: Departments - Roles and Responsibilities</td>
<td></td>
</tr>
<tr>
<td>D: Communication strategy</td>
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</table>

### Reference

2. Disaster Management Act 57 of 2002
4. Fire Brigade Services Act 99 of 1987
5. Gauteng Ambulance Services Act 6 of 2002
7. The National Health Act, Act No 61 of 2003
   1. EPI disease surveillance guideline 3rd ed. 2015
   3. Disposal of the diseased guidelines.

21. CoT Disaster Management Plan
22. Standard Operating Procedures
23. Guidelines and regulations

<table>
<thead>
<tr>
<th>Principles</th>
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<tbody>
<tr>
<td>An incident requiring a mass evacuation is likely to be disruptive and challenging, with long-term impacts and a need for central coordination. This Plan is based on the planning assumption that a significant number of persons will self-evacuate and disperse and the majority of those displaced will make their own arrangements for shelter, whilst recognising that this may vary considerably based on the nature of the initiating incident and the areas affected.</td>
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</table>
1. Introduction and rationale

The purpose of this Plan is to offer guidance to responders managing a mass evacuation of displaced persons and, where appropriate, other living creatures. In this context, the term “evacuation” may take a range of forms dependent on the circumstances and will include self-evacuation and dispersal with or without the need of support.

The underlying principle is that for persons not needing assistance existing public transport will be used. The bus services, rail networks, Gautrain rapid rail, will be utilized. Displaced persons will be directed to Evacuee Loading Points (i.e. existing transport infrastructure facilities near the evacuation area) and Evacuee Disembarking Points.

In addition to providing guidance, it is intended to support decision-making and expectation management across all multi-agency partners and stakeholders. The content facilitates a flexible, scalable and coordinated approach to managing an evacuation.

This document is not intended to be prescriptive, as every incident is different; rather, its aim is to capture the core principles for the management of a mass evacuation enabling key organizations to respond consistently and with a clear understanding of their roles and responsibilities.

This plan provides consolidated guidance to City Departments and other agencies within the City of Tshwane with a general concept of potential emergency assignments in the event of mass evacuation. Due to the complexity of the virus this plan should be seen as a living document that will be updated continuously as more information and data are made available.

This plan is in line with Standard Operation Procedures for preparedness, detection and response to a coronavirus (COVID-19) outbreak in South Africa as well as the Interim guidance from World Health Organisation.

The custodian of this plan vests with the Chief of Emergency Services (CoE) where in the absence of the Chief of Emergency Services during the period in which this plan remains
in force; the delegation of executive authority and chain of succession in a major on-site emergency or disaster is as follows –

1. Divisional Chief: Fire & Rescue Operations (or person acting in the capacity)
2. Divisional Chief: Emergency Medical Operations (or person acting in the capacity)
3. Divisional Chief: Business Operations (or person acting in the capacity)

In recognition of the emergency and disaster management responsibilities of the City of Tshwane government and with the authority vested in me as the Chief of Emergency Services for the City of Tshwane under Fire Brigade Services Act (Act No. 99 of 1987) and the Disaster Management Act (Act No. 57 of 2002, I hereby affirm this City of Tshwane Mass Evacuation Plan for Coronavirus (COVID – 19).
## Record of Distribution

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<th>Representative</th>
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<tr>
<td>1</td>
<td>Office of the City Manager</td>
<td>Mr. Msizi Myeza</td>
<td></td>
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<tr>
<td></td>
<td>Tel: 012 358 4901/4</td>
<td>Cell: 072 985 9800</td>
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</tr>
<tr>
<td>2</td>
<td>CoT Chief Operations Officer</td>
<td>Mr. James Murphy</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Tel: 012 358 5605</td>
<td>Cell: 082 467 9283</td>
<td><a href="mailto:jamesmu@tshwane.gov.za">jamesmu@tshwane.gov.za</a></td>
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<td>3</td>
<td>Governance &amp; Support Officer</td>
<td>Me Lorette Tredoux</td>
<td></td>
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<tr>
<td></td>
<td>Tel: 012 358 4050</td>
<td>Cell: 078 451 4894</td>
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<td>National Disaster Management Centre</td>
<td>Dr Mmamphaka Tau</td>
<td></td>
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<tr>
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<tr>
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<td>6</td>
<td>Chief of Tshwane Metro Police</td>
<td>Ms. Johanna Nkomo</td>
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<tr>
<td></td>
<td>Tel: 012 358 4954</td>
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<td>7</td>
<td>Group Head Health</td>
<td>Mr. Koena Nkoko</td>
<td></td>
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<tr>
<td></td>
<td>Tel: 012 358 4586</td>
<td>Cell: 082 433 1332</td>
<td><a href="mailto:koenan@tshwane.gov.za">koenan@tshwane.gov.za</a></td>
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Definitions and Abbreviations

City of Tshwane [CoT] – means the City of Tshwane Metropolitan Municipality.

City Manager – means the person appointed as the Municipal Manager of the City of Tshwane Metropolitan Municipality in terms of Section 82 of the Local Government: Municipal Structures Act.

Command Centre - means the City of Tshwane Disaster and Emergency Management Central Command Centre which is the physical location responsible for carrying out the principles of emergency preparedness, emergency management, or disaster management functions at a tactical and strategic level during an emergency or disaster in order to ensure continuity of operations, services, and/or municipal government governance.

Coordination - is the process of systematically analyzing a situation, developing relevant information, and informing appropriate personnel of viable alternatives for selection of the most effective combination of available resources to meet specific objectives. (See Operational Coordination)

Chief of Emergency – means the Chief of the City of Tshwane Emergency Services Department who as the appointed Chief Fire Officer under Section 5 (1) of the Fire Brigade Services Act and Head of Municipal Disaster Management Centre under Section 45 (1) of the Disaster Management Act is responsible for managing the development and coordination of disaster and emergency management plans, disaster and emergency response and coordination, and is the liaison with provincial and national disaster management and fire services authorities.

Disaster: means a progressive or sudden, widespread or localised, natural or human-caused occurrence which causes or threatens to cause-

(i) death, injury or disease;
(ii) damage to property, infrastructure or the environment; or
(iii) disruption of the life of a community; and
(b) is of a magnitude that exceeds the ability of those affected by the disaster to
cope with its effects using only their own resources

**Disaster management** - means a continuous and integrated multi-sectoral, multi-disciplinary process of planning and implementation of measures aimed at preventing or reducing the risk of disasters; mitigating the severity or consequences of disasters; emergency preparedness; a rapid and effective response to disasters; and post-disaster recovery and rehabilitation.

**Disease outbreak**: is the occurrence of disease cases in excess of normal expectancy. The number of cases varies according to the disease-causing agent, and the size and type of previous and existing exposure to the agent (WHO).

**Emergency** - means an incident or eventuality that poses or may pose a serious threat to any person, environment or property, and "emergency situation" has a corresponding meaning.

**Emergency Communications Centre (ECC)** – means the Emergency Services Call Taking & Dispatching Centre located at Emergency Services Station #1 – Bosman Street, Central Pretoria where the ECC is specifically configured for the primary purpose of providing emergency communications services or public safety answering point (PSAP) services for the City of Tshwane and/or other public safety authorities.

**Emergency Incident** - means any emergency situation to which the Emergency Services responds to deliver emergency services, including rescue, fire suppression, emergency medical care, special operations, code law enforcement, and other forms of hazard control and mitigation.

**Emergency Services Department [ESD]** – means the City of Tshwane Emergency Services Department.

**Emergency Management** – means the preparation for and the carrying out of functions (other than functions for which military forces are primarily responsible) to prevent, minimize, and repair injury and damage resulting from natural or man-made disasters. These functions include fire-fighting, police, medical and health, rescue, warning, engineering, communications, evacuation, resource management, plant protection, restoration of public utility services, and other functions related to preserving the public health, safety, and welfare.

**Emergency Operations Center (EOC)** – means the physical component of the
Command Centre which is referred to as the Emergency Operations Centre and which is the location at which the coordination of information and resources to support domestic incident management activities normally takes place. The term “Disaster Operations Centre” has the same corresponding meaning.

**Emergency Operations Plan (EOP)** – means a detailed plan document which provides for a preplanned and coordinated response in the event of an emergency or disaster situation.

**Emergency Public Information** – means information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

**Emergency Preparedness** – means a state of readiness which enables organs of state and other institutions involved in disaster management, the private sector, communities and individuals to mobilize, organize and provide relief measures to deal with an impending or current disaster or the effects of a disaster; and the knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to and recover from the impacts of likely, imminent or current hazard events or conditions.

**Emergency Support Function (ESF)** – means a function which tasks agencies to provide or to coordinate certain resources in response to emergencies or disasters.

**Evacuation** – means the movement of persons from a dangerous place due to the threat or occurrence of a disaster or emergency incident.

**Response:** to (1) contain or mitigate the effects of a disastrous event and to prevent any further loss of life and/or property, (2) restore order in its immediate aftermath, and (3) re-establish normality through reconstruction and rehabilitation shortly thereafter.

**Vulnerability:** the degree to which an individual, household or area may be affected by a hazard.
Basic Plan

SECTION 1: OVERVIEW

1. BACKGROUND AND PURPOSE

1.1 The CoT Mass Evacuation Plan is the strategic plan for the mass evacuation of people from part, or parts, of the City. It includes the process by which assessments will be made, decisions taken, and action coordinated to achieve the evacuation of large numbers of people from a place of danger in the City of Tshwane to places of safety.

1.2 The aim of any evacuation is to ensure the movement, as safely as is reasonably practicable, of people from places of danger to places of safety. Mass evacuation will always be a last resort and only undertaken when absolutely necessary.

1.3 The plan will assist all decision-making structures and those directing the mass evacuation process, to coordinate the activities of the responding organizations.

1.4 An incident which causes a mass evacuation may be a ‘sudden impact’ or a ‘rising tide’ type of incident.

1.5 A ‘sudden impact’ incident will require immediate evacuation of a population to protect life, which may have to be initiated before the full command and control structure is in place. In a ‘rising tide’ incident, agencies will have some warning of a potential incident, enabling command and control structures to be put in place to coordinate the response to the incident and any associated evacuation.

1.6 Although this plan primarily outlines arrangements for evacuation when there is time to set up a full command and control structure, it also includes provision for evacuation as a result of a sudden impact incident.

1.7 Please note that the term “Police” is used throughout and this may refer to the Tshwane Metropolitan Police Department (TMPD), the South African Police Services (SAPS) and the South African National Defense Force (SANDF).
2. **AIMS AND OBJECTIVES OF THE CoT MASS EVACUATION PLAN**

2.1. The aim of this Plan is to provide the responding Departments, and relevant responders in neighboring municipalities, with a strategic plan and operational guidelines to support an evacuation of an area or areas within the City of Tshwane.

2.2. The objectives of this Plan are:

- Support the ESCC to respond effectively to an event that requires the evacuation of parts of the City of Tshwane;
- Provide responding organizations with the necessary strategic guidelines to allow them to effectively implement their roles and responsibilities in support of an evacuation; and
- Provide the process by which appropriate information is supplied to all responding agencies, the public and businesses, at the start of and throughout the evacuation process.

3. **LEGAL CONTEXT**

3.1. The magnitude and severity of the COVID-19 outbreak has been declared a global pandemic by the World Health Organization (WHO) and classified as a national disaster by the Head of the National Disaster Management Centre.

3.2. Taking into account the need to augment the measures undertaken by organs of state to deal with the pandemic, Dr Nkosazana Dlamini Zuma, the Minister of Cooperative Governance and Traditional Affairs, as designated under Section 3 of the Disaster Management Act, 2002 (Act No. 57 of 2002) (“the Act”), in terms of Section 27(1) of the Act, declared a national state of disaster on 15 March 2020, having recognised that special circumstances exist to warrant the declaration of a national state of disaster.

3.3. In terms of Section 27(2) of the Act, the Minister issued several regulations concerning the matters listed therein to the extent that it is necessary for the purpose of

(a) assisting and protecting the public;
(b) providing relief to the public;
(c) protecting property;
(d) preventing or combatting disruption; or
(e) dealing with the destructive and other effects of the disaster.
3.4 The State President, his Excellency, Cyril Ramaphosa announced a nationwide lockdown that came into effect at midnight Friday 27th March 2020 followed by Government introducing a number of amended or additional regulations to address issues pertaining to the lockdown.

4. SCOPE
This plan applies to all City Departments of the City of Tshwane and outlines the coordinated local response activities for COVID – 19 within the City of Tshwane.

5. LINKAGE TO OTHER PLANS
5.1 This Plan is intended to enhance and complement existing City of Tshwane contingency plans and procedures and to provide the overarching document from which partner City agencies may develop their own supporting plans.

5.2 The processes of evacuating and sheltering a population are inextricably linked and coordination between the two is vital to ensure an effective response.

5.3 In the event of an incident requiring large-scale or mass evacuation, other City-wide plans are likely to have been activated. Specifically, the City of Tshwane Mass Evacuation Plan is designed to link into the following protocols:
- City of Tshwane Disaster Management Plan
- City of Tshwane Disaster Management Framework
- Departmental Contingency Plans

5.4 The Plan provides a general overview of actions, roles and responsibilities and provides an overview of options available. All responding agencies will hold copies of specific plans relevant to themselves and which will be used when responding in conjunction with this Plan.

6. SITUATION OVERVIEW

Threat analysis
6.1 COVID-19 is in the same family as other human coronaviruses that have caused global outbreaks, such as severe acute respiratory syndrome (SARS) and Middle East respiratory syndrome (MERS).
6.2 Coronaviruses cause respiratory tract illnesses, which can lead to pneumonia and, in severe cases, death. Known transmission routes for coronaviruses include sustained human-to-human transmission via respiratory droplets produced when an infected person coughs or sneezes.

6.3 As with all novel and emerging infectious agents, it is possible that continued spread of the coronavirus could result in a pandemic. The complete clinical picture with regard to COVID-19 is not fully understood. Reported illnesses have ranged from mild symptoms to severe illness resulting in death.

**Characteristics of Potential Situations**

6.4 The City of Tshwane is divided into 7 Regions and covers an approximate area of 6297.83 km² and provides emergency services to a population of approximately 3 454 760 people which represents 25% of the Gauteng Provincial Population.

6.5 The following breakdown per region (Census 2017):

<table>
<thead>
<tr>
<th>Region</th>
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<tr>
<td>Region 1</td>
<td>910 000+</td>
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<tr>
<td>Region 2</td>
<td>380 000+</td>
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<tr>
<td>Region 3</td>
<td>620 000+</td>
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<tr>
<td>Region 4</td>
<td>470 000+</td>
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<tr>
<td>Region 5</td>
<td>110 000+</td>
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</table>
Region 6 - 720 000+
Region 7 - 130 000+

6.6 The City of Tshwane’s employees tally 30 000+ (inclusive of the general population totals) that are centralized and regionalized in the 7 regions of the City. The employees occupy 395 facilities in the City.

Vulnerable areas

6.7 The following areas have been identified as areas/occupancies of concern as it relates to the pandemic:

i. Informal settlements: Approximately 185 000 informal dwellings with characteristics of dense occupancies; limited hygiene facilities coupled with a limited access to water.

ii. Categories of Beneficiaries at risk as identified by Provincial EXCO:
   a. The Old Age Homes,
   b. Shelters,
   c. Child and Youth Care Centres (CYCC)
   d. and Rehabilitation centres. (More than 120 facilities for the aged, disabled and orphan children)

iii. Additional areas of concern to be added once trends have been established in terms of infections and spread.

6.8 Planning cluster responsible for evacuations

The city is in the process of identifying community centres and other facilities that might be used for mass quarantine/isolation, should the need arise.
SECTION 2: PRINCIPLES, SCALE AND PLANNING

7. KEY PRINCIPLES
7.1 This Plan has been developed on the basis and understanding that the agencies involved in the planning and activation of a mass evacuation will have given careful consideration to the possible issues that may arise and that participating organizations will have undertaken their own specific risk assessments in respect of the processes and procedures they will implement in support of The City of Tshwane Mass Evacuation Plan.

7.2 The Plan assumes that once a mass evacuation starts relevant staff will work as directed by their managers.

8. PLANNING CLUSTER RESPONSIBLE FOR EVACUATIONS
8.1 The City’s Disaster Management plan makes provision for the establishment of an Evacuations Cluster for the coordination of mass evacuation activities.

8.2 This cluster has as its objective the provision of plans and procedures for the evacuation of key facilities, personnel and communities if required, during emergencies and disasters.

Primary Responsibility
Community & Social Development, Housing & Human Settlements, Metro Police, South African Police Services, South African National Defense Force,

Secondary Responsibility
Department ESD, Department of Health, Roads & Transport, Group Property

Supporting Agencies
- Economic Development and Spatial Planning
- Utility Services
- Customer Relations Management
- Shared Services
- Group Legal and Secretariat Services
- City Strategy and Organizational Performance
- Group Finance
- SA Weather Services
- Prison Services
- NGO Forum
- Business Community
- National Disaster Management Centre (NDMC)
- Gauteng Provincial Disaster Management Centre (PDMC)

**Scale**
- The City of Tshwane Mass Evacuation Plan aims to be scalable and used when local resources are exceeded i.e. when a level of intra/inter-City strategic coordination is required. The assumption is that a large proportion of people evacuating from an area would disperse.
- The evacuation of hospitals and prisons requires detailed technical planning by individual hospitals and prisons and therefore are not included in this Plan.

**Geography**
- Evacuees requiring shelter are accommodated within the City of Tshwane wherever possible and the use of shelter facilities in other municipal areas will only be considered as a last resort.
- The Plan will be flexible and will cover any part of the City of Tshwane. It will be capable of dealing with a single or multiple location event(s).
- It will provide contingency for the evacuation of people to safe areas either within or outside the City.

**Transport**
- The Plan assumes that a sufficient proportion of the transport network is still available to be used to assist evacuation.
- During the lockdown period public transport are suspended and services will have to be made operational for purposes of evacuation.
• Evacuation Loading Points (ELP) and Evacuee Disembarking Points (EDP) will be determined on the day by the DOC.

Shelter

Return and Recovery:
• The cluster responsible for recovery activities will address any return and recovery issues with relevant organizations.
• Reoccupation of the evacuation site will be site specific and dependent on the nature of the incident; therefore, it resides outside the scope of this plan and the cluster responsible for recovery will deal with the matter.

Scales of evacuation
• This Plan will focus on the response to an incident requiring intra-City coordination and resources, encompassing a range of scales.
• Scales of evacuation are defined for the purpose of this guidance as follows:

<table>
<thead>
<tr>
<th>Definition</th>
<th>Role player</th>
<th>Resources</th>
<th>Likely number of people affected</th>
<th>Examples of incidents triggering evacuation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small-scale / local evacuation</td>
<td>Incident Commander or Operational or Tactical Commander</td>
<td>Local, intra City.</td>
<td>Up to 1,000</td>
<td>Disease outbreaks, Major gas leak, site-specific evacuation</td>
</tr>
<tr>
<td>Medium-scale evacuation</td>
<td>Multi-agency Strategic or Tactical Commander</td>
<td>Local (possibly with regional / provincial support)</td>
<td>1,000 – 25,000</td>
<td>Unexploded ammunition/weaponry, disease outbreaks.</td>
</tr>
<tr>
<td>Large-scale evacuation</td>
<td>Evacuation Cluster Commander/ Police Commander</td>
<td>Local, with national and provincial and regional support</td>
<td>25,000 – 100,000</td>
<td>Major chemical release or terrorist event, disease outbreak.</td>
</tr>
<tr>
<td>Mass evacuation</td>
<td>Evacuation Cluster Commander/ Police Commander</td>
<td>Local, with national and provincial and regional support</td>
<td>More than 100,000</td>
<td>Significant floods, disease outbreaks.</td>
</tr>
</tbody>
</table>
SECTION 3: ACTION SCHEDULE AND CONCEPT OF OPERATIONS:

9. INTRODUCTION

9.1 The City’s Disaster Management Plan details the escalating strategic coordination arrangements for the City’s response to a disruptive incident including disasters declared in terms of the Disaster Management Act No. 57 of 2002.

9.2 The decision to activate The CoT Mass Evacuation Plan is taken by the Disaster Operations Centre (DOC) Commander.

9.3 The below two statements if answered in the positive are intended to support whether an evacuation is required or not:

1. Following a risk assessment, is the risk to life of remaining in their original place (in situ) assessed to be greater than the risk of evacuation; and

2. The incident requires a level of strategic coordination and response.

9.4 In the case of a sudden impact event, some local decision making at the scene may mean some form of evacuation and dispersal may have already started before the matter is referred to the Unified Command Incident Commander or the SAPS Commander.

9.5 For a sudden impact event, where a decision to evacuate takes place before the establishment of the DOC or the formation of a unified command, this decision will be taken by the SAPS Commander in consultation with other relevant agencies.

9.6 It is advisable that when the decision is made to activate an evacuation, a Recovery Coordinating Group is set up at the same time, if not already sitting as part of the response to a wider incident.

9.7 This group can begin, from the outset, to consider the return and recovery phase following the evacuation. The Recovery Coordinating Group should be linked into the Unified Command structure to engage with the strategic return and recovery.
10. The Evacuation & Shelter Coordination Cluster (ESCC)

10.1 Either the Tshwane Metropolitan Police Service, South African Police Services or SANDF is likely to take the lead in coordinating the evacuation element of an incident (where this is of a scale to require activation of this document).

10.2 Invoking the Plan will create significant challenges for the Unified Command structure.

10.3 To assist in the process an ESCC will be convened with multi-agency representation (either in person or virtually).

10.4 This group will directly manage the evacuation process and liaise with the relevant organizations to provide information and operational direction.

10.5 The timing of the setting up of the ESCC will be dependent on the nature of the evacuation, and whether it relates to a rising tide or sudden impact incident.

10.6 What is set out in this Plan is the ideal situation, but it should be recognized that for a sudden impact event not all the key personnel would be available at short notice.

Location

10.7 The location of the ESCC will be decided by the Unified Command (if one has been established) or by agreement with key partners.

10.8 The location should enable close liaison with the emergency services tactical group and provide the necessary facilities to ensure effective coordination of the evacuation.

Role

10.9 The ESCC will provide tactical, multi-agency coordination of the evacuation and shelter elements of incident response.

Operating Procedures

10.10 Individual agencies have different internal command and control mechanisms. The purpose of the ESCC is not to bypass or replicate these structures, but to provide a single point of multi-agency coordination at an appropriate tactical level.
10.11 Representatives on this group should be able to liaise effectively with their home organizations to provide the information required by the group and, as part of the group, take tactical decisions based on that information.

10.12 It is each individual agency’s responsibility to consider how this group should link into its command structure and make the necessary arrangements to ensure the ESCC is provided with the information it needs.

**Evacuation – Sudden Impact Incident**

10.13 Also referred to as “Immediate Impact” or “Big Bang” incidents, these may occur with little or no prior warning and with the impact felt immediately.

10.14 The decision to evacuate members of the public and subsequently to open shelters in response to a sudden impact incident may need to be taken prior to the formation of a Unified Command. In this instance, SAPS/Metro police on scene will take the decision.

**Evacuation - Rising Tide Incident**

10.15 A “Rising Tide” incident may have a lead-in time allowing a more coordinated response to be arranged. This will be governed by the level of pre-warning received and the response resources available.

10.16 The setting up of the ESCC and how it might operate has already been identified as a key aspect of the Plan to be addressed through training and exercising.

**Communicating with Neighboring Municipalities**

10.17 It is essential that there is communication with neighboring municipalities especially when a mass evacuation (including dispersal) will affect areas beyond the City of Tshwane, this will be considered by the DOC. Coordination for a mass evacuation will not be different from generic arrangements for any large-scale major incident.

10.18 It should be noted that there might be a requirement for neighboring areas to establish their own unified command structures.
Communicating with the Public

10.19 Communicating with the public is key to ensuring an effective evacuation. The Public Relations Officer (PIO) within the Unified Command structure is responsible for coordinating strategic communications during a major incident or emergency.

10.20 The PIO will coordinate communications to the public and other key audiences regarding the evacuation process.
SECTION 4: THE EVACUATION PROCESS

11. THE EVACUATION PROCESS
   Rising Tide incidents

11.1 Once the decision has been taken to evacuate communities and place them under quarantine, the City Departments will be required to implement their respective operational procedures in support of the evacuation.

11.2 The time that it will take Departments to respond will be dependent on the nature, type, location and time of the incident. In a Rising Tide event such as with COVID-19, Departments will have been able to coordinate their response in advance and undertake some communication with persons to be affected.

11.3 The evacuation process is broken down into five principal phases as follows:
   Phase 1: Initiate Evacuation
   Phase 2: Alert Population
   Phase 3: Move Population
   Phase 4: Shelter / Assistance
   Phase 5: Return / Recovery

Sudden Impact Incidents

11.4 In some sudden impact event Departments will have little or no opportunity to coordinate their responses or communicate in advance with persons affected.

11.5 It is highly likely that it will take even longer for agencies to respond to a sudden impact event and in comparison with a rising tide event they will in effect be playing catch-up from the very start.

11.6 Referring to the five phases above, for some sudden impact event Departments will already be at phase three before any coordination can be started.
1. Initiating Evacuation

Rising Tide event

11.7 All Departments will be alerted of the decision to evacuate via existing communication links.

11.8 The overarching principle is that evacuation will take place by the use of public and private transport. Public transport networks will be utilised.

11.9 The City of Tshwane, in conjunction with local responders, will identify one or more suitable evacuation assembly point(s) (ideally close to a transport evacuee loading point) and outside the affected area, to which evacuees requiring assistance can be directed.

11.10 A decision will be taken by the relevant Departments regarding level of shelter requirements.

11.11 Transport operators will identify which transport options are available and liaise with the Disaster Management Centre to inform their operational decision making.

Sudden Impact Event

11.12 There are no differences in initiating an evacuation between a sudden impact and rising tide event except that if the Disaster Management Centre has not been set up then this will be a decision for the Police Commander in charge. As mentioned before, those involved in the evacuation and shelter arrangements may have to take into account members of the public who have already self-evacuated or dispersed to locations of their choosing.

2. Alert Population

Rising Tide event

11.13 Warning and informing procedures will be determined by the City’s Disaster Management Plan and will be implemented as soon as the decision to evacuate is made.

11.14 All responders are required to initiate their warning and informing systems and await instruction from the Disaster Management Centre on the messages to be distributed. Some of the current processes used by responders may not be fully suited to
supporting a mass evacuation so they will need to be reviewed and updated as required.

11.15 The primary focus of the evacuation is on managing those who need support and shelter rather than those who are able to self-evacuate. Self-evacuees should be encouraged to make their own way to safety and information about safe routes should be communicated quickly.

**Sudden Impact Event**

11.16 The main difference between a sudden impact and a Rising Tide event is that there will have been no opportunity to warn and inform the public before the decision to evacuate is made.

11.17 The primary focus of the evacuation will be on managing those who need support and shelter rather than those who have or are able to self-evacuate.

### 3. Move Population

11.18 Evacuees may fall in to one of the following categories:

- No support – making their own arrangements (in which case they are unlikely to come in to contact with responders)
- In need of support to make their own arrangements e.g. help with onward travel, making contact with friends/family, etc.
- A greater degree of support is required by providing transport to organized shelter.

**Evacuation of Affected Area – Rising Tide event**

11.19 The City Departments, the Police and relevant transport operators will work together to facilitate the movement of evacuees to identified quarantine shelters. Measures to meet the needs of vulnerable groups including the elderly, people with mobility, hearing or visual impairment must be readily available.

11.20 At the evacuation assembly point people should be encouraged to consider where they might be able to stay in a longer-term scenario and, where possible, directed accordingly until only those who will require shelters remain. This is likely to be an ongoing process as people arrive seeking assistance.
Evacuation of Affected Area – Sudden Impact Event

11.21 There will be differences in the approach to an evacuation between a sudden impact and a Rising Tide event; the Police and relevant transport operators will work together to:

- Gain some control (as necessary) over the self-evacuation and dispersal; and
- Facilitate the movement of vulnerable groups including people with mobility, hearing or visual impairment.

11.22 The challenge for responders will be their ability to commit to the evacuation and how they are each affected by the incident itself.

11.23 Due to the lack of prior notice, it might take responders much longer to be able to identity and resource the evacuation assembly points. The transport system may also be working to capacity dealing with self-evacuees in the first instance. Evacuees may also be presenting themselves for shelter before this has been coordinated.

12. TRANSPORT OPTIONS

Rising Tide event

12.1 The following paragraphs highlight the key mechanisms and modes of transport that will be used in a mass evacuation and briefly explain the individual departmental plans that might be invoked.

12.2 These plans are held and maintained by those responding agencies. Transport operators will endeavour to ensure that accessibility for people with mobility, hearing or visual impairments is addressed but what is possible will be very dependent on circumstances.

Rail

12.3 Rail operators will run the existing timetable services, to the extent that this is possible under the circumstances. The advantage of this approach are:

i. passengers will be familiar with existing routes and schedules and so are more likely to know where to go, including alternative options;

ii. rail industry staff are familiar with the existing timetable and there will be no need to redirect them to roles or locations with which they are not familiar; and
iii. this will generally allow those self-evacuating to return to their homes, hence significantly reducing the burden on local authorities for the provision of shelter.

12.4 In the event of the mass evacuation of communities are invoked, the normal services will be used to provide a safe and simple means of transporting the maximum possible number of evacuees away from the affected area in the shortest possible time.

12.5 It should be noted that with sufficient notice (i.e. 24 – 48 hrs) it would be possible for rail to enhance or amend the normal timetable to reflect the circumstances.

12.6 Crowd control at designated points will be managed by station staff and other transport operator staff. The SAPS will be required to assist where necessary.

**Gautrain**

12.7 In the event of mass evacuation being invoked, the normal services will be used to provide a safe and simple means of transporting the maximum possible number of evacuees away from the affected area in the shortest possible time, with suitable fallbacks identified.

**Buses**

12.8 Bus Evacuation Loading Points will be established by the relevant Department as part of the operational procedures after the hazard zone has been identified. Loading points will be existing locations where buses can turn around safely and with sufficient capacity to both accommodate queuing passengers and buses.

**Road Network**

12.9 The management of the road network will be undertaken by SANRAL supported by the SAPS, TMPD and other road providers. There are already in place pre-planned routes to support the role of the roles at an incident and keep strategic routes flowing.

**Air**

12.10 To enable evacuation managers to operate safely and effectively, an air exclusion zone may be introduced over the affected areas if appropriate. The Police have the authority to request this, and requests for temporary emergency flying restrictions should be made through the SAPS, who will review the necessity for such restrictions.
Sudden Impact Event

12.11 The main difference between a Rising Tide and a sudden impact event is that the identification of the pick-up and delivery points for evacuees will be taking place alongside tackling the incident itself and within the context of self-evacuation without prior communication having taken place with the public. This will be a significant challenge for responders.

Transport Operators

12.12 Transport operators will run the existing timetable services, to the extent that this is possible under the circumstances.

12.13 Depending on the location, time and day of the incident, services might not be able to cope with the level of evacuation and dispersal especially as this will have happened without the benefit of prior notification to operators and the public.

12.14 Depending on the availability of other transport options, in the event of no prior communication with the public services might initially become overwhelmed and it might take some time for a normal service to be resumed.

12.15 The aim will be to use transport services, but the key difference will be the lack of advance notification and planning.

12.16 Without prior notification there may not be sufficient station, bus and transport operator staff in place to manage the level of self-evacuees. It should not be presumed that transport staff will be able to provide significant and special assistance to vulnerable persons.

12.17 The SAPS and TMPD will be required to assist but they might not be readily available.

13. EVACUATING VULNERABLE PERSONS AND COMMUNITIES (THE OLD AGE HOMES, SHELTERS, CHILD AND YOUTH CARE CENTRES (CYCC), AND REHABILITATION CENTRES)

Rising Tide event

13.1 Being evacuated can be a disturbing experience for all involved. However, for a significant proportion of people the experience can be potentially very serious as it removes them from established support mechanisms or exposes particular vulnerabilities.
13.2 In the context of evacuation, vulnerable people are defined as those who require specific support with one or more elements of the evacuation process, and who do not have sufficient support mechanisms available to assist them.

13.3 This may include individuals and communities known to health and social care services, but there are likely to be people requiring assistance who are not known to these services.

13.4 There are three categories of individuals that may fall in a ‘vulnerable group’:
   - Those who are generally independent, albeit with a structured support environment, in their normal daily circumstances, i.e. a residential care home, hospital or similar environment.
   - Those who due to an event or situation, such as an illness, operation or accident are now dependent upon others to support & care for them to survive independently within the community at large.
   - Those who through their individual circumstances (such as age, disability or language barriers (such as foreign tourists) would require extra support and care to deal with the consequences of being involved in an emergency.

13.5 It is recognised that the identification of the “vulnerable groups” may take some time and depending on the urgency of the evacuation, alternative processes may have to be used to identify and evacuate vulnerable individuals that include a process for self-identification.

**Sudden Impact Event**

13.6 The key difference for a sudden impact event is the lack of prior notification therefore it is even more important that City Departments and other health and social services providers to communities hold local registers of people identified as vulnerable under their own criteria.

13.7 There will be no opportunity to compile this information in a structured way once the event has occurred and self-evacuation has already commenced.

13.8 It is therefore highly likely that the emergency services will be encountering vulnerable people in the affected area, who may require assistance evacuating or specialist shelter requirements, whilst they are tackling the event itself. In the first instance, there
may be insufficient resources to manage the incident and address the needs of vulnerable persons in the affected area.

14. EVACUATION OF CLOSED COMMUNITIES

Introduction

14.1 For the purposes of this contingency plan, closed communities are defined as self-contained facilities, which by virtue of their operational purpose may have specific, individual evacuation requirements. Closed communities in this context include hospitals, care homes, prisons and zoos.

14.2 For planning purposes, it is assumed that closed communities have the necessary plans in place should an evacuation become necessary. The emergency services might however find itself having to deal with the consequences of closed communities not being adequately prepared. Early liaison with these communities might help mitigate the risk of this happening.

Rising Tide event

14.3 City hospitals and Prisons have local plans for the evacuation of their sites. Complete evacuation would provide these agencies with exceptional challenges, and immediate mass evacuation is not possible. Planning for evacuation of care homes is likely to vary between facilities and may be dependent on mutual-aid support.

14.4 Evacuation of multiple closed communities will lead to considerable demand for resources and requiring coordination, and possibly prioritisation at a City level, and possibly national level. Early identification of closed communities in the affected area is vital to ensure maximum time for decisions to be taken around evacuation and shelter. The identification of closed communities needs to have taken place prior to an incident.

Sudden Impact Event

14.5 The identification of closed communities must have taken place prior to an incident.

14.6 The authorities in charge of these communities must have already engaged with the emergency services and other agencies about what support they can expect to receive in the early phases of a sudden impact event.
15. EVACUATION OF ANIMALS

Rising Tide Event

15.6 Facilities with large numbers of animals, particularly those with large and/or exotic species (e.g. zoos, City Farms) should have appropriate evacuation arrangement in place to safeguard their animals.

15.7 Members of the public should be advised to make their own arrangements for evacuations and looking after their pets.

15.8 Transport operators have established procedures for the transportation of pets and members of the public should be made aware about what can and cannot be transported.

15.9 Voluntary agencies (SPCA) may be able to assist in animal evacuation and should be involved in the ESCC. However, these resources are likely to be extremely limited and will need to be prioritized.

Sudden Impact Event

15.10 Transport operators may suspend their normal operating procedures to either facilitate the movement of pets or additional restrictions might be in place to maximize the evacuation of the public.

15.11 It will take a considerable time for resources from the voluntary sector to be able to support the evacuation of animals so members of the public should be prepared to make their own arrangements in the first instance and where possible.
SECTION 5: RECOVERY

16. COORDINATION OF RECOVERY

16.1 A Recovery Coordinating Cluster (RCC) should be set up as soon as possible after the establishment of a Strategic Committee (SC). The RCC functions as a sub-group of the SC.

16.2 At the point at which it is felt by members of the SC that the balance of work leans more naturally towards recovery than response, the Chair of the SC and the Chair of the RCC will formally agree this and the Recovery Coordination Cluster will take over from the SC. The RCC will be chaired by the most appropriate departmental representative and will direct partnership recovery efforts.

16.3 It may be necessary to have shelters remain open despite a move to the recovery phase of the incident. In this case, the Evacuation & Shelter Coordination Cluster (ESCC) should become a sub-group of the RCC, maintaining an overview of the sheltering process and providing updates as required on the numbers still being sheltered. The ESCC has a coordinating role in supporting the return of people to their homes and the return of shelter venues to their owners/operators.

16.4 The recovery from an incident requiring the use of the Mass Evacuation Plan is likely to be complex and prolonged.

16.5 Temporary or permanent alternative accommodation may be required and it is likely that, given the potential numbers, this will need to be centrally coordinated.

16.6 During the response phase, the ESCC will undertake the coordination and report on such matters to the SC and/or RCC. The ESCC, possibly with amended membership, might then be retained to report to the RCC.

Return to Affected Area

16.7 Due to the wide variety of incidents that could potentially cause an evacuation of an area or areas of the City, it is not possible to predict when return may be possible. Managing the return of evacuees will be the responsibility of the cluster responsible for the relocation of displaced persons.

16.8 The Disaster Operations Centre will be available, as during the evacuation process, to coordinate the return of evacuees from the receiving local authorities back to their point of origin - this is particularly important when considering vulnerable groups.
16.9 Planning can be done in advance to help the return process - it is advised that City Department pre-plan potential options with local transport providers to assist in the facilitation of this.
APPENDIX A: HIGH RISK INFORMAL SETTLEMENTS

*High risk informal settlements*

210 total informal settlements

21 informal settlements identified as high risk – these areas will require decanting and de-congestion, should there be an outbreak.

<table>
<thead>
<tr>
<th>Region</th>
<th>Informal Settlement</th>
<th>Number of Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region 1</td>
<td>Mazambaneng</td>
<td>1 269</td>
</tr>
<tr>
<td></td>
<td>Marry Me</td>
<td>3 145</td>
</tr>
<tr>
<td></td>
<td>Changing spot</td>
<td>7 145</td>
</tr>
<tr>
<td>Region 2</td>
<td>Phomolong Suurman</td>
<td>3 312</td>
</tr>
<tr>
<td></td>
<td>Soutpan Village</td>
<td>7 430</td>
</tr>
<tr>
<td>Region 3</td>
<td>Malusi/Gomora</td>
<td>6 637</td>
</tr>
<tr>
<td></td>
<td>Jeffville</td>
<td>2 791</td>
</tr>
<tr>
<td></td>
<td>Brazzaville</td>
<td>6 121</td>
</tr>
<tr>
<td></td>
<td>Phomonlong</td>
<td>6 940</td>
</tr>
<tr>
<td></td>
<td>Salvakop</td>
<td>1 402</td>
</tr>
<tr>
<td></td>
<td>Melgiesedek building</td>
<td></td>
</tr>
<tr>
<td>Region</td>
<td>Informal Settlement</td>
<td>Number of Units</td>
</tr>
<tr>
<td>----------</td>
<td>--------------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>Region 4</td>
<td>Mooiplaats</td>
<td>13 451</td>
</tr>
<tr>
<td></td>
<td>Itireleng</td>
<td>10 757</td>
</tr>
<tr>
<td>Region 5</td>
<td>Phumzile park</td>
<td>665</td>
</tr>
<tr>
<td></td>
<td>Pienaarspoort</td>
<td>10 932</td>
</tr>
<tr>
<td>Region 6</td>
<td>Phomolong</td>
<td>7 855</td>
</tr>
<tr>
<td></td>
<td>Alaska</td>
<td>8 101</td>
</tr>
<tr>
<td></td>
<td>Mamelodi x 11</td>
<td>1 266</td>
</tr>
<tr>
<td></td>
<td>Mamelodi x 18</td>
<td>1 506</td>
</tr>
<tr>
<td></td>
<td>Plastic View</td>
<td>1 100</td>
</tr>
<tr>
<td>Region 7</td>
<td>Ekangala marikana</td>
<td>6 255</td>
</tr>
<tr>
<td></td>
<td>Zithobeni infill</td>
<td>3 201</td>
</tr>
</tbody>
</table>
### Identified parcels of land for decongestion and decanting

<table>
<thead>
<tr>
<th>PROPERTY</th>
<th>OWNERSHIP</th>
<th>POSSIBLE &amp; IDENTIFIED BENEFICIARY INFORMAL SETTLEMENT</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Remainder of Portion 153 Elandsfontein 352-JR</td>
<td>Public Works</td>
<td>Region 3 &amp; 4 informal settlements</td>
<td>As per communication from the National Department of Human Settlements, Water and Sanitation, this information has been submitted to the Housing Development Agency (HDA) to commence with negotiations with the respective land owners for availability. HDA has also been tasked with procuring Temporary Residential Units (TRUs) to be on stand-by for possible isolation, quarantine and de-canting.</td>
</tr>
<tr>
<td>Portion 21, 39 and 227 of the Farm Zandfontein-</td>
<td>Gauteng Province</td>
<td>Region 3 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Portion 47 Franspoort</td>
<td>Transnet</td>
<td>Region 6 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Remainder of Portion 164 of the farm Klipfontein 268 JR</td>
<td>CoT</td>
<td>Region 1 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Part of the Remainder of the Farm Rietgat 611 JR</td>
<td>CoT</td>
<td>Region 1 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Remainder portion 6 Stinkwater 97 JR (Stinkwater EXT 10</td>
<td>North West government</td>
<td>Region 2 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Donkerhoek/Pienaarspoort properties approximately 450 hectares in extent</td>
<td>Privately owned by Valuemax</td>
<td>Region 5 &amp; 6 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Donkerhoek, Pienaarspoort and Mooiplaats properties</td>
<td>Individual private owners</td>
<td>Mamelodi flood victims and other Region 6 informal settlements</td>
<td></td>
</tr>
</tbody>
</table>
## Hostels

<table>
<thead>
<tr>
<th>REGION</th>
<th>HOSTEL</th>
<th>NO OF UNITS</th>
<th>NO OF PEOPLE</th>
<th>DECANTING AREA</th>
<th>SELF QUARANTINE</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Soshanguve</td>
<td>351</td>
<td>800</td>
<td>No decanting necessary</td>
<td>Space available to SQ</td>
</tr>
<tr>
<td>3</td>
<td>Belle Ombre</td>
<td>12</td>
<td>96</td>
<td>No decanting necessary</td>
<td>Space required for those who might be infected.</td>
</tr>
<tr>
<td></td>
<td>Saulsville</td>
<td></td>
<td>7000</td>
<td>Some space available</td>
<td>TRUs will be required to SQ</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Require additional space (Belle Ombre space available can be used for TRUs)</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Mamelodi Old hostel and TRUs</td>
<td>Hostel Beds</td>
<td>13000</td>
<td>Decanting for 6 100; Space available for TRUs</td>
<td>TRUs can be used to SQ</td>
</tr>
</tbody>
</table>

30
## The Homeless

<table>
<thead>
<tr>
<th>Region</th>
<th>Estimate Number of homeless people</th>
<th>Alternative accommodation</th>
<th>Contact person: Social Workers</th>
<th>Hotspots</th>
<th>Quarantine sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1000</td>
<td>Falala Community hall Block X Sports center</td>
<td>Tiffon Mtlala 072 391 5524</td>
<td>Soshanguve train station</td>
<td>Giant Stadium: 10 x 10 x 10 meter tents + 10 portable toilets and 5 x mobile showers. JoJo tank for water</td>
</tr>
<tr>
<td>2</td>
<td>1200</td>
<td>Temba community hall Hammanskraal</td>
<td>Judy Apies 084 033 8108</td>
<td>Hammanskraal train station Montana</td>
<td>Temba Stadium: 10 x 10 x 10 meter tents+ 10 portable toilets and 5 x mobile showers. JoJo tank for water</td>
</tr>
</tbody>
</table>
| 3      | 6200                               | • Eskia Mphahlele library Hall  
• Number 2 Struben  
• Homeless Upliftment Project (Francis Baard street, Arcadia).  
• Home of Homes Saulsville arena  
• NG Kerk Arcadia  
• Pretoria Show grounds 10 x 10 x 10 tents. 10 x portable toilets.  
• Nkululeko  
• Salvokop  
• Tshwabac (Tents erected)  
• Caledonian stadium: 05 x 10 x 10 tents. 10 x portable toilets.  
• Burgers Park: 05 x 10 x 10 tents. 10 x portable toilets. | Tinyiko Maluleke 063 482 0824 | • Number 2 -Struben street shelter  
• Princess Park  
• Church square  
• Francis Baard (Water and Sanitation department  
• New Hope shelter  
• Union Building  
• Vos street  
• Methodist church  
• 117 Joubert street, sunnyside  
• Menlyn mall | | Fountains Resort: 10 x 10 x 10 meter tents+ 10 portable toilets and 5 x mobile showers.  
Groenkloof Resort: 5 x 10x 10 meter tents+ 10 portable toilets and 5 x mobile showers. JoJo tank for water |
<table>
<thead>
<tr>
<th>Region</th>
<th>Estimate Number of homeless people</th>
<th>Alternative accommodation</th>
<th>Contact person: Social Workers</th>
<th>Hotspots</th>
<th>Quarantine sites</th>
</tr>
</thead>
</table>
| 4      | 1500                              | Lyttleton Community Hall Oliven library hall | Theresa Mashabawe 082 381 6164 | • Mushroom farm Opposite Supersport park  
• Former Centurion Lake  
• Marikana  
• Tshwane electricity substation  
Centurion taxi rank | **Olievenhoutbosch Sport Stadium:** 05 x 10 x 10 meter tents + 10 portable toilets and 5 x mobile showers. JoJo tank for water  
**Lyttleton Sport Park:** 05 x 10 x 10 meter tents + 10 portable toilets and 5 x mobile showers.  
Lyttleton Sport Park: 05 x 10 x 10 meter tents + 10 portable toilets and 5 x mobile showers. JoJo tank for water |
| 5      | 600                               | Refilwe Community Hall | Nonyamela Mgweshe 0733517920 | | **Refilwe Soccer Field:** 05 x 10 x 10 meter tents + 10 portable toilets and 5 x mobile showers. JoJo tank for water |
| 6      | 1000                              | Stanza Bopape | Florence Marengwa 083 585 3166 | • Denneboom shopping mall  
• Mall next to the Plastic view mall | **Eersterust Stadium:** 05 x 10 x 10 meter tents + 10 portable toilets and 5 x mobile showers.  
**Mamelodi Moretele Park:** 05 x 10 x 10 meter tents + 10 portable toilets and 5 x mobile showers. JoJo tank for water |
| 7      | 500                               | Bronkhorstspruit sport center | Zandile Mtshweni 060 529 3137 | | **Die Draai Resort:** (05 x 10 x 10 meter tents. JoJo tank for water |
APPENDIX A: THE EVACUATION & SHELTER COORDINATION CLUSTER (ESCC)

Roles and responsibilities

Individual agencies have different internal command and control mechanisms. The purpose of the ESCC is not to bypass or replicate these structures, but to provide a single point of multi-agency coordination at an appropriate tactical level. Representatives on this group should be able to liaise effectively with their home organizations to provide the information required by the group and, as part of the group, take tactical decisions based on that information.

The ESCC will provide central, multi-agency coordination to an evacuation and to meeting shelter requirements. Specifically, but not exclusively, the group will be responsible for:

- Coordinating the overall evacuation of persons, as safely as is reasonably practicable, from places of danger to places of safety;
- Coordinating those evacuees who are able to self-evacuate by providing relevant information;
- Identify the approximate population requiring assistance with evacuation;
- Identify suitable locations for sheltering people;
- Identify suitable transport methods (through liaison with transport operating companies), taking into consideration any impacts on transport from the trigger incident;
- Identify a traffic management strategy;
- Co-ordinate multi-evacuations should this be necessary in an incident that requires evacuation from more than one location;
- Provide operational direction to agencies on how to manage those needing to be evacuated and/or sheltered from their areas;
- Provide information to the Unified Command Structures to inform the strategic public information messages to be disseminated by communications teams; and
- Provide advice to the cluster responsible for recovery activities.
Role players
The ideal membership of the ESCC is likely to include:

Primary Responsibility
Police: Metro Police, South African Police Services, South African Defense Force

Secondary Responsibility
Housing & Human Settlements, Community & Social Development, Department ESD, Department of Health.

Supporting Agencies
- Group Property
- Roads & Transport
- Economic Development and Spatial Planning
- Utility Services
- Customer Relations Management
- Shared Services
- Group Legal and Secretariat Services
- City Strategy and Organizational Performance
- Group Finance
- SA Weather Services
- Prison Services
- NGO Forum
- Business Community
- Gauteng Provincial Government (PDMC)
APPENDIX C: ROLES AND RESPONSIBILITIES

This Appendix gives an overview of the key functions and responsibilities of the organisations who will be involved in the management of the mass evacuation process.

<table>
<thead>
<tr>
<th>Role players</th>
<th>Key functions and responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Generic roles of all City Departments</td>
<td>Undertake the roles and responsibilities as defined in the Mass Evacuation Plan. Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated. Provide representation at the ESCC and to provide co-ordination of the city-related aspects of the evacuation. Undertake the roles and responsibilities as defined within the City’s Disaster Management Plan. Responsible for the safety and preparedness of schools, children’s homes and public highways that are not motorways or major trunk roads. Coordinate and support NGO resources with a view to appropriately supporting the management of large numbers of evacuees. Work with transport operators to coordinate transport infrastructure for evacuees between the Evacuee Disembarking Points and Evacuation Shelters.</td>
</tr>
<tr>
<td>Police (Metro, SAPS, SANDF)</td>
<td>Provide a Senior police officer to chair the Evacuation &amp; Shelter Coordination Group. Provide a location and resources for the ESCC to operate effectively. Undertake the roles and responsibilities as defined within the City’s Disaster Management Plan and provide policing support as per the incident strategic aim and objectives. Provide appropriate assistance with a view to achieving a safe and expeditious mass evacuation process through the implementation of road and rail network strategies. Assist with the Crime Prevention Strategy. Assist with Community Cohesion.</td>
</tr>
<tr>
<td>Role players</td>
<td>Key functions and responsibilities</td>
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</tr>
<tr>
<td>Fire &amp; Rescue Operations</td>
<td>Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated. Provide representation at the ESCC (if necessary). Undertake the roles and responsibilities as defined within the City’s Disaster Management Plan. Provide and coordinate search &amp; rescue activity. Provide safety for responders working within the inner cordon.</td>
</tr>
<tr>
<td>Emergency Medical Operations</td>
<td>Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated. Provide representation at the ESCC (if necessary). Undertake the roles and responsibilities as defined within the City’s Disaster Management Plan. Coordinate resources deployed by voluntary and the private health sector (ambulance). Deal with casualties. Providing medical assistance/ transportation for the vulnerable with NHS and local authorities.</td>
</tr>
<tr>
<td>Department of Health</td>
<td>To ensure providers of public health care undertake detailed Contingency Planning to manage mass evacuation of vulnerable people receiving government funded care. Ensure that providers of public health funded care work with City Departments to identify and support the vulnerable. Ensure that providers of public health funded care plan for the evacuation of inpatient facilities. Coordinates and liaises with other areas of the public health care service. Ensure appropriate provision of representation at the ESCC (if necessary).</td>
</tr>
<tr>
<td>Role players</td>
<td>Key functions and responsibilities</td>
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<tr>
<td>--------------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Department Social Development</td>
<td>Daily orientation of staff on hygiene protocol&lt;br&gt;Reduce number of visitors allowed in the museum and art centres&lt;br&gt;Temporary closure of all libraries and community facilities&lt;br&gt;Provide prescriptions to families on sanitary equipment during funerals&lt;br&gt;Provision of sanitation and cleaning material to all community centres that are occupied&lt;br&gt;Provision humanitarian relief and sanitation equipment at all community centres/mass quarantine sites&lt;br&gt;Submit needs list in terms of food and sanitation for community centres/facilities that will be used for mass quarantine / isolation sites</td>
</tr>
<tr>
<td>Department Roads &amp; Transport</td>
<td>Draw up and exercising transport evacuation plans, in liaison with other transport operators to ensure resilient mechanisms are in place to support mass evacuation processes.&lt;br&gt;Support designating, establishing and overseeing identified contingency routes available for emergency access and evacuation as necessary.&lt;br&gt;Responsible for the identification, establishment and management of the Evacuation Loading Points (ELPs)&lt;br&gt;Provide a communications capability and media, including call Centre, web site, local staff and PA announcements on buses.&lt;br&gt;Provide support and resources in respect of Traffic Management systems.&lt;br&gt;Undertakes business continuity planning to ensure restoration and adoption of road network and re-establishment of transport access in and across the City of Tshwane.&lt;br&gt;Provide a point of liaison with SANRAL.</td>
</tr>
<tr>
<td>Task</td>
<td>Details</td>
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<tr>
<td>----------------------------------------------------------------------</td>
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</tr>
<tr>
<td>Provide a means of coordination with other transport agencies ensuring that the transport mechanisms in place complement each other.</td>
<td></td>
</tr>
<tr>
<td>Arrange and manage additional transport support from:</td>
<td></td>
</tr>
<tr>
<td>- Gautrain/Bombela</td>
<td></td>
</tr>
<tr>
<td>- Independent transport operators</td>
<td></td>
</tr>
<tr>
<td>- Taxi and private hire.</td>
<td></td>
</tr>
<tr>
<td>Give relevant advice to the Unified Command on safety issues, capacity and service options and the implications of proposed strategic decisions.</td>
<td></td>
</tr>
<tr>
<td>Provide services to support the overall strategy, including:</td>
<td></td>
</tr>
<tr>
<td>- Re-structuring network services to effect mass evacuation if required.</td>
<td></td>
</tr>
<tr>
<td>- Assistance in moving emergency supplies.</td>
<td></td>
</tr>
<tr>
<td>Role players</td>
<td>Key functions and responsibilities</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Housing and Human Settlements</td>
<td>Implement prevention and control of infections protocol (ensure availability of sanitizers, effective cleaning of working environment, healthy and safe access control) Conduct training and awareness campaigns Implement the Department of Human Settlements and Water and Sanitation Response Plan Covid-19 Re-purpose current condition grant to ensure that the relevant urgent and necessary measures are taken, to fund the required measures and outputs. Provide a priority list of identified informal settlements, hostels, backyards are categorized, based on overcrowding to ensure sufficient water and hygiene facilities are available. Put in place measures to ensure that all prioritized informal settlements, hostels or instances of overcrowding in backyards are where required de-densified. Identification and development of alternative land for construction of temporary relocation facilities. Coordinate the establishment of relevant panels for the procurement of temporary housing kits and construction and in conjunction with the Department of Water and Sanitation matters related to water storage, water tanks and provision of water points. Business Continuity plan revised. Identify essential employees to be on duty should the situation necessitates Identify essential staff to be on standby should the situation necessitates Identify quarantine sites in the event where mass quarantine / isolation will be required</td>
</tr>
<tr>
<td>Role players</td>
<td>Key functions and responsibilities</td>
</tr>
<tr>
<td>-----------------------------------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
</tbody>
</table>
| Group Property                          | To assist with facility requirements for temporary emergency office accommodation, quarantine sites, emergency accommodation facilities  
Identification of municipal isolation and quarantined facilities on an upward scalability scenario.  
Provide hand sanitizers, soap and cleaning material at all City of Tshwane facilities  
Awareness campaigns to be conducted at all facilities  
Access control systems changed to dual access system (biometrics and card)  
Training of all cleaners on the Bleach and the cleaning protocol to be followed  
Business Continuity plan revised  
Identify essential employees to be on duty should the situation necessitates  
Identify essential staff to be on standby should the situation necessitates |
| Economic Development And Spatial Planning| Public access to offices be limited to identified reception areas to avoid unnecessary personal contact between the public and staff.  
All offices to be cleaned daily.  
Where possible communicate with Professional Bodies that engage with specific sections on a regular basis to encourage e-mail and telephonic engagement.  
Increase prevention and control of infection in all areas including the market  
Landlords-Leased buildings to be deep clean weekly and central air-conditioning units flushed with cleaning gas over weekends  
Increase awareness with informal street traders and businesses sectors in the City  
Business Continuity plan revised  
Identify essential employees to be on duty should the situation necessitates |
<table>
<thead>
<tr>
<th>Role players</th>
<th>Key functions and responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>SANRAL</td>
<td>Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated. Provide advice on road closures and traffic management. Liaise with Tshwane Metro Police, SAPS and other police forces regarding traffic management. Close roads at the request of the police. Deal with abandoned/ damaged cars and providing roadblocks.</td>
</tr>
<tr>
<td>Department of Correctional Services</td>
<td>Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated. Undertake detailed contingency planning with a view to identifying mechanisms for managing the evacuation of prisons and prisoners. Move prisoners to secure areas and outside the prison perimeters where there is national direction to do so.</td>
</tr>
<tr>
<td>Department Environment And Agriculture Management</td>
<td>Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated. Prevent and minimize environmental impacts. Issue flood warnings and mobilize flood defense assets where possible. Provide advice on waste disposal.</td>
</tr>
<tr>
<td>Wonderboom Airport</td>
<td>Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated. Address issues affecting Wonderboom Airport. Provide a point of liaison for coordination across other airports in the Province, or Country if required.</td>
</tr>
<tr>
<td>Role players</td>
<td>Key functions and responsibilities</td>
</tr>
<tr>
<td>---------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Gautrain Rapid Rail Link</td>
<td>Provide representation in the Disaster Operations Centre (DOC), the ESCC or any other Coordination Structure as designated.</td>
</tr>
<tr>
<td></td>
<td>Give relevant advice to Unified Command Incident Commander and the ECG on Bombela transport issues, capacity and service options and the implications of proposed strategic decisions.</td>
</tr>
<tr>
<td></td>
<td>Coordinate any Gautrain Rapid Rail Link responses which may be required.</td>
</tr>
<tr>
<td></td>
<td>Work with the train operators in managing the provision of rail services in support of the mass evacuation strategy.</td>
</tr>
<tr>
<td></td>
<td>Ensure coordination of transport response with other agencies.</td>
</tr>
</tbody>
</table>
APPENDIX C: MASS EVACUATION COMMUNICATION STRATEGY

1. Introduction

1.1 This communication strategy was formulated to support version 1 of the CoT Mass Evacuation Plan, and updated for the current version. It aims to support the implementation of the Plan through consideration of key public messages which may be used in the event of an incident requiring mass evacuation.

1.2 The scale of an incident resulting in mass evacuation is such that the COVID-19 Strategic Committee (SC) would manage the strategic communication response in support of the emergency operation. The SC would feed back into the Unified Command Structure in the DOC.

1.3 It is recognized that individual organizations may already have their own internal and external communication plans for engaging with stakeholders, the media and staff. In using this strategy, organizations should ensure they do not comment on other agencies’ areas of responsibility.

Aim

1.4 Through effective internal and external communication to support the implementation of the CoT Mass Evacuation Plan.

Objectives

1.5 The objectives of the communications strategy are:

- To educate, inform and reassure the public about the work of the City and its partners in preparing for a mass evacuation and to ensure that the public understand the potential impact and what it might mean for them in terms of actions.
- To ensure that relevant agencies/organizations are aware of and are encouraged to plan for the effects of mass evacuation in their business resilience.
- To share good practice with stakeholders and opinion formers and to ensure that emergency responders are aware and informed about the plans and their responsibilities.
- To work with the media and stakeholders to identify future risks and communication challenges.
• To co-ordinate and manage the strategic communication response to a mass evacuation in the capital.
• To manage the communication response during the recovery phase.

Evaluation, testing and review
1.6 In formulating this communication strategy we have liaised with our partners and stakeholders, including the media. The strategy will be reviewed in line with the CoT Mass Evacuation Plan and CoT Disaster Management Plan and Framework.

2. Principles of communication
2.1 In support of our aim and objectives, key messages will be built around three principles; to educate, to inform and to reassure.
2.2 Principles should be that pre-education of the public is not practical due to costs involved of marketing and evidence that the public do not retain the messages and fail to instil a sense of personal responsibility.
2.3 Therefore communication activity will be in the form of three stages:
   • Pre-education of relevant agencies/organizations pre-event
   • Public communication during an event
   • Post-event communication on recovery for both public and partners.
2.4 The guiding principle should be that messages are based on a hierarchy from broad contextual messages, general then detailed specific messages. These could be:

   First tier: ‘Emergencies are part of life in the City of Tshwane’
   • Emergencies happen, understand the risk – CoT is prepared but are you?
   • What to expect when the unexpected occurs – To challenge responders and others to think about likely response in event of emergency.

   Second tier: ‘Be prepared’
   • What you need know – Factual messages on information people need to know ahead of emergency. To know the risks, have a plan and prepare an emergency grab bag.
   • Are you and your family prepared? – ask the question to raise the issue. Provide pointers to receive advice and guidance.

   Third tier: ‘Be ready to act’
   • What you need to do, now! - Detailed messages on what you need to do, where to go.
3. **Communication tools**

3.1 A variety of communication tools may be used by the City and its partners to ensure messages are appropriate and targeted to different target audiences. The timing, nature and urgency of the messages may influence what tools are used.

**Spokespersons**

3.2 The relevant City Departments will put up spokespersons convene joint press briefings to talk about the preparation, response and recovery from an incident involving mass evacuation. Spokespersons who may be considered include:

- City Manager of the CoT
- ESD Spokesperson
- TMPD Spokesperson
- SAPS Spokesperson
- Representative from affected neighboring municipalities
- Representative from the business community

3. **Communications to raise awareness**

**Key Messages**

3.1. The key messages are:

- Risk is inherently unpredictable. We would only ask the public to evacuate in cases where there is a credible risk to loss of life.

- The CoT and its partners have been working for some time to develop plans to handle mass evacuation. However, there are things you can do to prepare yourself in the event of an emergency:
  - Think about an emergency contact list
  - Prepare a grab bag and keep it in the office or at home which includes warm clothes, water, first-aid kit and wet wipes.

- City of Tshwane businesses, public buildings have mass evacuation plans in the event of incident. It is your duty to prepare those in your care or employment to evacuate in an emergency. For guidance on what to expect think about:
  - Have you plans in place to receive messages/instruction and act on them?
Are plans in place so all those in your care can see/ hear all emergency messages?
Will your plans work in all types of emergency?

3.2. These key messages are not exhaustive and will be reviewed and updated as national/regional policy develops or based on the specific nature of an incident.

Facilities
3.3. Where possible we should look for media opportunities to highlight our planning and preparatory work e.g. exercises. This would also help us to put some context around specific issues.

4. Incident communications
4.1. In the event of a mass evacuation, communication channels for those affected may not be the most convenient i.e. online or TV.
4.2. The CoT should look to build on the raising awareness messages by informing its citizens about specific events and issues that could or will impact on the City of Tshwane. Some of the issues we could highlight are shown below.

Key Messages
4.3. The key messages are:

- Those who can self-evacuate, should. The authorities need to focus their efforts and resources on assisting those who are vulnerable
- Always carry with you:
  - your medication
  - emergency contact numbers
  - important documents such as a driving license or passport
  - some basic essentials in your grab bag.
- You should arrange for your pets, as it may not be possible to take them on public transport or to emergency shelters.
- You should not attempt to return to the area until it is safe to do so.
- The area affected is [insert location]
• Rendezvous points are [insert pre-arranged destinations for those evacuating].

4.4. These key messages are not exhaustive and will be reviewed and updated as the situation develops at a National, Provincial and City level.

Facilities
4.5. There is no doubt that there will be a demand for pictures and information relating to the mass evacuation. There may be some merit in organizing facilities where partners can jointly brief the media on key response activities and public safety messages.

5. Recovery Communications
5.1. Recovery messages and timeline are important to support evacuees in their recovery process, particularly information around when and how they return to their homes.

Key Messages
5.2. The key messages are:
• Thank the public for their co-operation and support. We are doing all we can to return everyone affected to a degree of normality.
• The local authorities are doing all they can to prepare the area for return of local inhabitants and businesses. However, they will not be able to return until it is safe to do so.
• Those that cannot return due to damage to their property or business premises will be assisted.
• Some public services may still be affected, but we will try and keep disruption to a minimum.

5.3. These key messages are not exhaustive and will be reviewed and updated on an ongoing basis depending on developments.

Facilities
5.4. We should seek to identify suitable media facilities that demonstrate City of Tshwane running as normal and business as usual activity.
CITY OF TSHWANE

CITY OF TSHWANE
MASS EVACUATION
PLAN 2020
**Document Information**

| **Introduction** | In the event of an incident requiring the evacuation of those who live, work or are visiting the City of Tshwane, the Disaster Operating Centre (DOC) will be required to provide a coordinated, multi-agency response. This Plan is intended to provide guidance to responders at all levels on the way in which the evacuation of large numbers of people can be achieved. |
| **Document Type** | Plan for Mass Evacuations within the City of Tshwane |
| **Applicability** | The purpose of this Plan is to offer guidance to responders managing a mass evacuation of displaced persons and, where appropriate, other living creatures. |
| **First Steps** | In the event of an incident requiring provision of mass evacuation:  
  - Where possible, estimate the numbers displaced and the status of the transport network, and make a decision on the most appropriate location for Evacuee Loading Points / Evacuee Disembarking Points bearing in mind the proposed locations for interim sheltering.  
  - Establish an Evacuation and Shelter Coordination Cluster (ESCC) or appropriate equivalent to support the work of the Tactical Committee or Strategic Committee if those committees are not sitting.  
  - To consider the appropriate level of activation and scale upwards/down as the circumstances dictate.  
  - Coordinate the evacuation of persons from the affected area taking in to account those who may have already self-evacuated and dispersed. |
- Work with all agencies that may be required to support the sheltering process appropriate to their organisational role and responsibilities.

<table>
<thead>
<tr>
<th>How to use this Plan quickly</th>
<th>This Plan is divided into five sections:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- An overview of the Plan, including information about the aim, objectives and audience, please see Section 1.</td>
</tr>
<tr>
<td></td>
<td>- The principles, scale and planning assumptions for a mass evacuation, please see Section 2.</td>
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<tr>
<td></td>
<td>- The activation schedule which covers how the Plan might be activated, coordination of evacuation and shelter and communication, please see Section 3.</td>
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<td></td>
<td>- The evacuation process in detail is described in Section 4.</td>
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<td></td>
<td>- Recovery is described in Section 5.</td>
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</tbody>
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<table>
<thead>
<tr>
<th>Annexures to this plan</th>
<th>A: High risk areas (<em>identified parcels of land for decongestion and decanting, hostels, homeless</em>)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>B: Mass Evacuation &amp; Shelter Coordinating Cluster (ESCC)</td>
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<td></td>
<td>C: Departments - Roles and Responsibilities</td>
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<tr>
<td></td>
<td>D: Communication strategy</td>
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<tbody>
<tr>
<td></td>
<td>25. Disaster Management Act 57 of 2002</td>
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<td></td>
<td>27. Fire Brigade Services Act 99 of 1987</td>
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<tr>
<td></td>
<td>30. The National Health Act, Act No 61 of 2003</td>
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<td>1. EPI disease surveillance guideline 3rd ed. 2015</td>
</tr>
<tr>
<td></td>
<td>3. Disposal of the diseased guidelines.</td>
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</table>
31. CoT Disaster Management Plan  
32. Standard Operating Procedures  
33. Guidelines and regulations |
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<tr>
<td><strong>Principles</strong></td>
<td>An incident requiring a mass evacuation is likely to be disruptive and challenging, with long-term impacts and a need for central coordination. This Plan is based on the planning assumption that a significant number of persons will self-evacuate and disperse and the majority of those displaced will make their own arrangements for shelter, whilst recognising that this may vary considerably based on the nature of the initiating incident and the areas affected.</td>
</tr>
</tbody>
</table>
8. Introduction and rationale

The purpose of this Plan is to offer guidance to responders managing a mass evacuation of displaced persons and, where appropriate, other living creatures. In this context, the term “evacuation” may take a range of forms dependent on the circumstances and will include self-evacuation and dispersal with or without the need of support.

The underlying principle is that for persons not needing assistance existing public transport will be used. The bus services, rail networks, Gautrain rapid rail, will be utilized. Displaced persons will be directed to Evacuee Loading Points (i.e. existing transport infrastructure facilities near the evacuation area) and Evacuee Disembarking Points.

In addition to providing guidance, it is intended to support decision-making and expectation management across all multi-agency partners and stakeholders. The content facilitates a flexible, scalable and coordinated approach to managing an evacuation.

This document is not intended to be prescriptive, as every incident is different; rather, its aim is to capture the core principles for the management of a mass evacuation enabling key organizations to respond consistently and with a clear understanding of their roles and responsibilities.

This plan provides consolidated guidance to City Departments and other agencies within the City of Tshwane with a general concept of potential emergency assignments in the event of mass evacuation. Due to the complexity of the virus this plan should be seen as a living document that will be updated continuously as more information and data are made available.

This plan is in line with Standard Operation Procedures for preparedness, detection and response to a coronavirus (COVID-19) outbreak in South Africa as well as the Interim guidance from World Health Organisation.

The custodian of this plan vests with the Chief of Emergency Services (CoE) where in the absence of the Chief of Emergency Services during the period in which this plan remains
in force; the delegation of executive authority and chain of succession in a major on-site emergency or disaster is as follows –

1. Divisional Chief: Fire & Rescue Operations (or person acting in the capacity)
2. Divisional Chief: Emergency Medical Operations (or person acting in the capacity)
3. Divisional Chief: Business Operations (or person acting in the capacity)

In recognition of the emergency and disaster management responsibilities of the City of Tshwane government and with the authority vested in me as the Chief of Emergency Services for the City of Tshwane under Fire Brigade Services Act (Act No. 99 of 1987) and the Disaster Management Act (Act No. 57 of 2002, I hereby affirm this City of Tshwane Mass Evacuation Plan for Coronavirus (COVID – 19).
# Record of Distribution

<table>
<thead>
<tr>
<th>#</th>
<th>Office/Department</th>
<th>Representative</th>
<th>Signature</th>
</tr>
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<tbody>
<tr>
<td>1</td>
<td>Office of the City Manager</td>
<td>Mr. Msizi Myeza</td>
<td><a href="mailto:ninetteb@tshwane.gov.za">ninetteb@tshwane.gov.za</a></td>
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<td>3</td>
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<td>4</td>
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<td>7</td>
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<td></td>
<td>Cell: 082 433 1332</td>
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Definitions and Abbreviations

City of Tshwane [CoT] – means the City of Tshwane Metropolitan Municipality.

City Manager – means the person appointed as the Municipal Manager of the City of Tshwane Metropolitan Municipality in terms of Section 82 of the Local Government: Municipal Structures Act.

Command Centre - means the City of Tshwane Disaster and Emergency Management Central Command Centre which is the physical location responsible for carrying out the principles of emergency preparedness, emergency management, or disaster management functions at a tactical and strategic level during an emergency or disaster in order to ensure continuity of operations, services, and/or municipal government governance.

Coordination - is the process of systematically analyzing a situation, developing relevant information, and informing appropriate personnel of viable alternatives for selection of the most effective combination of available resources to meet specific objectives. (See Operational Coordination)

Chief of Emergency – means the Chief of the City of Tshwane Emergency Services Department who as the appointed Chief Fire Officer under Section 5 (1) of the Fire Brigade Services Act and Head of Municipal Disaster Management Centre under Section 45 (1) of the Disaster Management Act is responsible for managing the development and coordination of disaster and emergency management plans, disaster and emergency response and coordination, and is the liaison with provincial and national disaster management and fire services authorities.

Disaster: means a progressive or sudden, widespread or localised, natural or human-caused occurrence which causes or threatens to cause-

(i) death, injury or disease;
(ii) damage to property, infrastructure or the environment; or
(iii) disruption of the life of a community; and
(b) is of a magnitude that exceeds the ability of those affected by the disaster to
cope with its effects using only their own resources

Disaster management - means a continuous and integrated multi-sectoral, multi-disciplinary process of planning and implementation of measures aimed at preventing or reducing the risk of disasters; mitigating the severity or consequences of disasters; emergency preparedness; a rapid and effective response to disasters; and post-disaster recovery and rehabilitation.

Disease outbreak: is the occurrence of disease cases in excess of normal expectancy. The number of cases varies according to the disease-causing agent, and the size and type of previous and existing exposure to the agent (WHO).

Emergency - means an incident or eventuality that poses or may pose a serious threat to any person, environment or property, and "emergency situation" has a corresponding meaning.

Emergency Communications Centre (ECC) – means the Emergency Services Call Taking & Dispatching Centre located at Emergency Services Station #1 – Bosman Street, Central Pretoria where the ECC is specifically configured for the primary purpose of providing emergency communications services or public safety answering point (PSAP) services for the City of Tshwane and/or other public safety authorities.

Emergency Incident - means any emergency situation to which the Emergency Services responds to deliver emergency services, including rescue, fire suppression, emergency medical care, special operations, code law enforcement, and other forms of hazard control and mitigation.

Emergency Services Department [ESD] – means the City of Tshwane Emergency Services Department.

Emergency Management – means the preparation for and the carrying out of functions (other than functions for which military forces are primarily responsible) to prevent, minimize, and repair injury and damage resulting from natural or man-made disasters. These functions include fire-fighting, police, medical and health, rescue, warning, engineering, communications, evacuation, resource management, plant protection, restoration of public utility services, and other functions related to preserving the public health, safety, and welfare.

Emergency Operations Center (EOC) – means the physical component of the
Command Centre which is referred to as the Emergency Operations Centre and which is the location at which the coordination of information and resources to support domestic incident management activities normally takes place. The term “Disaster Operations Centre” has the same corresponding meaning.

**Emergency Operations Plan (EOP)** – means a detailed plan document which provides for a preplanned and coordinated response in the event of an emergency or disaster situation.

**Emergency Public Information** – means information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

**Emergency Preparedness** – means a state of readiness which enables organs of state and other institutions involved in disaster management, the private sector, communities and individuals to mobilize, organize and provide relief measures to deal with an impending or current disaster or the effects of a disaster; and the knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to and recover from the impacts of likely, imminent or current hazard events or conditions.

**Emergency Support Function (ESF)** – means a function which tasks agencies to provide or to coordinate certain resources in response to emergencies or disasters.

**Evacuation** – means the movement of persons from a dangerous place due to the threat or occurrence of a disaster or emergency incident.

**Response:** to (1) contain or mitigate the effects of a disastrous event and to prevent any further loss of life and/or property, (2) restore order in its immediate aftermath, and (3) re-establish normality through reconstruction and rehabilitation shortly thereafter.

**Vulnerability:** the degree to which an individual, household or area may be affected by a hazard.
Basic Plan

SECTION 1: OVERVIEW

2. BACKGROUND AND PURPOSE

1.8 The CoT Mass Evacuation Plan is the strategic plan for the mass evacuation of people from part, or parts, of the City. It includes the process by which assessments will be made, decisions taken, and action coordinated to achieve the evacuation of large numbers of people from a place of danger in the City of Tshwane to places of safety.

1.9 The aim of any evacuation is to ensure the movement, as safely as is reasonably practicable, of people from places of danger to places of safety. Mass evacuation will always be a last resort and only undertaken when absolutely necessary.

1.10 The plan will assist all decision-making structures and those directing the mass evacuation process, to coordinate the activities of the responding organizations.

1.11 An incident which causes a mass evacuation may be a 'sudden impact' or a 'rising tide' type of incident.

1.12 A ‘sudden impact’ incident will require immediate evacuation of a population to protect life, which may have to be initiated before the full command and control structure is in place. In a ‘rising tide’ incident, agencies will have some warning of a potential incident, enabling command and control structures to be put in place to coordinate the response to the incident and any associated evacuation.

1.13 Although this plan primarily outlines arrangements for evacuation when there is time to set up a full command and control structure, it also includes provision for evacuation as a result of a sudden impact incident.

1.14 Please note that the term “Police” is used throughout and this may refer to the Tshwane Metropolitan Police Department (TMPD), the South African Police Services (SAPS) and the South African National Defense Force (SANDF).
9. **AIMS AND OBJECTIVES OF THE CoT MASS EVACUATION PLAN**

2.3. The aim of this Plan is to provide the responding Departments, and relevant responders in neighboring municipalities, with a strategic plan and operational guidelines to support an evacuation of an area or areas within the City of Tshwane.

2.4. The objectives of this Plan are:

- Support the ESCC to respond effectively to an event that requires the evacuation of parts of the City of Tshwane;
- Provide responding organizations with the necessary strategic guidelines to allow them to effectively implement their roles and responsibilities in support of an evacuation; and
- Provide the process by which appropriate information is supplied to all responding agencies, the public and businesses, at the start of and throughout the evacuation process.

10. **LEGAL CONTEXT**

3.5. The magnitude and severity of the COVID-19 outbreak has been declared a global pandemic by the World Health Organization (WHO) and classified as a national disaster by the Head of the National Disaster Management Centre.

3.6. Taking into account the need to augment the measures undertaken by organs of state to deal with the pandemic, Dr Nkosazana Dlamini Zuma, the Minister of Cooperative Governance and Traditional Affairs, as designated under Section 3 of the Disaster Management Act, 2002 (Act No. 57 of 2002) (“the Act”), in terms of Section 27(1) of the Act, declared a national state of disaster on 15 March 2020, having recognised that special circumstances exist to warrant the declaration of a national state of disaster.

3.7. In terms of Section 27(2) of the Act, the Minister issued several regulations concerning the matters listed therein to the extent that it is necessary for the purpose of (a) assisting and protecting the public; (b) providing relief to the public; (c) protecting property; (d) preventing or combatting disruption; or (e) dealing with the destructive and other effects of the disaster.
3.8 The State President, his Excellency, Cyril Ramaphosa announced a nationwide lockdown that came into effect at midnight Friday 27th March 2020 followed by Government introducing a number of amended or additional regulations to address issues pertaining to the lockdown.

11. **SCOPE**

This plan applies to all City Departments of the City of Tshwane and outlines the coordinated local response activities for COVID – 19 within the City of Tshwane.

12. **LINKAGE TO OTHER PLANS**

5.1 This Plan is intended to enhance and complement existing City of Tshwane contingency plans and procedures and to provide the overarching document from which partner City agencies may develop their own supporting plans.

5.2 The processes of evacuating and sheltering a population are inextricably linked and coordination between the two is vital to ensure an effective response.

5.3 In the event of an incident requiring large-scale or mass evacuation, other City-wide plans are likely to have been activated. Specifically, the City of Tshwane Mass Evacuation Plan is designed to link into the following protocols:

- City of Tshwane Disaster Management Plan
- City of Tshwane Disaster Management Framework
- Departmental Contingency Plans

5.4 The Plan provides a general overview of actions, roles and responsibilities and provides an overview of options available. All responding agencies will hold copies of specific plans relevant to themselves and which will be used when responding in conjunction with this Plan.

13. **SITUATION OVERVIEW**

**Threat analysis**

6.1 COVID-19 is in the same family as other human coronaviruses that have caused global outbreaks, such as severe acute respiratory syndrome (SARS) and Middle East respiratory syndrome (MERS).
6.2 Coronaviruses cause respiratory tract illnesses, which can lead to pneumonia and, in severe cases, death. Known transmission routes for coronaviruses include sustained human-to-human transmission via respiratory droplets produced when an infected person coughs or sneezes.

6.3 As with all novel and emerging infectious agents, it is possible that continued spread of the coronavirus could result in a pandemic. The complete clinical picture with regard to COVID-19 is not fully understood. Reported illnesses have ranged from mild symptoms to severe illness resulting in death.

**Characteristics of Potential Situations**

6.4 The City of Tshwane is divided into 7 Regions and covers an approximate area of 6297.83 km² and provides emergency services to a population of approximately 3 454 760 people which represents 25% of the Gauteng Provincial Population.

6.5 The following breakdown per region (Census 2017):

<table>
<thead>
<tr>
<th>Region</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region 1</td>
<td>910 000+</td>
</tr>
<tr>
<td>Region 2</td>
<td>380 000+</td>
</tr>
<tr>
<td>Region 3</td>
<td>620 000+</td>
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<tr>
<td>Region 4</td>
<td>470 000+</td>
</tr>
<tr>
<td>Region 5</td>
<td>110 000+</td>
</tr>
</tbody>
</table>
Region 6 - 720 000+
Region 7 - 130 000+

6.6 The City of Tshwane’s employees tally 30 000+ (inclusive of the general population totals) that are centralized and regionalized in the 7 regions of the City. The employees occupy 395 facilities in the City.

**Vulnerable areas**

6.7 The following areas have been identified as areas/occupancies of concern as it relates to the pandemic:

   iv. Informal settlements: Approximately 185 000 informal dwellings with characteristics of dense occupancies; limited hygiene facilities coupled with a limited access to water.

   v. Categories of Beneficiaries at risk as identified by Provincial EXCO:
      a. The Old Age Homes,
      b. Shelters,
      c. Child and Youth Care Centres (CYCC)
      d. and Rehabilitation centres. (More than 120 facilities for the aged, disabled and orphan children)

   vi. Additional areas of concern to be added once trends have been established in terms of infections and spread.

6.8 Planning cluster responsible for evacuations

The city is in the process of identifying community centres and other facilities that might be used for mass quarantine/isolation, should the need arise.
SECTION 2: PRINCIPLES, SCALE AND PLANNING

14. KEY PRINCIPLES

7.1 This Plan has been developed on the basis and understanding that the agencies involved in the planning and activation of a mass evacuation will have given careful consideration to the possible issues that may arise and that participating organizations will have undertaken their own specific risk assessments in respect of the processes and procedures they will implement in support of The City of Tshwane Mass Evacuation Plan.

7.2 The Plan assumes that once a mass evacuation starts relevant staff will work as directed by their managers.

8. PLANNING CLUSTER RESPONSIBLE FOR EVACUATIONS

8.1 The City’s Disaster Management plan makes provision for the establishment of an Evacuations Cluster for the coordination of mass evacuation activities.

8.2 This cluster has as its objective the provision of plans and procedures for the evacuation of key facilities, personnel and communities if required, during emergencies and disasters.

Primary Responsibility
Community & Social Development, Housing & Human Settlements, Metro Police, South African Police Services, South African National Defense Force,

Secondary Responsibility
Department ESD, Department of Health, Roads & Transport, Group Property

Supporting Agencies

- Economic Development and Spatial Planning
- Utility Services
- Customer Relations Management
- Shared Services
- Group Legal and Secretariat Services
- City Strategy and Organizational Performance
- Group Finance
- SA Weather Services
- Prison Services
- NGO Forum
- Business Community
- National Disaster Management Centre (NDMC)
- Gauteng Provincial Disaster Management Centre (PDMC)

**Scale**

- The City of Tshwane Mass Evacuation Plan aims to be scalable and used when local resources are exceeded i.e. when a level of intra/inter-City strategic coordination is required. The assumption is that a large proportion of people evacuating from an area would disperse.

- The evacuation of hospitals and prisons requires detailed technical planning by individual hospitals and prisons and therefore are not included in this Plan,

**Geography**

- Evacuees requiring shelter are accommodated within the City of Tshwane wherever possible and the use of shelter facilities in other municipal areas will only be considered as a last resort.

- The Plan will be flexible and will cover any part of the City of Tshwane. It will be capable of dealing with a single or multiple location event(s).

- It will provide contingency for the evacuation of people to safe areas either within or outside the City.

**Transport**

- The Plan assumes that a sufficient proportion of the transport network is still available to be used to assist evacuation.

- During the lockdown period public transport are suspended and services will have to be made operational for purposes of evacuation.
• Evacuation Loading Points (ELP) and Evacuee Disembarking Points (EDP) will be determined on the day by the DOC.

**Shelter**

Return and Recovery:
• The cluster responsible for recovery activities will address any return and recovery issues with relevant organizations.
• Reoccupation of the evacuation site will be site specific and dependent on the nature of the incident; therefore, it resides outside the scope of this plan and the cluster responsible for recovery will deal with the matter.

**Scales of evacuation**
• This Plan will focus on the response to an incident requiring intra-City coordination and resources, encompassing a range of scales.
• Scales of evacuation are defined for the purpose of this guidance as follows:

<table>
<thead>
<tr>
<th>Definition</th>
<th>Role player</th>
<th>Resources</th>
<th>Likely number of people affected</th>
<th>Examples of incidents triggering evacuation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small-scale / local evacuation</td>
<td>Incident Commander or Operational or Tactical Commander</td>
<td>Local, intra City.</td>
<td>Up to 1,000</td>
<td>Disease outbreaks, Major gas leak, site-specific evacuation</td>
</tr>
<tr>
<td>Medium-scale evacuation</td>
<td>Multi-agency Strategic or Tactical Commander</td>
<td>Local (possibly with regional / provincial support)</td>
<td>1,000 – 25,000</td>
<td>Unexploded ammunition/weaponry, disease outbreaks.</td>
</tr>
<tr>
<td>Large-scale evacuation</td>
<td>Evacuation Cluster Commander/ Police Commander</td>
<td>Local, with national and provincial and regional support</td>
<td>25,000 – 100,000</td>
<td>Major chemical release or terrorist event, disease outbreak.</td>
</tr>
<tr>
<td>Mass evacuation</td>
<td>Evacuation Cluster Commander/ Police Commander</td>
<td>Local, with national and provincial and regional support</td>
<td>More than 100,000</td>
<td>Significant floods, disease outbreaks.</td>
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SECTION 3: ACTION SCHEDULE AND CONCEPT OF OPERATIONS:

12. INTRODUCTION

9.1 The City’s Disaster Management Plan details the escalating strategic coordination arrangements for the City’s response to a disruptive incident including disasters declared in terms of the Disaster Management Act No. 57 of 2002.

9.2 The decision to activate The CoT Mass Evacuation Plan is taken by the Disaster Operations Centre (DOC) Commander.

9.3 The below two statements if answered in the positive are intended to support whether an evacuation is required or not:

3. Following a risk assessment, is the risk to life of remaining in their original place (in situ) assessed to be greater than the risk of evacuation; and

4. The incident requires a level of strategic coordination and response.

9.4 In the case of a sudden impact event, some local decision making at the scene may mean some form of evacuation and dispersal may have already started before the matter is referred to the Unified Command Incident Commander or the SAPS Commander.

9.5 For a sudden impact event, where a decision to evacuate takes place before the establishment of the DOC or the formation of a unified command, this decision will be taken by the SAPS Commander in consultation with other relevant agencies.

9.6 It is advisable that when the decision is made to activate an evacuation, a Recovery Coordinating Group is set up at the same time, if not already sitting as part of the response to a wider incident.

9.7 This group can begin, from the outset, to consider the return and recovery phase following the evacuation. The Recovery Coordinating Group should be linked into the Unified Command structure to engage with the strategic return and recovery.
13. **The Evacuation & Shelter Coordination Cluster (ESCC)**

10.1 Either the Tshwane Metropolitan Police Service, South African Police Services or SANDF is likely to take the lead in coordinating the evacuation element of an incident (where this is of a scale to require activation of this document).

10.2 Invoking the Plan will create significant challenges for the Unified Command structure.

10.3 To assist in the process an ESCC will be convened with multi-agency representation (either in person or virtually).

10.4 This group will directly manage the evacuation process and liaise with the relevant organizations to provide information and operational direction.

10.5 The timing of the setting up of the ESCC will be dependent on the nature of the evacuation, and whether it relates to a rising tide or sudden impact incident.

10.6 What is set out in this Plan is the ideal situation, but it should be recognized that for a sudden impact event not all the key personnel would be available at short notice.

**Location**

13.7 The location of the ESCC will be decided by the Unified Command (if one has been established) or by agreement with key partners.

13.8 The location should enable close liaison with the emergency services tactical group and provide the necessary facilities to ensure effective coordination of the evacuation.

**Role**

10.9 The ESCC will provide tactical, multi-agency coordination of the evacuation and shelter elements of incident response.

**Operating Procedures**

10.15 Individual agencies have different internal command and control mechanisms. The purpose of the ESCC is not to bypass or replicate these structures, but to provide a single point of multi-agency coordination at an appropriate tactical level.
10.16 Representatives on this group should be able to liaise effectively with their home organizations to provide the information required by the group and, as part of the group, take tactical decisions based on that information.

10.17 It is each individual agency’s responsibility to consider how this group should link into its command structure and make the necessary arrangements to ensure the ESCC is provided with the information it needs.

**Evacuation – Sudden Impact Incident**

10.18 Also referred to as “Immediate Impact” or “Big Bang” incidents, these may occur with little or no prior warning and with the impact felt immediately.

10.19 The decision to evacuate members of the public and subsequently to open shelters in response to a sudden impact incident may need to be taken prior to the formation of a Unified Command. In this instance, SAPS/Metro police on scene will take the decision.

**Evacuation - Rising Tide Incident**

10.15 A “Rising Tide” incident may have a lead-in time allowing a more coordinated response to be arranged. This will be governed by the level of pre-warning received and the response resources available.

10.16 The setting up of the ESCC and how it might operate has already been identified as a key aspect of the Plan to be addressed through training and exercising.

**Communicating with Neighboring Municipalities**

10.17 It is essential that there is communication with neighboring municipalities especially when a mass evacuation (including dispersal) will affect areas beyond the City of Tshwane, this will be considered by the DOC. Coordination for a mass evacuation will not be different from generic arrangements for any large-scale major incident.

10.18 It should be noted that there might be a requirement for neighboring areas to establish their own unified command structures.
Communicating with the Public

10.19 Communicating with the public is key to ensuring an effective evacuation. The Public Relations Officer (PIO) within the Unified Command structure is responsible for coordinating strategic communications during a major incident or emergency.

10.20 The PIO will coordinate communications to the public and other key audiences regarding the evacuation process.
SECTION 4: THE EVACUATION PROCESS

14. THE EVACUATION PROCESS
   Rising Tide incidents

11.1 Once the decision has been taken to evacuate communities and place them under quarantine, the City Departments will be required to implement their respective operational procedures in support of the evacuation.

11.2 The time that it will take Departments to respond will be dependent on the nature, type, location and time of the incident. In a Rising Tide event such as with COVID-19, Departments will have been able to coordinate their response in advance and undertake some communication with persons to be affected.

11.6 The evacuation process is broken down into five principal phases as follows:
   Phase 1: Initiate Evacuation
   Phase 2: Alert Population
   Phase 3: Move Population
   Phase 4: Shelter / Assistance
   Phase 5: Return / Recovery

Sudden Impact Incidents

11.7 In some sudden impact event Departments will have little or no opportunity to coordinate their responses or communicate in advance with persons affected.

11.8 It is highly likely that it will take even longer for agencies to respond to a sudden impact event and in comparison with a rising tide event they will in effect be playing catch-up from the very start.

11.6 Referring to the five phases above, for some sudden impact event Departments will already be at phase three before any coordination can be started.
4. Initiating Evacuation  
Rising Tide event  

11.7 All Departments will be alerted of the decision to evacuate via existing communication links.

11.8 The overarching principle is that evacuation will take place by the use of public and private transport. Public transport networks will be utilised.

11.9 The City of Tshwane, in conjunction with local responders, will identify one or more suitable evacuation assembly point(s) (ideally close to a transport evacuee loading point) and outside the affected area, to which evacuees requiring assistance can be directed.

11.10 A decision will be taken by the relevant Departments regarding level of shelter requirements.

11.11 Transport operators will identify which transport options are available and liaise with the Disaster Management Centre to inform their operational decision making.

Sudden Impact Event

11.12 There are no differences in initiating an evacuation between a sudden impact and rising tide event except that if the Disaster Management Centre has not been set up then this will be a decision for the Police Commander in charge. As mentioned before, those involved in the evacuation and shelter arrangements may have to take into account members of the public who have already self-evacuated or dispersed to locations of their choosing.

5. Alert Population  
Rising Tide event

11.13 Warning and informing procedures will be determined by the City’s Disaster Management Plan and will be implemented as soon as the decision to evacuate is made.

11.14 All responders are required to initiate their warning and informing systems and await instruction from the Disaster Management Centre on the messages to be distributed. Some of the current processes used by responders may not be fully suited to
supporting a mass evacuation so they will need to be reviewed and updated as required.

11.15 The primary focus of the evacuation is on managing those who need support and shelter rather than those who are able to self-evacuate. Self-evacuees should be encouraged to make their own way to safety and information about safe routes should be communicated quickly.

**Sudden Impact Event**

11.16 The main difference between a sudden impact and a Rising Tide event is that there will have been no opportunity to warn and inform the public before the decision to evacuate is made.

11.17 The primary focus of the evacuation will be on managing those who need support and shelter rather than those who have or are able to self-evacuate.

6. **Move Population**

11.18 Evacuees may fall in to one of the following categories:

- No support – making their own arrangements (in which case they are unlikely to come in to contact with responders)
- In need of support to make their own arrangements e.g. help with onward travel, making contact with friends/family, etc.
- A greater degree of support is required by providing transport to organized shelter.

**Evacuation of Affected Area – Rising Tide event**

11.19 The City Departments, the Police and relevant transport operators will work together to facilitate the movement of evacuees to identified quarantine shelters. Measures to meet the needs of vulnerable groups including the elderly, people with mobility, hearing or visual impairment must be readily available.

11.20 At the evacuation assembly point people should be encouraged to consider where they might be able to stay in a longer-term scenario and, where possible, directed accordingly until only those who will require shelters remain. This is likely to be an ongoing process as people arrive seeking assistance.
Evacuation of Affected Area – Sudden Impact Event

11.21 There will be differences in the approach to an evacuation between a sudden impact and a Rising Tide event. The Police and relevant transport operators will work together to:

- Gain some control (as necessary) over the self-evacuation and dispersal; and
- Facilitate the movement of vulnerable groups including people with mobility, hearing or visual impairment.

11.22 The challenge for responders will be their ability to commit to the evacuation and how they are each affected by the incident itself.

11.23 Due to the lack of prior notice, it might take responders much longer to be able to identity and resource the evacuation assembly points. The transport system may also be working to capacity dealing with self-evacuees in the first instance. Evacuees may also be presenting themselves for shelter before this has been coordinated.

12. TRANSPORT OPTIONS

Rising Tide event

12.1 The following paragraphs highlight the key mechanisms and modes of transport that will be used in a mass evacuation and briefly explain the individual departmental plans that might be invoked.

12.2 These plans are held and maintained by those responding agencies. Transport operators will endeavour to ensure that accessibility for people with mobility, hearing or visual impairments is addressed but what is possible will be very dependent on circumstances.

Rail

12.3 Rail operators will run the existing timetable services, to the extent that this is possible under the circumstances. The advantage of this approach are:

i. passengers will be familiar with existing routes and schedules and so are more likely to know where to go, including alternative options;

ii. rail industry staff are familiar with the existing timetable and there will be no need to redirect them to roles or locations with which they are not familiar; and
iii. this will generally allow those self-evacuating to return to their homes, hence significantly reducing the burden on local authorities for the provision of shelter.

12.4 In the event of the mass evacuation of communities are invoked, the normal services will be used to provide a safe and simple means of transporting the maximum possible number of evacuees away from the affected area in the shortest possible time.

12.5 It should be noted that with sufficient notice (i.e. 24 – 48 hrs) it would be possible for rail to enhance or amend the normal timetable to reflect the circumstances.

12.6 Crowd control at designated points will be managed by station staff and other transport operator staff. The SAPS will be required to assist where necessary.

**Gautrain**

12.7 In the event of mass evacuation being invoked, the normal services will be used to provide a safe and simple means of transporting the maximum possible number of evacuees away from the affected area in the shortest possible time, with suitable fallbacks identified.

**Buses**

12.8 Bus Evacuation Loading Points will be established by the relevant Department as part of the operational procedures after the hazard zone has been identified. Loading points will be existing locations where buses can turn around safely and with sufficient capacity to both accommodate queuing passengers and buses.

**Road Network**

12.9 The management of the road network will be undertaken by SANRAL supported by the SAPS, TMPD and other road providers. There are already in place pre-planned routes to support the role of the roles at an incident and keep strategic routes flowing.

**Air**

12.10 To enable evacuation managers to operate safely and effectively, an air exclusion zone may be introduced over the affected areas if appropriate. The Police have the authority to request this, and requests for temporary emergency flying restrictions should be made through the SAPS, who will review the necessity for such restrictions.
Sudden Impact Event

12.11 The main difference between a Rising Tide and a sudden impact event is that the identification of the pick-up and delivery points for evacuees will be taking place alongside tackling the incident itself and within the context of self-evacuation without prior communication having taken place with the public. This will be a significant challenge for responders.

Transport Operators

12.12 Transport operators will run the existing timetable services, to the extent that this is possible under the circumstances.

12.13 Depending on the location, time and day of the incident, services might not be able to cope with the level of evacuation and dispersal especially as this will have happened without the benefit of prior notification to operators and the public.

12.14 Depending on the availability of other transport options, in the event of no prior communication with the public services might initially become overwhelmed and it might take some time for a normal service to be resumed.

12.15 The aim will be to use transport services, but the key difference will be the lack of advance notification and planning.

12.16 Without prior notification there may not be sufficient station, bus and transport operator staff in place to manage the level of self-evacuees. It should not be presumed that transport staff will be able to provide significant and special assistance to vulnerable persons.

12.17 The SAPS and TMPD will be required to assist but they might not be readily available.

13. EVACUATING VULNERABLE PERSONS AND COMMUNITIES (THE OLD AGE HOMES, SHELTERS, CHILD AND YOUTH CARE CENTRES (CYCC), AND REHABILITATION CENTRES)

Rising Tide event

13.1 Being evacuated can be a disturbing experience for all involved. However, for a significant proportion of people the experience can be potentially very serious as it removes them from established support mechanisms or exposes particular vulnerabilities.
13.2 In the context of evacuation, vulnerable people are defined as those who require specific support with one or more elements of the evacuation process, and who do not have sufficient support mechanisms available to assist them.

13.3 This may include individuals and communities known to health and social care services, but there are likely to be people requiring assistance who are not known to these services.

13.4 There are three categories of individuals that may fall in a ‘vulnerable group’:
   o Those who are generally independent, albeit with a structured support environment, in their normal daily circumstances, i.e. a residential care home, hospital or similar environment.
   o Those who due to an event or situation, such as an illness, operation or accident are now dependent upon others to support & care for them to survive independently within the community at large.
   o Those who through their individual circumstances (such as age, disability or language barriers (such as foreign tourists) would require extra support and care to deal with the consequences of being involved in an emergency.

13.5 It is recognised that the identification of the “vulnerable groups” may take some time and depending on the urgency of the evacuation, alternative processes may have to be used to identify and evacuate vulnerable individuals that include a process for self-identification.

Sudden Impact Event

13.6 The key difference for a sudden impact event is the lack of prior notification therefore it is even more important that City Departments and other health and social services providers to communities hold local registers of people identified as vulnerable under their own criteria.

13.7 There will be no opportunity to compile this information in a structured way once the event has occurred and self-evacuation has already commenced.

13.8 It is therefore highly likely that the emergency services will be encountering vulnerable people in the affected area, who may require assistance evacuating or specialist shelter requirements, whilst they are tackling the event itself. In the first instance, there
may be insufficient resources to manage the incident and address the needs of vulnerable persons in the affected area.

14. EVACUATION OF CLOSED COMMUNITIES

Introduction

14.1 For the purposes of this contingency plan, closed communities are defined as self-contained facilities, which by virtue of their operational purpose may have specific, individual evacuation requirements. Closed communities in this context include hospitals, care homes, prisons and zoos.

14.2 For planning purposes, it is assumed that closed communities have the necessary plans in place should an evacuation become necessary. The emergency services might however find itself having to deal with the consequences of closed communities not being adequately prepared. Early liaison with these communities might help mitigate the risk of this happening.

Rising Tide event

14.3 City hospitals and Prisons have local plans for the evacuation of their sites. Complete evacuation would provide these agencies with exceptional challenges, and immediate mass evacuation is not possible. Planning for evacuation of care homes is likely to vary between facilities and may be dependent on mutual-aid support.

14.4 Evacuation of multiple closed communities will lead to considerable demand for resources and requiring coordination, and possibly prioritisation at a City level, and possibly national level. Early identification of closed communities in the affected area is vital to ensure maximum time for decisions to be taken around evacuation and shelter. The identification of closed communities needs to have taken place prior to an incident.

Sudden Impact Event

14.5 The identification of closed communities must have taken place prior to an incident.

14.6 The authorities in charge of these communities must have already engaged with the emergency services and other agencies about what support they can expect to receive in the early phases of a sudden impact event.
15. EVACUATION OF ANIMALS

Rising Tide Event
15.6 Facilities with large numbers of animals, particularly those with large and / or exotic species (e.g. zoos, City Farms) should have appropriate evacuation arrangement in place to safeguard their animals.

15.7 Members of the public should be advised to make their own arrangements for evacuations and looking after their pets.

15.8 Transport operators have established procedures for the transportation of pets and members of the public should be made aware about what can and cannot be transported.

15.9 Voluntary agencies (SPCA) may be able to assist in animal evacuation and should be involved in the ESCC. However, these resources are likely to be extremely limited and will need to be prioritized.

Sudden Impact Event
15.10 Transport operators may suspend their normal operating procedures to either facilitate the movement of pets or additional restrictions might be in place to maximize the evacuation of the public.

15.11 It will take a considerable time for resources from the voluntary sector to be able to support the evacuation of animals so members of the public should be prepared to make their own arrangements in the first instance and where possible.
SECTION 5: RECOVERY

16. COORDINATION OF RECOVERY

16.1 A Recovery Coordinating Cluster (RCC) should be set up as soon as possible after the establishment of a Strategic Committee (SC). The RCC functions as a sub-group of the SC.

16.2 At the point at which it is felt by members of the SC that the balance of work leans more naturally towards recovery than response, the Chair of the SC and the Chair of the RCC will formally agree this and the Recovery Coordination Cluster will take over from the SC. The RCC will be chaired by the most appropriate departmental representative and will direct partnership recovery efforts.

16.3 It may be necessary to have shelters remain open despite a move to the recovery phase of the incident. In this case, the Evacuation & Shelter Coordination Cluster (ESCC) should become a sub-group of the RCC, maintaining an overview of the sheltering process and providing updates as required on the numbers still being sheltered. The ESCC has a coordinating role in supporting the return of people to their homes and the return of shelter venues to their owners/operators.

16.4 The recovery from an incident requiring the use of the Mass Evacuation Plan is likely to be complex and prolonged.

16.5 Temporary or permanent alternative accommodation may be required and it is likely that, given the potential numbers, this will need to be centrally coordinated.

16.6 During the response phase, the ESCC will undertake the coordination and report on such matters to the SC and/or RCC. The ESCC, possibly with amended membership, might then be retained to report to the RCC.

Return to Affected Area

16.7 Due to the wide variety of incidents that could potentially cause an evacuation of an area or areas of the City, it is not possible to predict when return may be possible. Managing the return of evacuees will be the responsibility of the cluster responsible for the relocation of displaced persons.

16.8 The Disaster Operations Centre will be available, as during the evacuation process, to coordinate the return of evacuees from the receiving local authorities back to their point of origin - this is particularly important when considering vulnerable groups.
16.9 Planning can be done in advance to help the return process - it is advised that City Department pre-plan potential options with local transport providers to assist in the facilitation of this.
APPENDIX A: HIGH RISK INFORMAL SETTLEMENTS

High risk informal settlements
210 total informal settlements
21 informal settlements identified as high risk – these areas will require decanting and de-congestion, should there be an outbreak.

<table>
<thead>
<tr>
<th>Region</th>
<th>Informal Settlement</th>
<th>Number of Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region 1</td>
<td>Mazambaneng</td>
<td>1 269</td>
</tr>
<tr>
<td></td>
<td>Marry Me</td>
<td>3 145</td>
</tr>
<tr>
<td></td>
<td>Changing spot</td>
<td>7 145</td>
</tr>
<tr>
<td>Region 2</td>
<td>Phomolong Suurman</td>
<td>3 312</td>
</tr>
<tr>
<td></td>
<td>Soutpan Village</td>
<td>7 430</td>
</tr>
<tr>
<td>Region 3</td>
<td>Malusi/Gomora</td>
<td>6 637</td>
</tr>
<tr>
<td></td>
<td>Jeffville</td>
<td>2 791</td>
</tr>
<tr>
<td></td>
<td>Brazzaville</td>
<td>6 121</td>
</tr>
<tr>
<td></td>
<td>Phomonlong</td>
<td>6 940</td>
</tr>
<tr>
<td></td>
<td>Salvakop</td>
<td>1 402</td>
</tr>
<tr>
<td></td>
<td>Melgiesedek building</td>
<td></td>
</tr>
<tr>
<td>Region</td>
<td>Informal Settlement</td>
<td>Number of Units</td>
</tr>
<tr>
<td>---------------</td>
<td>---------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>Region 4</td>
<td>Mooiplaats</td>
<td>13 451</td>
</tr>
<tr>
<td></td>
<td>Itireleng</td>
<td>10 757</td>
</tr>
<tr>
<td>Region 5</td>
<td>Phumzile park</td>
<td>665</td>
</tr>
<tr>
<td></td>
<td>Pienaarspoort</td>
<td>10 932</td>
</tr>
<tr>
<td>Region 6</td>
<td>Phomolong</td>
<td>7 855</td>
</tr>
<tr>
<td></td>
<td>Alaska</td>
<td>8 101</td>
</tr>
<tr>
<td></td>
<td>Mamelodi x 11</td>
<td>1 266</td>
</tr>
<tr>
<td></td>
<td>Mamelodi x 18</td>
<td>1 506</td>
</tr>
<tr>
<td></td>
<td>Plastic View</td>
<td>1 100</td>
</tr>
<tr>
<td>Region 7</td>
<td>Ekangala marikana</td>
<td>6 255</td>
</tr>
<tr>
<td></td>
<td>Zithobeni infill</td>
<td>3 201</td>
</tr>
</tbody>
</table>
Identified parcels of land for decongestion and decanting

<table>
<thead>
<tr>
<th>PROPERTY</th>
<th>OWNERSHIP</th>
<th>POSSIBLE &amp; IDENTIFIED BENEFICIARY INFORMAL SETTLEMENT</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Remainder of Portion 153 Elandsfontein 352-JR</td>
<td>Public Works</td>
<td>Region 3 &amp; 4 informal settlements</td>
<td>As per communication from the National Department of Human Settlements, Water and Sanitation, this information has been submitted to the Housing Development Agency (HDA) to commence with negotiations with the respective land owners for availability. HDA has also been tasked with procuring Temporary Residential Units (TRUs) to be on stand-by for possible isolation, quarantine and de-canting.</td>
</tr>
<tr>
<td>Portion 21, 39 and 227 of the Farm Zandfontein</td>
<td>Gauteng Province</td>
<td>Region 3 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Portion 47 Franspoort</td>
<td>Transnet</td>
<td>Region 6 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Remainder of Portion 164 of the Farm Klipfontein 268 JR</td>
<td>CoT</td>
<td>Region 1 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Part of the Remainder of the Farm Rietgat 611 JR</td>
<td>CoT</td>
<td>Region 1 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Remainder portion 6 Stinkwater 97 JR (Stinkwater EXT 10</td>
<td>North West government</td>
<td>Region 2 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Donkerhoek/Pienaarspoort properties approximately 450 hectares in extent</td>
<td>Privately owned by Valuemax</td>
<td>Region 5 &amp; 6 informal settlements</td>
<td></td>
</tr>
<tr>
<td>Donkerhoek, Pienaarspoort and Mooiplaats properties</td>
<td>Individual private owners</td>
<td>Mamelodi flood victims and other Region 6 informal settlements</td>
<td></td>
</tr>
</tbody>
</table>
### Hostels

<table>
<thead>
<tr>
<th>REGION</th>
<th>HOSTEL</th>
<th>NO OF UNITS</th>
<th>NO OF PEOPLE</th>
<th>DECANTING AREA</th>
<th>SELF QUARANTINE</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Soshanguve</td>
<td>351</td>
<td>800</td>
<td>No decanting necessary</td>
<td>Space available to SQ</td>
</tr>
<tr>
<td>3</td>
<td>Belle Ombre</td>
<td>12</td>
<td>96</td>
<td>No decanting necessary</td>
<td>Space required for those who might be infected.</td>
</tr>
<tr>
<td></td>
<td>Saulsville</td>
<td></td>
<td>7000</td>
<td>Some space available</td>
<td>TRUs will be required to SQ</td>
</tr>
<tr>
<td></td>
<td>Mamelodi Old hostel and TRUs</td>
<td>Hostel Beds</td>
<td>13000</td>
<td>Decanting for 6 100; Space available for TRUs</td>
<td>TRUs can be used to SQ</td>
</tr>
</tbody>
</table>
## The Homeless

<table>
<thead>
<tr>
<th>Region</th>
<th>Estimate Number of homeless people</th>
<th>Alternative accommodation</th>
<th>Contact person: Social Workers</th>
<th>Hotspots</th>
<th>Quarantine sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1000</td>
<td>Falala Community hall Block X Sports center</td>
<td>Tiffon Matlala 072 391 5524</td>
<td>Soshanguve train station</td>
<td>Giant Stadium: 10 x 10 x 10 meter tents + 10 portable toilets and 5 x mobile showers. JoJo tank for water</td>
</tr>
<tr>
<td>2</td>
<td>1200</td>
<td>Temba community hall Hammanskraal</td>
<td>Judy Apies 084 033 8108</td>
<td>Hammanskraal train station Montana</td>
<td>Temba Stadium: 10 x 10 x 10 meter tents+10 portable toilets and 5 x mobile showers. JoJo tank for water</td>
</tr>
<tr>
<td>3</td>
<td>6200</td>
<td>• Eskia Mphahlele library Hall • Number 2 Struben • Homeless Upliftment Project (Francis Baard street, Arcadia). • Home of Homes Saulsville arena • NG Kerk Arcadia • Pretoria Show grounds 10 x 10 x 10 tents. 10 x portable toilets. • Nkululeko • Salvokop • Tshwabac (Tents erected) • Caledonian stadium: 05 x 10 x 10 tents. 10 x portable toilets. • Burgers Park: 05 x 10 x 10 tents. 10 x portable toilets. Tinyiko Maluleke 063 482 0824</td>
<td></td>
<td>Number 2 -Struben street shelter • Princess Park • Church square • Francis Baard (Water and Sanitation department • New Hope shelter • Union Building • Vos street • Methodist church • 117 Joubert street, sunnyside • Menlyn mall</td>
<td>Fountains Resort: 10 x 10 x 10 meter tents+ 10 portable toilets and 5 x mobile showers. Groenkloof Resort: 5 x 10x 10 meter tents+ 10 portable toilets and 5 x mobile showers. JoJo tank for water</td>
</tr>
<tr>
<td>Region</td>
<td>Estimate Number of homeless people</td>
<td>Alternative accommodation</td>
<td>Contact person: Social Workers</td>
<td>Hotspots</td>
<td>Quarantine sites</td>
</tr>
<tr>
<td>--------</td>
<td>----------------------------------</td>
<td>---------------------------</td>
<td>-------------------------------</td>
<td>----------</td>
<td>------------------</td>
</tr>
<tr>
<td>4</td>
<td>1500</td>
<td>Lyttleton Community Hall, Oliven library hall</td>
<td>Theresa Mashabawe 082 381 6164</td>
<td>Mushroom farm Opposite Supersport park, Former Centurion Lake, Marikana, Tshwane electricity substation, Centurion taxi rank</td>
<td>Olievenhoutbosch Sport Stadium: 05 x 10 x 10 meter tents+ 10 portable toilets and 5 x mobile showers. JoJo tank for water <strong>Lyttleton Sport Park:</strong> 05 x 10 x 10 meter tents+ 10 portable toilets and 5 x mobile showers.</td>
</tr>
<tr>
<td>5</td>
<td>600</td>
<td>Refilwe Community Hall</td>
<td>Nonyamela Mgweshe 0733517920</td>
<td></td>
<td>Refilwe Soccer Field: 05 x 10 x 10 meter tents. + 10 portable toilets and 5 x mobile showers. JoJo tank for water</td>
</tr>
<tr>
<td>6</td>
<td>1000</td>
<td>Stanza Bopape</td>
<td>Florence Marengwa 083 585 3166</td>
<td>Denneboom shopping mall, Mall next to the Plastic view mall</td>
<td>Eersterust Stadium: 05 x 10 x 10 meter tents+ 10 portable toilets and 5 x mobile showers. <strong>Mamelodi Moretele Park:</strong> 05 x 10 x 10 meter tents+ 10 portable toilets and 5 x mobile showers. JoJo tank for water</td>
</tr>
<tr>
<td>7</td>
<td>500</td>
<td>Bronkhorstspruit sport center</td>
<td>Zandile Mtshweni 060 529 3137</td>
<td></td>
<td>Die Draai Resort: (05 x 10 x 10 meter tents. JoJo tank for water</td>
</tr>
</tbody>
</table>
APPENDIX A: THE EVACUATION & SHELTER COORDINATION CLUSTER (ESCC)

Roles and responsibilities

Individual agencies have different internal command and control mechanisms. The purpose of the ESCC is not to bypass or replicate these structures, but to provide a single point of multi-agency coordination at an appropriate tactical level. Representatives on this group should be able to liaise effectively with their home organizations to provide the information required by the group and, as part of the group, take tactical decisions based on that information.

The ESCC will provide central, multi-agency coordination to an evacuation and to meeting shelter requirements. Specifically, but not exclusively, the group will be responsible for:

- Coordinating the overall evacuation of persons, as safely as is reasonably practicable, from places of danger to places of safety;
- Coordinating those evacuees who are able to self-evacuate by providing relevant information;
- Identify the approximate population requiring assistance with evacuation;
- Identify suitable locations for sheltering people;
- Identify suitable transport methods (through liaison with transport operating companies), taking into consideration any impacts on transport from the trigger incident;
- Identify a traffic management strategy;
- Co-ordinate multi-evacuations should this be necessary in an incident that requires evacuation from more than one location;
- Provide operational direction to agencies on how to manage those needing to be evacuated and/or sheltered from their areas;
- Provide information to the Unified Command Structures to inform the strategic public information messages to be disseminated by communications teams; and
- Provide advice to the cluster responsible for recovery activities.
Role players
The ideal membership of the ESCC is likely to include:

Primary Responsibility
Police: Metro Police, South African Police Services, South African Defense Force

Secondary Responsibility
Housing & Human Settlements, Community & Social Development, Department ESD, Department of Health.

 Supporting Agencies
- Group Property
- Roads & Transport
- Economic Development and Spatial Planning
- Utility Services
- Customer Relations Management
- Shared Services
- Group Legal and Secretariat Services
- City Strategy and Organizational Performance
- Group Finance
- SA Weather Services
- Prison Services
- NGO Forum
- Business Community
- Gauteng Provincial Government (PDMC)
This Appendix gives an overview of the key functions and responsibilities of the organisations who will be involved in the management of the mass evacuation process.

<table>
<thead>
<tr>
<th>Role players</th>
<th>Key functions and responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Generic roles of all City Departments</td>
<td>Undertake the roles and responsibilities as defined in the Mass Evacuation Plan. Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated. Provide representation at the ESCC and to provide co-ordination of the city-related aspects of the evacuation. Undertake the roles and responsibilities as defined within the City’s Disaster Management Plan. Responsible for the safety and preparedness of schools, children’s homes and public highways that are not motorways or major trunk roads. Coordinate and support NGO resources with a view to appropriately supporting the management of large numbers of evacuees. Work with transport operators to coordinate transport infrastructure for evacuees between the Evacuee Disembarking Points and Evacuation Shelters.</td>
</tr>
<tr>
<td>Police (Metro, SAPS, SANDF)</td>
<td>Provide a Senior police officer to chair the Evacuation &amp; Shelter Coordination Group. Provide a location and resources for the ESCC to operate effectively. Undertake the roles and responsibilities as defined within the City’s Disaster Management Plan and provide policing support as per the incident strategic aim and objectives. Provide appropriate assistance with a view to achieving a safe and expeditious mass evacuation process through the implementation of road and rail network strategies. Assist with the Crime Prevention Strategy. Assist with Community Cohesion.</td>
</tr>
<tr>
<td>Role players</td>
<td>Key functions and responsibilities</td>
</tr>
<tr>
<td>------------------------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Fire &amp; Rescue Operations</td>
<td>Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated. Provide representation at the ESCC (if necessary). Undertake the roles and responsibilities as defined within the City’s Disaster Management Plan. Provide and coordinate search &amp; rescue activity. Provide safety for responders working within the inner cordon.</td>
</tr>
<tr>
<td>Emergency Medical Operations</td>
<td>Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated. Provide representation at the ESCC (if necessary). Undertake the roles and responsibilities as defined within the City’s Disaster Management Plan. Coordinate resources deployed by voluntary and the private health sector (ambulance). Deal with casualties. Providing medical assistance/ transportation for the vulnerable with NHS and local authorities.</td>
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<tr>
<td>Department of Health</td>
<td>To ensure providers of public health care undertake detailed Contingency Planning to manage mass evacuation of vulnerable people receiving government funded care. Ensure that providers of public health funded care work with City Departments to identify and support the vulnerable. Ensure that providers of public health funded care plan for the evacuation of inpatient facilities. Coordinates and liaises with other areas of the public health care service. Ensure appropriate provision of representation at the ESCC (if necessary).</td>
</tr>
<tr>
<td>Role players</td>
<td>Key functions and responsibilities</td>
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| Department Social Development      | Daily orientation of staff on hygiene protocol  
Reduction in number of visitors allowed in the museum and art centres  
Temporary closure of all libraries and community facilities  
Provide prescriptions to families on sanitary equipment during funerals  
Provision of sanitation and cleaning material to all community centres that are occupied  
Provision of humanitarian relief and sanitation equipment at all community centres/mass quarantine sites  
Submit needs list in terms of food and sanitation for community centres/facilities that will be used for mass quarantine/isolation sites |
| Department Roads & Transport       | Draw up and exercising transport evacuation plans, in liaison with other transport operators to ensure resilient mechanisms are in place to support mass evacuation processes.  
Support designating, establishing and overseeing identified contingency routes available for emergency access and evacuation as necessary.  
Responsible for the identification, establishment and management of the Evacuation Loading Points (ELPs)  
Provide a communications capability and media, including call Centre, web site, local staff and PA announcements on buses.  
Provide support and resources in respect of Traffic Management systems.  
Undertakes business continuity planning to ensure restoration and adoption of road network and re-establishment of transport access in and across the City of Tshwane.  
Provide a point of liaison with SANRAL. |
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<tr>
<th>Provide a means of coordination with other transport agencies ensuring that the transport mechanisms in place complement each other.</th>
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<tr>
<td>Arrange and manage additional transport support from:</td>
</tr>
<tr>
<td>- Gautrain/Bombela</td>
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<tr>
<td>- Independent transport operators</td>
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<tr>
<td>- Taxi and private hire.</td>
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<tr>
<td>Give relevant advice to the Unified Command on safety issues, capacity and service options and the implications of proposed strategic decisions.</td>
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<td>Provide services to support the overall strategy, including:</td>
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<tr>
<td>- Re-structuring network services to effect mass evacuation if required.</td>
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<tr>
<td>- Assistance in moving emergency supplies.</td>
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<td>Role players</td>
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<tr>
<td>Housing and Human Settlements</td>
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<tr>
<td>Role players</td>
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</table>
| Group Property                      | To assist with facility requirements for temporary emergency office accommodation, quarantine sites, emergency accommodation facilities  
Identification of municipal isolation and quarantined facilities on an upward scalability scenario.  
Provide hand sanitizers, soap and cleaning material at all City of Tshwane facilities  
Awareness campaigns to be conducted at all facilities  
Access control systems changed to dual access system (biometrics and card)  
Training of all cleaners on the Bleach and the cleaning protocol to be followed  
Business Continuity plan revised  
Identify essential employees to be on duty should the situation necessitates  
Identify essential staff to be on standby should the situation necessitates |
| Economic Development And Spatial Planning | Public access to offices be limited to identified reception areas to avoid unnecessary personal contact between the public and staff.  
All offices to be cleaned daily.  
Where possible communicate with Professional Bodies that engage with specific sections on a regular basis to encourage e-mail and telephonic engagement.  
Increase prevention and control of infection in all areas including the market  
Landlords-Leased buildings to be deep clean weekly and central air-conditioning units flushed with cleaning gas over weekends  
Increase awareness with informal street traders and businesses sectors in the City  
Business Continuity plan revised  
Identify essential employees to be on duty should the situation necessitates |
<table>
<thead>
<tr>
<th>Role players</th>
<th>Key functions and responsibilities</th>
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</table>
| **SANRAL**  | Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated.  
Provide advice on road closures and traffic management.  
Liaise with Tshwane Metro Police, SAPS and other police forces regarding traffic management.  
Close roads at the request of the police.  
Deal with abandoned/ damaged cars and providing roadblocks. |
| **Department of Correctional Services** | Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated. Undertake detailed contingency planning with a view to identifying mechanisms for managing the evacuation of prisons and prisoners  
Move prisoners to secure areas and outside the prison perimeters where there is national direction to do so. |
| **Department Environment And Agriculture Management** | Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated.  
Prevent and minimize environmental impacts.  
Issue flood warnings and mobilize flood defense assets where possible.  
Provide advice on waste disposal. |
| **Wonderboom Airport** | Provide representation in the Disaster Operations Centre (DOC), or any other Coordination Structure as designated.  
Address issues affecting Wonderboom Airport.  
Provide a point of liaison for coordination across other airports in the Province, or Country if required. |
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<tr>
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<tr>
<td>Gautrain Rapid Rail Link</td>
<td>Provide representation in the Disaster Operations Centre (DOC), the ESCC or any other Coordination Structure as designated.</td>
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<td>Give relevant advice to Unified Command Incident Commander and the ECG on Bombela transport issues, capacity and service options and the implications of proposed strategic decisions.</td>
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<td>Coordinate any Gautrain Rapid Rail Link responses which may be required.</td>
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<td></td>
<td>Work with the train operators in managing the provision of rail services in support of the mass evacuation strategy.</td>
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<td>Ensure coordination of transport response with other agencies.</td>
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APPENDIX C: MASS EVACUATION COMMUNICATION STRATEGY

1. Introduction

1.1 This communication strategy was formulated to support version 1 of the CoT Mass Evacuation Plan, and updated for the current version. It aims to support the implementation of the Plan through consideration of key public messages which may be used in the event of an incident requiring mass evacuation.

1.2 The scale of an incident resulting in mass evacuation is such that the COVID-19 Strategic Committee (SC) would manage the strategic communication response in support of the emergency operation. The SC would feed back into the Unified Command Structure in the DOC.

1.3 It is recognized that individual organizations may already have their own internal and external communication plans for engaging with stakeholders, the media and staff. In using this strategy, organizations should ensure they do not comment on other agencies’ areas of responsibility.

Aim

1.4 Through effective internal and external communication to support the implementation of the CoT Mass Evacuation Plan.

Objectives

1.5 The objectives of the communications strategy are:

- To educate, inform and reassure the public about the work of the City and its partners in preparing for a mass evacuation and to ensure that the public understand the potential impact and what it might mean for them in terms of actions
- To ensure that relevant agencies/organizations are aware of and are encouraged to plan for the effects of mass evacuation in their business resilience.
- To share good practice with stakeholders and opinion formers and to ensure that emergency responders are aware and informed about the plans and their responsibilities.
- To work with the media and stakeholders to identify future risks and communication challenges.
• To co-ordinate and manage the strategic communication response to a mass evacuation in the capital.
• To manage the communication response during the recovery phase.

Evaluation, testing and review

1.6 In formulating this communication strategy we have liaised with our partners and stakeholders, including the media. The strategy will be reviewed in line with the CoT Mass Evacuation Plan and CoT Disaster Management Plan and Framework.

4. **Principles of communication**

2.1 In support of our aim and objectives, key messages will be built around three principles; to educate, to inform and to reassure.

2.2 Principles should be that pre-education of the public is not practical due to costs involved of marketing and evidence that the public do not retain the messages and fail to instill a sense of personal responsibility.

2.3 Therefore communication activity will be in the form of three stages:
   - Pre-education of relevant agencies/organizations pre-event
   - Public communication during an event
   - Post-event communication on recovery for both public and partners.

2.4 The guiding principle should be that messages are based on a hierarchy from broad contextual messages, general then detailed specific messages. These could be:

**First tier: 'Emergencies are part of life in the City of Tshwane’**
- Emergencies happen, understand the risk – CoT is prepared but are you?
- What to expect when the unexpected occurs – To challenge responders and others to think about likely response in event of emergency.

**Second tier: ‘Be prepared’**
- What you need know – Factual messages on information people need to know ahead of emergency. To know the risks, have a plan and prepare an emergency grab bag.
- Are you and your family prepared? – ask the question to raise the issue. Provide pointers to receive advice and guidance.

**Third tier: ‘Be ready to act’**
- What you need to do, now! - Detailed messages on what you need to do, where to go.
5. Communication tools

3.1 A variety of communication tools may be used by the City and its partners to ensure messages are appropriate and targeted to different target audiences. The timing, nature and urgency of the messages may influence what tools are used.

Spokespersons

3.2 The relevant City Departments will put up spokespersons convene joint press briefings to talk about the preparation, response and recovery from an incident involving mass evacuation. Spokespersons who may be considered include:

- City Manager of the CoT
- ESD Spokesperson
- TMPD Spokesperson
- SAPS Spokesperson
- Representative from affected neighboring municipalities
- Representative from the business community

3. Communications to raise awareness

Key Messages

3.1. The key messages are:

- Risk is inherently unpredictable. We would only ask the public to evacuate in cases where there is a credible risk to loss of life.

- The CoT and its partners have been working for some time to develop plans to handle mass evacuation. However, there are things you can do to prepare yourself in the event of an emergency:
  - Think about an emergency contact list
  - Prepare a grab bag and keep it in the office or at home which includes warm clothes, water, first-aid kit and wet wipes.

- City of Tshwane businesses, public buildings have mass evacuation plans in the event of incident. It is your duty to prepare those in your care or employment to evacuate in an emergency. For guidance on what to expect think about:
  - Have you plans in place to receive messages/ instruction and act on them?
Are plans in place so all those in your care can see/ hear all emergency messages?

Will your plans work in all types of emergency?

3.2. These key messages are not exhaustive and will be reviewed and updated as national/ regional policy develops or based on the specific nature of an incident.

Facilities

3.3. Where possible we should look for media opportunities to highlight our planning and preparatory work e.g. exercises. This would also help us to put some context around specific issues.

4. Incident communications

4.1. In the event of a mass evacuation, communication channels for those affected may not be the most convenient i.e. online or TV.

4.2. The CoT should look to build on the raising awareness messages by informing its citizens about specific events and issues that could or will impact on the City of Tshwane. Some of the issues we could highlight are shown below.

Key Messages

4.3. The key messages are:

- Those who can self-evacuate, should. The authorities need to focus their efforts and resources on assisting those who are vulnerable

- Always carry with you:
  - your medication
  - emergency contact numbers
  - important documents such as a driving license or passport
  - some basic essentials in your grab bag.

- You should arrange for your pets, as it may not be possible to take them on public transport or to emergency shelters.

- You should not attempt to return to the area until it is safe to do so.

- The area affected is [insert location]
• Rendezvous points are [insert pre-arranged destinations for those evacuating].

4.4. These key messages are not exhaustive and will be reviewed and updated as the situation develops at a National, Provincial and City level.

Facilities
4.5. There is no doubt that there will be a demand for pictures and information relating to the mass evacuation. There may be some merit in organizing facilities where partners can jointly brief the media on key response activities and public safety messages.

5. Recovery Communications
5.1. Recovery messages and timeline are important to support evacuees in their recovery process, particularly information around when and how they return to their homes.

Key Messages
5.2. The key messages are:

• Thank the public for their co-operation and support. We are doing all we can to return everyone affected to a degree of normality.

• The local authorities are doing all they can to prepare the area for return of local inhabitants and businesses. However, they will not be able to return until it is safe to do so.

• Those that cannot return due to damage to their property or business premises will be assisted.

• Some public services may still be affected, but we will try and keep disruption to a minimum.

5.3. These key messages are not exhaustive and will be reviewed and updated on an ongoing basis depending on developments.

Facilities
5.4. We should seek to identify suitable media facilities that demonstrate City of Tshwane running as normal and business as usual activity.