



cooperative governance  
and traditional affairs

Department of Cooperative Governance  
and Traditional Affairs  
FREE STATE PROVINCE

# FREE STATE PROVINCIAL SNOW PROTOCOL PLAN



# TABLE OF CONTENTS

<b>1. INTRODUCTION.....</b>	<b>3</b>
<b>2. PURPOSE.....</b>	<b>3</b>
<b>3. LEGISLATIVE IMPERATIVES.....</b>	<b>4</b>
<b>4. SITUATION AND ASSUMPTIONS.....</b>	<b>4</b>
<b>4.1. AREA PRONE TO SNOW.....</b>	<b>4</b>
<b>5. CONCEPT OF OPERATIONS.....</b>	<b>6</b>

## **1. INTRODUCTION**

The district of Thabo Mofutsanyana forms the eastern part of the Free State bordering the Kingdom of Lesotho, and the provinces of Mpumalanga and KwaZulu-Natal. Tourism and agriculture are the main economic activities of the area. Some parts of the district are prone to snow during the cold winter months. These areas, in the main, include the municipal areas of Maluti-a-Phofung, Phumelela, Dihlabeng and Setsoto, and to a lesser extent Nketoana and Mantsopa. This does not present a huge challenge except for situations where the snow results in closure of major transportation routes; disruption of critical infrastructure such as power supply and communication networks; cutting-out communities from centres, which provide essential services; disruption of livelihood activities, business operations, schooling and other normal social activities.

All the effects of snow mentioned here-above do not only have severe or disastrous effects on the economy of the district, but also on the economy of the country in general, given the fact that two major transportation routes (viz. N3 and N5) between KwaZulu Natal and other provinces, cut through the district. The responsibility to deal with snow in such a way that its effects are minimised cannot be left to one institution only. Hence, the development of a contingency plan for incidents of snow calls for the involvement of a wide range of stakeholders. This is in line with part of the definition of disaster management as a “continuous and integrated multi-sectoral, multi-disciplinary process of planning and implementation”.

## **2. PURPOSE**

The purpose of this Contingency Plan is to define pre-requisites for rapid and effective response to incidents of snow within the district of Thabo Mofutsanyana. These include issues such as planning; availability of standby resources (financial, human and material), mechanisms for rapid decision-making, and taking contingency measures. Briefly, the plan is intended to create an environment where various relevant stakeholders can agree on scenarios and objectives; define managerial and technical actions; put in place potential response systems in order to better respond to incidents of snow.

### 3. LEGISLATIVE IMPERATIVES

The contents of the plan and all operations duly prescribed are informed by provisions of the following statutes:

- Constitution of the Republic of South Africa, Act No: 108 of 1996.
- Disaster Management Act, Act No: 57 of 2002.
- National Disaster Management Framework of 2005

**N.B:** Legislative imperatives that inform this Contingency Plan are not limited to the few mentioned above. Instead, specific policies, pieces of legislation and regulations that govern individual sector departments, institutions and agencies are applicable as well.

### 4. SITUATION AND ASSUMPTIONS

The implementation of this Contingency Plan is limited to the jurisdiction of the geographical area of the district of Thabo Mofutsanyana.

#### 4.1 Areas prone to snow

#### HIGH-RISK AREAS

Local Municipality	Areas
Maluti-a-Phofung	<ul style="list-style-type: none"><li>• Harrismith</li><li>• Qwa Qwa</li><li>• Swinburne</li><li>• Kestell</li><li>• Farming areas</li><li>• N3</li><li>• N5</li><li>• R712</li><li>• R57</li><li>• R74</li></ul>
Phumelela	<ul style="list-style-type: none"><li>• Warden</li><li>• Vrede</li><li>• Memel</li></ul>

	<ul style="list-style-type: none"> <li>• Roadside</li> <li>• Verkykerskop</li> <li>• N3</li> <li>• R103</li> <li>• Farming areas</li> </ul>
Dihlabeng	<ul style="list-style-type: none"> <li>• Bethlehem</li> <li>• Fouriesburg</li> <li>• Clarens</li> <li>• Golden Gate</li> <li>• Kransfontein</li> <li>• Rosendal</li> <li>• Paul Roux</li> <li>• R711</li> <li>• N5</li> <li>• R714</li> <li>• R712</li> <li>• R26</li> <li>• R70</li> </ul>
Setsoto	<ul style="list-style-type: none"> <li>• Ficksburg</li> <li>• R70</li> <li>• R26</li> </ul>

### LOW- RISK AREAS

Setsoto	<ul style="list-style-type: none"> <li>• Senekal</li> <li>• Clocolan</li> </ul>
Nketoana	<ul style="list-style-type: none"> <li>• Reitz</li> <li>• Petrus Steyn</li> <li>• Arlington</li> <li>• Lindley</li> </ul>
Mantsopa	<ul style="list-style-type: none"> <li>• Ladybrand</li> <li>• Thaba-Phatsoa</li> </ul>

	<ul style="list-style-type: none"> <li>• Hobhouse</li> <li>• Excelsior</li> <li>• Tweespruit</li> <li>• Komiespoort</li> </ul>
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## 5. CONCEPT OF OPERATIONS

<b>PRE-WARNING AND SNOW FALL NOTIFICATIONS</b>	<b>N3TC RCC</b> must ensure that <ol style="list-style-type: none"> <li>1. Snow warnings from the South African Weather Service are forwarded to all stakeholders.</li> <li>2. When it starts to snow, each of the stakeholders listed below must be notified:</li> </ol>	
	<b>FREE STATE PDMC</b>	<p>Me. Princess Sekulisa 051 407 2001 082 440 4897 082 825 6514</p> <p>Mr. Jaco Gouws 051 407 2003 082 923 6846</p> <p>Mr. Papi Losabe 051 407 2006 082 923 6838</p>
	<b>MUNICIPALITIES</b> <p>The District Disaster Management Centre must ensure that:</p> <ol style="list-style-type: none"> <li>1. Local municipalities and other relevant stakeholders are kept abreast.</li> <li>2. Monitor developments regarding the snowfall incident and update information accordingly.</li> <li>3. Identify and equip the JOC appropriately and well in advance.</li> <li>4. Facilitate activation of the JOC.</li> <li>5. Keep the PDMC updated on all developments regarding the incident.</li> </ol>	

	<b>Thabo Mofutsanyana District Municipality</b> Fire and Disaster Management Officer	Mr. Sthembiso Mthombeni 058 718 1000 078 605 9930
	Disaster Management Officer ( <b>COGTA</b> )	Mr. Enoch Buthelezi 058 713 5836 082 821 6034
	<b>Maluti-a-Phofung Local Municipality</b> Director: Public Safety  Chief Fire Officer	Mr. Wilfred Matjele 058 718 3755 082 413 6111  Mr. Jonas Mokoena 058 713 1777 082 559 7340 083 439 5192
	Divisional Officer	Mr. SS Malimabe 058 713 1777 082 413 6002
	<b>Phumelela Local Municipality</b>	
	<b>Dihlabeng Local Municipality</b>  Manager Public Safety  Chief Fire Officer	Mr. A Ramotso 058 303 5161 082 901 5725  Mr. P. Ntombela 058 303 5161 083 372 4354
	<b>Nketoana Local Municipality</b>	

	<b>Setsoto Local Municipality</b>	
	Director Economic and Community Services	Mr. M Ntheli 051 933 9381
	Disaster Management Officer	Mr. Ginger Lebajoa 051 933 9300/81 072 600 6734
	Chief Fire Officer	Mr. J Renison 083 286 0844
	<b>SOUTH AFRICAN POLICE SERVICE</b>	
	<b>Phuthaditjhaba Cluster Commander</b>	Brig. ME Mahloko 058 718 0942 082 455 6025
	Harrismith	Col. FP Maree 058 624 1004 082 455 6133
	Phuthaditjhaba	Col. TP Ntuli 058 718 0829 082 416 8347
	Makwane	Lt. Col. AP Kemp 058 713 4454/73 058 721 1997 082 455 6161
	Namahadi	Lt. Col. MS Qhobela 058 718 1714/5 082 567 5243



	Tseki	Lt. Col. MJ Nkhatho 058 721 0017 082 455 6168
	Tsheseng	Maj. Makhatheng 058 713 4470 082 455 6107
	Kestell	Lt. Van der Walt 058 653 8201 082 419 6618

	<b>Bethlehem Cluster Cluster Commander</b>	Brig. JJ Tsotetsi 058 307 7863 082 455 6091
	Bethlehem	Brig. TR Qhobosheane 058 307 5713 082 308 0264
	Fouriesburg	Capt. PL Mosia 058 223 1136 082 446 1001
	Clarens	Capt. FT Mohale 058 256 6051 082 419 7094

	Rosendal	Capt LJ Mota 058 211 1113 082 419 7166
	Paul Roux	Capt NM Mohatlane 058 471 1402 082 419 6715
	Reitz	Lt. Col LE Mofokeng 058 863 8007 082 519 6165
	Arlington	Capt. S Mokoena 058 453 0001 082 465 2762
	Lindley	Capt. TP Mofokeng 058 463 0001 082 465 2997
	Petrus Steyn	SS Kunene 058 871 3200 082 465 3036
	<b>Phumelela Cluster Cluster Commander</b>	Col Kheswa 058 913 8660 082 487 7092
	Vrede	Col Penya 058 913 1556 082 372 2307
	Warden	Lt Mokoena 058 643 9511 082 380 0623

	Roadside	Capt Mosia 082 312 0357
	Verkykerskop	Capt Motloun 058 625 0002 082 419 7188
	<b>PROVINCIAL RTI</b>	
	Harrismith	Mr. M.L. Maliehe 058 623 0505 072 452 9056 079 455 4847
	Warden	Mr. S. Tsotetsi 074 475 33465  Mr A Radebe 058 643 0864 082 675 8767
	Phuthaditjhaba	Mr. Sakie Mokoena 083 344 3101
	Kestell	
	Bethlehem	Mr. J. Kemp 082 929 4875
	Clarens	
	Senekal	
	Ficksburg	A Leokaoke 051 933 6095 072 730 9971
	<b>LOCAL MUNICIPAL RTI</b>	
	Maluti-a-Phofung	Mr KD Moloji 058 713 0929/41 082 960 1365  Me BM Ramasoala 058 713 0929/41 083 478 5134

	Dihlabeng	Mrs Kellerman 058 303 5732 072 352 8917 Mr P. Mokoena 058 303 5732 076 035 9883
	Setsoto	Mr B.J .Lekitlane 073 246 3111
	<b>EMERGENCY MEDICAL SERVICES (EMS)</b>	
	Harrismith	Mr. R.D. Mahabeer 058 622 2904 083 661 3436  Mr. P. Mahlaba 058 622 1405 083 417 3122
	CDO	Mr. P. Du Plessis 058 622 2904 083 414 9284
	ASM	Mr. S. Maya 076 538 37523
	Phuthaditjhaba	Mr I. Mokoena 058 713 3151 083 414 9274
	Warden	Mr. Dave Saxon 058 643 0481 058 643 0007 071 583 2200
	Bethlehem	Mr P. Visagie 058 307 4100 083 414 9282
	Senekal	Mr H. Fourie 058 481 4126 083 414 9273

	Ficksburg	Mr Msimanga 051 933 2284 083 414 9260
	<b>PRIVATE EMS</b>	
	Netcare 911 Harrismith	Mr. Werner Groenewald
	ER 24 Bethlehem	Mr. Neels Moller 084 555 8222
	Netcare 911 Bethlehem	
	<b>SOUTH AFRICAN NATIONAL DEFENCE FORCE</b>	
	Bethlehem	Major Lemphane 058 306 2501 083 961 3057
	<b>PROVINCIAL DEPARTMENT OF ROADS</b>	
	Provincial Office	Mr. Roedolf Botha 051 400 5204 082 566 4405
	Bethlehem	Mr. Vincent Ntaka 058 307 3800 082 059 9720  Adam Grobler 058 307 3800 072 598 7126
	Harrismith	Me. J Mokhemisa 058 622 1051 082 059 9759  Mr. Paulus Pitso 058 622 1051 073 260 2281
	Phuthaditjhaba	

	<b>MUNICIPAL ROADS DEPARTMENT</b>	
	Maluti-a-Phofung	Me Sithole 058 718 3700 076 097 7301 Mr Moletsane 071 605 4607
	<b>FIRE &amp; RESCUE SERVICES</b>	
	Maluti-a-Phofung	Mr. Jonas Mokoena 058 713 1777 082 463 6568  Mr. S.S. Malimabe 058 713 1777 072 443 4173
	Dihlabeng	Mr. P. Ntombela 058 303 5161 083 372 4354
	Setsoto	Mr. J Renison 083 286 0844
	<b>CENTRALISED COMMUNICATION CENTRES (CCCs)</b>	
	EMS CCC (BFN)	10177
	N3TC RCC	0800 63 4357
	<b>N3TC</b>	
	Incident Systems Manager	Mr Gideon Cloete 058 623 0860 082 822 2938
	Regional Incident Manager	Mr Sam Motshabi 058 821 0088 079 497 7623
	<b>SPCA</b>	
	Harrismith	Me. Esme Marais 058 623 1078

		083 652 7624 Me. Julia Kramer 058 623 1030 072 446 9418
	Bethlehem	
	Warden	
	<b>SOUTH AFRICAN WEATHER SERVICE</b>	
	BFN Met.	Tony Rossouw 051 433 2477 084 279 1157 082 233 9100
	Bethlehem	
	<b>N3TC Route Control Centre (RCC)</b> Must also inform the following stakeholders:	
	Route Services	Low Maritz 082 457 1705
	Eskom Regional Office	051 404 2126/7/8
	Harrismith	Mr. Willie Smith 058 622 1090 082 338 3224
	Bethlehem	
	Vodacom	Jan Muller Bethlehem 082 998 8843  Chris Mamena Harrismith 082 997 4267
	Cell C	R. Liebenberg 084 777 1061
	MTN	Mr. Janie Minnie 083 212 5432

	Telkom	Mr. A. Stokes 058 623 2199 082 773 6836
	TFNC	Mr. Riaan du Plessis 058 303 9922 058 303 0131 082 376 5291
	AA	Mr. Gary Ronald 011 799 1180 083 386 6954
	Road Freight Association	Me Sharmini Naidoo 011 794 4650 083 775 9050  Mr. Gavin Kelly 011 974 4399 082 496 5516
	SASOL	Mr. Johan van Wyk 011 344 2275 082 563 4930  Mr. Deon Stopforth 011 344 2275 083 628 7416

**INCIDENT/DISASTER MANAGEMENT PHASE**

<b>ISSUES</b>	<b>FOCUS</b>	<b>RESPONSIBILITY</b>
<b>SURVEILLANCE</b>	<ul style="list-style-type: none"> <li>• Determine the extent of snow on the major and alternative routes.</li> <li>• Determine the extent of snow on other areas such as residential areas, farming</li> </ul>	RTI & SAPS  RTI & SAPS



	<p>areas, provincial and access routes.</p> <ul style="list-style-type: none"> <li>• Determine medical requirements of road users trapped in snow.</li> <li>• Determine the number and types of vehicles trapped in the snow (e.g. special loads, busses, taxis, livestock carriers, Cash-in Transit, etc).</li> <li>• Determine traffic volume that is approaching the different affected areas.</li> <li>• Obtain the latest weather forecasts from the South African Weather Service</li> </ul>	<p>All agencies must provide these details to the Scene Coordinator who must then inform the JOC.</p> <p>All agencies must provide these details to the Scene Coordinator who must then inform the JOC.</p> <p>RCC</p> <p>Disaster Management Officers/JOC</p>
<b>ON-SCENE COORDINATION</b>	<ul style="list-style-type: none"> <li>• Establish FCP on all affected sections of major routes and other critical areas.</li> <li>• Response agencies at the scene must appoint a Scene Coordinator.</li> <li>• The Scene Coordinator must give regular situational reports to the <b>CCC</b>.</li> <li>• The CCC must keep the district Disaster Management Officer/JOC updated about all developments regarding the incident.</li> <li>• The FCPs must monitor road safety conditions.</li> </ul>	<p>Agencies at scene</p> <p>Agencies at scene</p> <p>Scene Coordinator</p> <p>CCC</p> <p>Scene Coordinator</p>
<b>Establishment of JOCs</b>  <b>Thabo Mofutsanyana JOC</b>	<p>The District Disaster Management Officer will coordinate the activation of the JOC.</p> <p><b>JOC Venue: Harrismith</b></p> <ul style="list-style-type: none"> <li>• Establish two-way radio communication between the JOCs.</li> </ul>	<p>Mr. SS Mthombeni</p> <p>SAPS Harrismith</p> <p>JOC</p>

	<ul style="list-style-type: none"> <li>• Monitor entrapments/victims and the assistance required.</li> <li>• Monitor the availability of alternative routes</li> <li>• Monitor the situation and regularly update South African Weather Service.</li> <li>• Update the District Disaster Management Centre.</li> </ul>	<p>JOC</p> <p>JOC</p> <p>JOC</p>
<b>TRAFFIC ACCOMODATION</b>	<ul style="list-style-type: none"> <li>• When it starts to snow, traffic in each affected area will be managed by the relevant RTI.</li> <li>• Road users will be properly informed of expected road and weather conditions; and escorted through the snow.</li> </ul>	<p>RTI</p> <p>RTI</p>
	<ul style="list-style-type: none"> <li>• Monitor the availability of alternative routes: <ul style="list-style-type: none"> <li>▪ R543 – Vrede to Volksrust</li> <li>▪ Oliviershoek Pass</li> </ul> </li> <li>• N3TC RCC will keep Harrismith; Bethlehem; and Warden Provincial RTI informed.</li> <li>• Bethlehem RTI will be on stand-by for possible N3 closures and diversion of traffic onto alternative routes.</li> <li>• When road conditions in the affected area become unsafe, the escorting of vehicle through the snow will be terminated.</li> <li>• Traffic will then be diverted to alternative routes.</li> <li>• All traffic authorities affected by the diversion should be duly informed to prepare for the expected traffic flow to their areas.</li> </ul>	<p>RTI</p> <p>RCC</p> <p>RTI</p> <p>RTI</p> <p>RTI</p> <p>RTI</p>
<b>ACCESS CONTROL</b> (at snow-related road closures or roadblocks)	<ul style="list-style-type: none"> <li>• Only marked emergency vehicles will be allowed to enter the affected area at</li> </ul>	<p>RTI</p>

	<p>road closures or roadblocks. All other agencies must obtain a “Disaster Management” sticker from the relevant JOCs and display it on their vehicle’s windscreen.</p> <p><b>No vehicle will be allowed to access the affected area without the displayed sticker.</b></p>	<p>All agencies</p>
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<p><b>CLOSURE OF PLAZA’S</b></p>	<p>Only N3TC can instruct the closure of any Plaza.</p> <p><i>All requests for plaza closures should be directed to N3TC’s Incident Systems Manager or N3TC’s Transportation Manager.</i></p>	<p>Mr Gideon Cloete 082 822 2938 or</p> <p>Mr Miles le Roux 082 805 4663</p>
<p><b>EMERGENCY SUPPLIES TO TRAPPED ROAD USERS AND COMMUNITIES</b></p> <p><b>General</b></p>	<ul style="list-style-type: none"> <li>• All requests for emergency supplies (food, shelter, special equipment, etc) must be directed to the relevant JOC.</li> <li>• The JOCs must manage the procurement and distribution of emergency supplies.</li> <li>• Conduct needs analysis, procure the required resources and manage the incident in liaison with the FCP.</li> </ul>	<p>FCP Scene Coordinator</p> <p>SANDF, Provincial and Municipal Disaster Management / DoSD / (Check with NGOs, and businesses).</p> <p>JOC Chairperson</p>
<p><b>SALT APPLICATION</b></p>	<ul style="list-style-type: none"> <li>• All vehicles have to be stacked during the salt application process.</li> <li>• Salt contractors to be activated.</li> <li>• Assess ice layer and road conditions.</li> </ul>	<p>RTI</p> <p>N3TC Incident Management</p> <p>FCP Management Team</p>

	<ul style="list-style-type: none"> <li>• Re-open road or deploy snow-ploughs and graders.</li> </ul>	FCP Management Team
<p><b>COMMUNICATION</b></p> <ul style="list-style-type: none"> <li>• <b>On scene communication between role players.</b></li> </ul>	<ul style="list-style-type: none"> <li>• It is <u>imperative</u> that emergency services at the scene communicate with each other to assess the situation and relay needs from the scene to the JOC.</li> <li>• <b>Only the FCP Scene Coordinator must communicate with the CCC or JOC.</b> (This is important to ensure proper and non confusing situation reports from the scene to the CCC or JOC).</li> <li>• Each emergency service is responsible for providing two-way radio communication between its staff and vehicles on scene.</li> <li>• Individual services must refrain from communicating their individual needs to the CCC or JOC.</li> <li>• <b><i>The FCP Scene Coordinator is the channel of communicating from the scene to the CCC or JOC.</i></b></li> </ul>	<p>All services and the FCP Scene Coordinator</p> <p>Scene coordinator</p> <p>Emergency services</p> <p>Emergency services</p> <p>Scene coordinator</p>
<ul style="list-style-type: none"> <li>• <b>PRESS RELEASES</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b><i>To prevent conflicting messages to the media and public the following must be adhered to by all role-players, at all times.</i></b></li> <li>• Prior to the JOCs being established, RTI/SAPS media officers will liaise with each other and agree on press</li> </ul>	<p>Appointed Media Officers – from the JOC</p> <p>RTI/SAPS</p>

<ul style="list-style-type: none"> <li>• <b>Communication with Plazas</b></li>            <li>• <b>Communication with CCCs along the route</b></li> </ul>	<p>releases.</p> <ul style="list-style-type: none"> <li>• Once the JOCs are established, the JOC media officers will be responsible for <b>all communication</b> with the Media.</li>   <li>• When more than one JOC is operational, the JOC media officers will liaise with each other and agree on common media releases.</li>   <li>• Activate SMS broadcasts through MTN &amp; Vodacom networks in affected area.</li>   <li>• Route Control Centre is responsible for regular situation reports to all the Plaza Managers</li>   <li>• RCC is responsible for updating all CCCs along the route. <u>Only</u> the official communiqués by the Media Officers can be conveyed to the CCC along the route.</li> </ul>	<p>Route Control Centre</p> <p>Route Control Centre</p> <p>Route Control Centre</p> <p>Route Control Centre</p> <p>Route Control Centre</p> <p>Route Control Centre</p>
<p><b>REMOVING SNOW FROM THE ROAD SURFACE</b></p>	<ul style="list-style-type: none"> <li>• During the early stages of the snowfall the snowplough and fully functional and roadworthy graders should relocate to the affected area to be on standby.</li>   <li>• The affected area must be closed to all traffic.</li>   <li>• The priority is to open <u>one</u></li> </ul>	<p>Maluti-a-Phofung Department of Transport</p>       <p>Harrismith RTI</p>   <p>Grader supervisors.</p>

	<p><u>lane in each direction for use by the emergency vehicles.</u></p> <ul style="list-style-type: none"> <li>• Make sure that the <b>access</b> to all roads e.g. farm roads and roads to communities, accessing the N3 is opened.</li> <li>• The snow windrow should be placed at the edge and centre line of the road.</li> <li>• After the snow has been removed from one lane, in both directions, the rest of the snow should be removed from the road.</li> <li>• The blades of snowploughs and graders must be equipped with mechanisms to <u>prevent the blade from damaging the road studs</u> (cats-eyes).</li> <li>• Assess road conditions and re-open when safe for traffic.</li> </ul>	<p>Grader supervisors.</p> <p>Grader supervisors.</p> <p>Grader supervisors</p> <p>Grader supervisors</p> <p>FCP Management Team</p>
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**DEBRIEFING**

<b>ISSUES</b>	<b>FOCUS</b>	<b>RESPONSIBILITY</b>
	Review the incident and plan for the next incident.	District Disaster Management Officer

## **JOC VENUE REQUIREMENTS**

1. Maps of routes
2. Phone lines / Fax lines
3. Two way Radios
4. Scribe to take notes
5. Voice Logger
6. Decision Makers
7. Back-Up power Supply
8. Torches & Batteries
9. 3G Cards for internet facilities
10. Ablution facilities
11. Provision for refreshments
12. Staff
13. Media rooms at JOC
14. Operational Plans of each role player