

File: LG /2/3/2/K3/K17/K22/K28  
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Housing  
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**MINISTER QR DYANTYI**

**THE PREMIER**

**REPORT TO CABINET: STATUS REGARDING THE COMPOUND FLOOD DISASTER  
IN THE CAPE WINELANDS, OVERBERG, EDEN AND CENTRAL KAROO DISTRICT  
MUNICIPAL AREAS ON 31/07/06 – 03/08/06 AND 24/08/06 – 28/08/06**

I support the attached draft resolution.

DIRECTOR-GENERAL

**THE DIRECTOR-GENERAL**

**1. PURPOSE**

- 1.1 To inform cabinet on the status regarding the compound flood disaster which occurred on the 31/07/06 – 03/08/06 Cape Winelands, Overberg, Eden and Central Karoo District Municipal areas and on 24/08/06-28/08/06 in the Cape Winelands, Overberg and Eden District Municipal areas.
- 1.2 To request assistance for the provision of emergency funding as outlined in **Annexures A and B** for recovery purposes.

**2. BACKGROUND**

- 2.1 The first flooding incident was characterised by a cold front which passed through the Western and Southern Cape since Monday, **31 July 2006 – 3 August 2006** and resulted in heavy rain and flooding from Montagu to Storms River and the Eastern Cape. This extreme weather event was caused by a very slow moving cut-off low pressure system, situated south of the Port Elizabeth / East London area. Very cold and wet conditions were gradually replaced by warm and very moist conditions which resulted in prolonged heavy rainfall over the Garden Route coastal areas and adjacent Little Karoo. An example of the rainfall intensity over the coastal areas was 230mm in 24 hours at the George airport, which is approximately equal to maximum expected in a 50 year return period. Heavy rain and flooding were not only experienced in the **Eden and Central Karoo Districts** but also in the **Cape Winelands and Overberg Districts**. The second flooding

event which occurred between **24 – 28 August 2006** was not as phenomenal or intense as the first flooding occurrence, but because of the ground already being saturated the heavy rainfalls resulted in flash flooding causing erosion and mud slides.

### **3. PROVINCIAL DISASTER MANAGEMENT CENTRE'S INTERVENTION**

The Western Cape Provincial Disaster Management Centre's (PDMC) mitigation sub-directorate issued early warnings to all affected Municipalities and the preparedness and recovery sub-directorates responded and assisted specifically the Eden District Municipality with the management of the joint operational centre during both flooding events. Following the first flooding event assessment sessions were facilitated by the PDMC on **10 August 2006** in Swellendam for the Overberg and Cape Winelands District areas and on **11 August 2006** in George for the Eden and Central Karoo District areas. Municipalities as well as Provincial and National Departments including parastatals like Spoornet used this opportunity to submit their preliminary assessments reports. This information was collated and presented in the form of a cabinet submission which served before Provincial Cabinet on **14 August 2006**. Following the cabinet resolution an ad-hoc flood recovery committee was established on Tuesday, **22 August 2006**, consisting of all Provincial Departments. This ad-hoc flood recovery committee was firstly tasked to verify and report on losses by Friday, **25 August 2006**, and to secondly to provide the PDMC with feedback / input pertaining to the proposed recovery plan. This verification process was in most instances made impossible as the result of the second flooding incident which occurred on 24/08/06 – 28/08/06 in the Cape Winelands, Overberg and Eden Districts.

The second flooding incident indicated that much more damages and losses were evident in the Cape Winelands and Overberg although it again seems that the Eden District suffered most losses. Municipalities were then requested for the second time by the Western Cape Provincial Disaster Management Centre to assess damages by Monday, **28 August 2006**. This exercise failed as a result of the flooding which left most areas inaccessible when attempting to do assessments. During the second flooding episode, losses were more prominent in the Overberg, Cape Winelands and Eden Districts.

On Wednesday, **30 August 2006** the Western Cape Provincial Disaster Management Centre accompanied a cabinet delegation which was lead by the Premier of the Western Cape, Mr Ebrahim Rasool, to the Eden District. During this meeting the Premier announced that the declaration of the local disaster areas within the Eden District Municipal area in accordance with the Disaster Management Act, (Act 57 of 2002), will be supported once the affected local municipalities and the Eden District Municipality conclude their Council's declaration of the local disaster process. On **4 September 2006** the Western Cape Provincial Disaster Management Centre received notification that the Eden District Municipality is applying for the declaration of the Eden District as a local disaster area in terms of section 55 of the Disaster Management Act, (57 of 2002). The Western Cape Provincial Disaster Management Centre then confirmed

support of Eden being declared a disaster area through the National Disaster Management Centre.

On Wednesday, **6 September 2006**, a second cabinet submission regarding the status and preliminary losses of both flooding events, served before provincial cabinet where it was resolved that Eden District Municipal area be declared a local disaster and that cabinet consider both flooding events as a compound disaster and not to view it as two separate events. On **7 September 2006** the Ad-hoc flood recovery committee met for the second time and were requested to finalise and verify losses by **15 September 2006**, reporting only on cost and damages which they are primarily and financially responsible for. During a meeting held on **15 September 2006** with the Inter-Ministerial Committee on Disaster Management (ICDM), the National Minister for Provincial and Local Government, Mr Mufamadi and the relevant MEC's from the Western and Eastern Cape discussed the status regarding the floods in both provinces. During this meeting Minister Mufamadi classified Eden District as a Disaster area. Final verified losses were collated and reported to the National Disaster Management Centre on **20 September 2006** to foster engagement with National Treasury.

Discussions in respect of the above were held on **28 September 2006**, between the National Disaster Management Centre and National Treasury, where it was decided that the intended Treasury Memorandum, that was to serve at the Treasury Committee on **10 October 2006**, be withdrawn and that the National Minister for Provincial and Local Government, Mr FS Mufamadi, approach the National Minister of Finance, Mr TA Manuel, to authorize the use of funds from the National Revenue Fund in terms of section 16 of the PMFA to provide for post disaster reconstruction and rehabilitation. In the interim National as well as Provincial Treasury requested that the global amount reflecting non-insured losses as reported by Municipalities and Departments be divided into the funds needed within this financial year and the amount which can be split over the MTEF period, taking into account the capacity of the department or municipality to spend the funds.

#### **4. ESTIMATED LOSSES**

##### **4.1 COMBINED VERIFIED LOSSES FOR THE COMPOUND DISASTER EVENT AS REPORTED BY INSTITUTIONS/ MUNICIPALITIES**

Total verified losses taking into account both flooding events, as reported by the various Municipalities as well as Provincial and National Departments including parastatals amounts to **R602 162 897.50** of which a budgetary shortfall of **R352 670 599.10** is evident.

**Annexure A** illustrates what of these costs were insured and what were not-insured also giving an indication of firstly the variance and secondly the amount which the various institutions / municipalities are able to contribute towards the rehabilitation and reconstruction of damages / losses incurred. It should be noted that the initial contributions as indicated by Municipalities after the first flooding

event have been minimised significantly as a result of the second flooding event which hampered their means of coping with the event financially.

Total losses for national departments amounts to R93 304 000.00 of which a shortfall of R85 704 000.00 are being reflected indicating, the losses / damages suffered through the partial collapsing of Kaaimans Pass which are the most significant. Total losses for the account of provincial departments amounts to R236 773 285.00 of which the losses for road infrastructure, R90 940 000.00, are reflected as a loss as well as variance, as a result of maintenance funds which are to be re-prioritised for flood damage reconstruction. Municipal losses amounts to R121 783 314.10 of which a shortfall of R114 123 314.10 are reflected. These losses are evident as a result of municipalities' capabilities of dealing financially with two flood events in such a short period of time.

**Annexure B** illustrates the breakdown of the funds over this financial year as well as the rest of the MTEF period, as requested by National and Provincial Treasury for reconstruction and rehabilitation purposes. It should be noted that extra losses were received from Breede river/ Winelands local Municipality (R608 000.00) and Mossel Bay Local Municipality (R4 973 362.60). The non-insured losses from the Department of Local Government and Housing (Housing) reflects a reduction in cost taking into account a contribution of R5 180 000.00.

#### 4.2 **OVERVIEW OF LOSSES INCURRED**

Damage and losses incurred in the Eden and Central Karoo Districts were more extensive than that suffered by the Overberg and Cape Winelands Districts. The losses incurred during the two flooding episodes have severely and negatively disrupted the local economies, infrastructure, property, the environment as well as the livelihoods of the affected communities within the affected Districts. Infrastructure damage included damage to roads, informal and formal housing, bridges, commercial and subsistence farms, storm water drains, municipal sewerage works, holiday resorts and dams. A serious matter for concern in the Eden region is the partially collapsing of the Kaaimans Pass. This road network is seen as the lifeline of the Southern Cape's economy. A total of seven human fatalities were reported as a result of both flooding events in the Eden District. The cost estimates derived from the assessments taking into account all four District Municipal areas indicate that most of the losses incurred are municipal infrastructure, environmental and agricultural damage.

#### 5. **RECOVERY PLAN**

The Provincial Disaster Management Centre managed to compile and distribute a comprehensive recovery plan which is currently being implemented by members of the ad-hoc flood recovery committee as well as all relevant role players. The plan serves as an intervention plan in order to co-ordinate the reconstruction and rehabilitation within the disaster stricken area within the Western Cape Province.

Attached hereto as **Annexure C**, is the comprehensive, detailed recovery plan which have been divided in a long and short term application.

## **6. CRITICAL ISSUES OF CONCERN IN THE WESTERN CAPE PROVINCE**

The following issues are of concern to the Western Cape:

- The economic impact and vulnerability relating to the closure of the Kogmanskloof Pass, Kaaimans Pass and Swartberg Pass during flooding occurrences;
- Major disruption of damaged municipal infrastructure and road networks;
- Limited human and resource capacity at local municipal level;
- The lack of adequate and well equipped district disaster management centres;
- The repetitive repairing of infrastructure without conducting cost-benefit analysis; and
- The negative impact on the agricultural and tourism sectors;

## **7. LESSONS LEARNT**

- The value of credible and reliable information to be nurtured in emergency and disaster situations;
- That the roles and responsibilities of disaster management across the three spheres of government to be communicated and understood by all stakeholders;
- The establishment of a focused institutional mechanism to address across critically repeatedly affected line departments, to develop an integrated risk management strategy for areas for which there is now repeated evidence of extreme losses from recurrent extreme weather, including, for instance, the identification of 'red zones' or high risk areas that are constantly exposed and experiencing losses. For example, in these areas, the development of legally required institutional processes that require climate risk and related conditions to be factored into any new developments (already required in the National Disaster Management Framework). This would also include the development of methods to compare cost-benefit outcomes of incorporating a risk reduction component at the design stage - rather than pay for repeated repairs. It could also result in review of existing requirements to ensure that a risk scientist is required as a member of the EIA team for developments in areas identified as "high risk" and in the same way that a specialist in the cultural value of an area is also required in new developments.
- That the communication of early warnings to community level be investigated;
- That the importance of valid and correct media liaison be nurtured.

## **8. RECOMMENDATIONS:**

Based on the comprehensive damage assessment, it is recommended:

- 8.1 That approval is granted for emergency funding as outlined in **Annexures A & B** for recovery purposes.
- 8.2 That the final figures are forwarded to National Treasury for financial assistance;
- 8.3 That the disaster recovery plan as outlined in **Annexure C** be implemented;
- 8.4 Approve immediate engagement by the Provincial Government of the Western Cape with National Treasury via the National Disaster Management Centre to obtain additional funding to counter the costs of municipal damages that could not be catered for in the municipal budget adjustment processes;

**9. PERSONNEL IMPLICATIONS**

No personnel implications.

**10. FINANCIAL IMPLICATIONS**

The financial implications as assessed and calculated by the various institutions and departments as well as Municipalities reflected total losses of **R602 162 897.50** of which a budgetary shortfall in terms of non-insured losses for Provincial Departments and Municipalities amounts to **R276 312 961.70**, which will need to be funded to ensure the efficient and effective reconstruction and rehabilitation within the Western Cape Province. A detailed assessment and verification were done by the various departments/ institutions and municipalities, taking into account the damages and losses of both flooding events.

**11. PRIORITY CLASIFICATION**

Category of priority: B - Essential

**12. OTHER DEPARTMENTS / INSTITUTIONS CONSULTED**

National Disaster Management Centre  
National Department of Water Affairs and Forestry  
National Department of Public Works  
National Department of Home Affairs  
Provincial Department of Agriculture  
Provincial Department of Local Government and Housing  
Provincial Department of Social Services and Poverty Alleviation  
Provincial Department of Environmental Affairs and Development Planning  
Provincial Department of Health  
Provincial Department of Education  
Provincial Department of Transport and Public Works  
Provincial Department of Community Safety  
Provincial Treasury

Department of the Premier  
Overberg District Municipality  
Cape Winelands District Municipality  
Eden District Municipality  
Central Karoo District Municipality  
Breederiver/ Winelands Local Municipality  
Oudtshoorn Local Municipality  
Kannaland Local Municipality  
Hessequa Local Municipality  
George Local Municipality  
Knysna Local Municipality  
Mossel Bay Local Municipality  
Bitou Local Municipality  
Prins Albert Local Municipality  
Laingsburg Local Municipality  
South African Police Services  
South African Air Force (SANDF)  
South African Weather Services  
Agri-Western Cape  
Cape Nature  
Eskom  
SPCA  
Transnet  
South African Red Cross Society  
Salvation Army  
University of Cape Town  
Working on Fire  
Local businesses  
Various NGO's and church organisations

**13. RECOMMENDATION**

The Cabinet takes note of the recommendations in paragraph 8.

**HEAD OF DEPARTMENT**

**DATE**

Comments:

I, the undersigned, do hereby certify that, in terms of Provincial Treasury Instruction 2.2.1:

- ❖ The Financial implications of the submission have been noted and funding is available ;
- ❖ The submission complies with all applicable financial statutory requirements; and
- ❖ The submission is therefore in order

**CHIEF FINANCIAL OFFICER**

**DATE**

Comments:

The financial implications have been noted.

**HEAD OFFICIAL: PROVINCIAL TREASURY**

**DATE**

Comments:

I concur with the legal contents of the memorandum.

**CHIEF DIRECTOR: LEGAL SERVICES**

**DATE**

Comments:

The contents of the memorandum have been noted.

**MINISTER QR DYANTYI**

CABINET MEETING.....

MINUTE NO. /2006

**REPORT TO CABINET: STATUS REGARDING THE COMPOUND FLOOD DISASTER IN THE CAPE WINELANDS, OVERBERG, EDEN AND CENTRAL KAROO DISTRICT MUNICIPAL AREAS**

(LG 11/2/3/2/K3/K17/K22/K28

Local Government and  
Housing)

**1. RESOLVED that Cabinet:**

- 1.1 That costing of losses incurred in the disaster as outlined in **Annexure A & B** for the recovery purposes be acknowledged.
- 1.2 That the recovery plan as outlined in **Annexure C** be noted;
- 1.3 Provide a mandate to the Provincial Treasury and provincial departments to manage losses encountered through the best possible mechanisms.
- 1.4 Approve immediate engagement by the Provincial Government of the Western Cape with National Treasury via the National Disaster Management Centre to obtain additional funding to counter the costs of municipal damages that could not be catered for in the municipal budget adjustment processes;

**SECRETARY: CABINET**

KABINETSVERGADERING.....

NOTULE NR.

/2006

**VERSLAG AAN KABINET: STATUS AANGAANDE DIE VLOEDE IN DIE KAAPSE WYNLAND, OVERBERG, EDEN EN SENTRAAL KAROO DISTRIKSMUNISIPALE AREAS**

(LG 11/2/3/2/K3/K17/K22/K28

Plaaslike Regering en  
Behuising)

**1. Kabinet BESLUIT dat:**

- 1.1 Onkoste van verliese gely gedurende die ramp word vir nood befondsing soos uiteengesit in **Aangangsel A & B** erken word;
- 1.2 Goedkeuring verleen word vir implementering van die herstel plan soos uiteengesit in **Aanhangsel C**;
- 1.3 Goedkeuring verleen word vir verskaffing van 'n mandaat aan die Provinsiale Tesourie en provinsiale departemente om hul verliese te bestuur deur middel van die beste moontlike meganismes.
- 1.4 Goedkeuring verleen word vir onmiddellike gesprekvoering tussen die Provinsiale Regering van die Wes-Kaap met die Nasionale Tesourie via die Nasionale Rampbestuursentrum ten einde adisionele fondse te bekom om die koste van munisipaleskade aan te spreek wat nie deur die munisipale begrotings-aansuiwering proses beredder kan word nie;

**SEKRETARIS: KABINET**