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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 OF FLOODS WHICH OCCURRED IN THE CAPE
WINELANDS, OVERBERG, EDEN AND CENTRAL KAROO DISTRICT MUNICIPAL
AREAS ON 19-24 NOVEMBER 2007**

I support the attached draft resolution.

DIRECTOR-GENERAL

THE DIRECTOR-GENERAL

1. PURPOSE

- 1.1 To inform cabinet on the status regarding the floods which occurred on 19-24 November 2007 that affected the Cape Winelands, Overberg, Eden and Central Karoo District Municipal areas.
- 1.2 To request assistance for the provision of emergency funding as outlined in Tables 2 and 3 for recovery purposes.

2. BACKGROUND

- 2.1 The floods as experienced in the Overberg, Cape Winelands, Eden and Central Karoo District Municipal areas resulted from a cut-off low weather system which severely affected the Southern Cape. This caused widespread damage and losses throughout the Province. The impacts sustained in the previous events reflect the fifth experience of severe weather losses within the Western Cape since 2003. The direct economic losses from the 2006 flood event exceeded R602 million, more than double the losses sustained in 2003, which confirm the fact that this Province has been identified as highly exposed to the effects of the increased climate change variability. It is co-incidental that the same district municipalities which suffered extreme damages and losses with the August 2006 compound flood disaster are the exact same district municipalities that suffered extensive losses during the November 2007 floods.

The Western Cape Province is unfortunate in the sense that the entire province has been affected by two major floods during the current financial year. During

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June 2007, the West Coast District Municipal area experienced floods, which mostly resulted in extensive infrastructural and agricultural damage that amounted to **R127 379 751.62**. The West Coast District Municipality was subsequently declared as a Local Disaster area and National Treasury has approved the request for emergency funding. This funding is made available over a three year period, and an amount of **R12 639 100.00** has been approved for this financial year. This was followed by the July 2007 City of Cape Town's floods which affected approximately ±38 000 people in 75 high-risk communities. These losses related to formal as well as informal housing throughout the City of Cape Town. This event has led to negotiations and planning between the City of Cape Town and the Provincial Department of Local Government and Housing regarding the permanent relocation of people residing in high-risk informal settlements.

2.2 METEOROLOGICAL OVERVIEW

During November, the South Coast of the Western Cape Province normally experiences high-pressure systems that are situated in the Atlantic Ocean. When these systems move east it results in South Easterly conditions which will cause rain along the South Coast. However, when a deep low pressure develops in the upper atmosphere and this is accompanied by a high-pressure system on the surface, the conditions prevail known as the "Black South-Easter". This weather system caused stormy weather, accompanied by heavy rainfall over the Southern and South-Western Cape.

On Tuesday the 20 November 2007, the "Black South-Easter" was supporting the development of a cut-off low pressure system. This cut-off low was eventually the cause of the heavy rain, which fell over the Southern Cape Coast. Cut-off low's are notoriously instrumental in causing heavy falls of rain, localized flooding and rough sea conditions. This particular system moved very slowly over the area, resulting in prolonged periods of heavy rain. An example of the rainfall intensity is the 448 mm that was measured within 48 hours at Witfontein in George. This is approximately double the amount of rain experienced during the August 2006 flooding event. The table below indicates the total amount of rainfall recorded during this flooding period.

Table 1 Rainfall >50mm recorded during the flooding period.

Rainfall reported at 06:00UT (08:00SAST) in mm								
	21st	22nd	23rd	24 th	25th	26th	27 th	TOTAL
Witfontein (George)		297	161	25.6			44.2	528.6
Knysna		112	205	50.2	0.2		48	415.6
George Airport		206	114	11.4		0.4	37.5	369.3
Heidelberg	80	98	45			20	16	259
Tsitsikamma (Storms River)		19.4	105	58.8	0.2		39.2	222.8

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Riversdale	1.2	122	47.8	0.4		7.2	13.8	192.8
Buffeljagsrivier	6	81.5	19.6		9.5	29	35.4	181
Villiersdorp	9.8	152	2.7			7	4.5	176.4
Uniondale		20	100	25			4.1	149.1
Plettenberg Bay		6.4	96.2	23.2			22	147.8
McGregor	4.5	65	60.8			6.5	3	139.8
Tygerhoek	21.8	101	0.6		1.8	2.4	7.4	135
Grabouw	20.4	92.6	8.8		0.2	4.6	5.4	132
Ladysmith Correctional		55	58	1.1		0.5	12	126.6
Joubertinia		41.2	35.6	43.4	0.2		5.8	126.2
Ladismith		41.6	57.4	0.4		0.4	12.2	112
Hermanus	66.2	33				0.6	5.2	105
De Rust		8	81				14	103
Worcester		79.2	3			9.2	5	96.4
Robertson	0.5	60	3.5			14.2	13.2	91.4
Kleinmond	18	38	2.5			7	18.5	84
Oudshoord RR station		6.7	54.6	1.5			10.2	73
Oudtshoorn		12.6	46	0.8			6.8	66.2
Stilbaai	1	34.4	6.8	0.6		2.6	14.8	60.2
Struisbaai	3.8	46.2					0.2	50.2

3. DISASTER MANAGEMENT INTERVENTION

The South African Weather Service (SAWS) issued weather advisories as early as Monday, 19 November 2007. This was followed by various weather warnings from 20 November 2007, which informed disaster management practitioners that heavy falls of rain could be expected. These warnings were followed up with various phone calls and e-mail messages from SAWS to Disaster Management Centres advising them on the prognoses.

The Western Cape Provincial Disaster Management Centre's (PDMC) issued early warnings to the District Disaster Management Centres based on the advisories and warnings received from the SAWS.

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The management of this flooding event reflected a multi-sectoral and multi-disciplinary approach in the coordination of the above-mentioned incidents. District disaster management centres were activated and Joint Operation Centres (JOC's) were established at the worst affected District Municipalities, namely Overberg, Cape Winelands and Eden. In Overberg and Eden, joint operation centre's were also established on local level which assisted the Districts tremendously in their task to coordinate the event on a district level. The following role-players were involved and co-operated in the operations of the JOC's, namely Emergency Medical Services (EMS), Provincial Traffic, Provincial Departments of Local Government and Housing, Social Development, Transport and Public Works, Agriculture, Environmental Affairs and Development Planning, National Department of Water Affairs and Forestry (DWAF), South African Weather Services (SAWS), South African Police Services (SAPS), as well as various NGO's.

The rescue teams of the emergency services played a vital role in the rescue and evacuation operations throughout the Province. People were airlifted to safety and others were brought to safety with rubber-duck boats. The coordination, cooperation and management between the local municipalities and their respective districts were excellent and very well co-ordinated. The Provincial Disaster Management Centre assisted and supported district disaster management centres during this extreme weather event. The disaster management satellite system was efficiently utilised for the purposes of the emergency medical services but still have some challenges regarding its utilisation for disaster management purposes in situations of this nature.

On Saturday, **25 November 2007**, a delegation which was led by the Premier of the Western Cape, Mr Ebrahim Rasool, as well as the MEC responsible for Disaster Management, Minister Richard Dyantyi, visited the Eden District Municipal area. During this visit, the Premier indicated that a declaration of a disaster would not be considered before a thorough damage assessment was conducted by the affected municipalities and departments.

On 28 November 2007, the PDMC facilitated preliminary damage assessments sessions in Swellendam for the Overberg and Cape Winelands District Municipal areas and on **29 November 2007** in George for the Eden and Central Karoo District Municipal areas. Municipalities as well as provincial and national departments were given an opportunity to present and submit their preliminary damage assessment reports.

4.3 PRELIMINARY LOSSES

4.4 OVERVIEW OF DAMAGES AND LOSSES INCURRED

The November 2007 cut-off low resulted in serious impacts and losses across the Overberg, Cape Winelands, Eden and Central Karoo District Municipal areas. The worst affected area once again was the Eden District Municipality.

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Damage and losses incurred in the Eden, Overberg and Cape Winelands District Municipality areas were more extensive than that suffered by the Central Karoo District Municipality. The damages and losses incurred during the extreme weather event, severely and negatively disrupted the local economies, infrastructure, property, the environment as well as the livelihoods of the affected communities within the affected areas. 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. The rehabilitation and reconstruction of infrastructure as well as the cleaning up of beaches are crucial for the coming festive season.

The areas most affected were in low-lying areas where the storm water drainage systems could not cope with the exceptional downpours. Most of the Department of Water Affairs and Forestry's (DWAF) dams, namely the Misverstand, Upper Steenbras, Buffelsjags, Duiwenhoks, Korente Vet, Prinsrivier, Calitzdorp, Wolwedans, Hartebeeskuil and Garden Route Dams were over 100% full and some even overflowing during the course of this extreme weather event. Various rivers across the four affected districts were in flood, such as the Gouritz, Olifants, Keurbooms, Goukou, Duiwenhoks, Olifants, Kammansie, Breede, Groot Brak, Grobelaars, Groot, Kandelaars, Brand and the Touws Rivers.

It has been noted that the number of motor vehicle accidents increased as a result of the extreme weather activity. It is unfortunate that the Eden District experienced human fatalities, whereby a 12-year old boy drowned at Harkerville and a 68-year old farmer also drowned in the Diepriver.

A serious matter for concern is the fact that the University of Cape Town's research report on the August 2006 floods revealed that critical infrastructure and agriculture seem to suffer the most damage when exposed to extreme weather events. These sectors have again been affected the worst.

4.2 RELIEF

In terms of emergency housing and food, municipalities together with the assistance of emergency services as well as relevant Provincial Departments and Non-governmental organisations assisted in the rescue, evacuation, sheltering and feeding of approximately 3000 people. Displaced people were mostly from informal settlements, low-cost housing communities and farm areas. They have been provided with temporary shelter, drinking water, food, blankets and clothes. Most of the affected people returned to their homes once the area was declared safe and water levels subsided. In some instances, emergency relief was provided using helicopters to areas which were cut off as a result of road closures and flooded rivers.

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4.3 PRELIMINARY LOSSES FOR THE RECENT FLOODING EVENT AS REPORTED BY DEPARTMENTS AND MUNICIPALITIES

The total preliminary losses, as reported by the various Municipalities as well as Provincial and National Departments amounts to **R746 358 680.24** of which the budgetary shortfall is still unknown.

Table 2, illustrates the extent of losses as per district municipality, taking into account total losses such as agriculture, housing, infrastructure etc. which were suffered in a specific District Municipal area of jurisdiction.

Table 2: Losses as per District

DISTRICT	LOSSES
Overberg District Municipality	R 62 118 052.00
Cape Winelands District Municipality	R 63 744 048.00
Central Karoo District Municipality	R 2 000 000.00
Eden District Municipality	R618 496 580.24
TOTAL	R746 358 680.24

Table 3 illustrates the total losses which are related to the various provincial and national departments as well as municipalities. As a result of the time constraints, most departments and municipalities could not provide detailed assessments as requested. Although the table provides an estimated assessment of total losses, it excludes information such as which of the losses are insured, not insured as well as indicating the ability of departments/ municipalities to contribute to the rehabilitation and reconstruction process. Some municipalities and departments such as Agriculture indicated that they do have damage and losses but that some areas are still inaccessible, which makes it impossible to conduct preliminary assessments.

It should be noted that the losses as suffered by the Swellendam Local Municipality during the August 2006 floods were also included based on the fact that this Municipality never received financial assistance to repair damage and also doesn't have sufficient funds to fund the reconstruction and rehabilitation.

At this stage no preliminary assessments were received from SANRAL, Telkom, and Eskom.

Table 3: Total losses

NATIONAL DEPARTMENTS	TOTAL LOSSES
Department of Water Affairs and Forestry	R 6 500 000.00
Department of Environmental Affairs and Tourism	R 500 000.00
SanParks	R10 640 000.00
TOTAL	R17 640 000.00

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PROVINCIAL DEPARTMENTS	TOTAL LOSSES
Department of Transport and Public Works (Cape Nature)	R8 192 705.00
Department of Transport and Public Works (Roads)	R157 446 000.00
Department of Agriculture	R185 000 000.00
Department of Social Development	R1 387 000.00
Department of Health	R250 000.00
Department of Local Government and Housing	R104 879 000.12
SUB TOTAL	R457 154 705.12
MUNICIPALITIES	
Theewaterskloof Local Municipality	R10 798 440.00
Swellendam Local Municipality	R8 488 387.00
Breederiver/ Winelands	R58 048.00
Eden District Municipality	R43 706 500.00
Hessequa Local Municipality	R15 508 100.00
Mosselbay Local Municipality	R36 280 000.00
George Local Municipality	R46 000 000.00
Bitou Local Municipality	R34 800 000.00
Oudshoorn Local Municipality	R2 144 500.00
Kannaland Local Municipality	R6 814 000.00
Knysna Local Municipality	R66 966 000.12
SUB TOTAL	R271 563 975.12
GRAND TOTAL	R746 358 680.24

It should also be noted that the figures as indicated are preliminary and still need to be verified. Also note that these assessments did not take private losses into account bearing in mind that the middle and upper income classes of people and communities specifically in Eden District Municipality area were definitely affected and also suffered severe losses which presumably might be covered by their insurance.

The National Disaster Management Centre appointed Bigen Africa, Consulting Engineers to assist Municipalities with the verification process. Provincial and national departments will also verify and assist Municipalities with their verification. These losses can only be confirmed once the municipalities and departments have gone through the verification process.

5. RECOVERY PLAN

The Provincial Disaster Management Centre compiled a recovery plan to address the recovery process. The plan serves as an intervention plan in order to co-ordinate and facilitate the reconstruction and rehabilitation within the flood affected areas.

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Table 4 – Recovery Plan:

1. Emergency relief is still provided including trauma counselling.	On-going
2. Cabinet delegation including the Premier and MEC responsible for disaster management visited George.	24 November'07
3. MEC responsible for Disaster Management – Media briefing in Sedgefield on the current status and recovery process.	26 – 27 November'07
4. Preliminary assessments presented in Swellendam by the Overberg and Cape Winelands District Municipalities, Provincial and National Departments.	28 November'07
5. MEC responsible for Disaster Management visited Theewaterskloof Local Municipality.	29 November'07
6. Preliminary assessments presented in George by the Eden and Central Karoo Municipalities, Provincial and National Departments.	29 November'07
7. Submit and inform Provincial Cabinet & NDMC on the preliminary damage assessments	5 December'07
8. Municipalities to reach consensus on local disaster declarations or not	10 December'07
9. Municipalities and Departments to verify assessments and confirm to PDMC	13-15 December'07
10. Submit and inform Provincial Cabinet & NDMC on the verified damage assessments	15 December'07
11. Convene meetings to inform stakeholders on way forward.	On-going
12. Establishment of ad-hoc flood recovery committees on district municipal level	Jan-Feb 2008
13. Finalise the disaster declaration process if necessary	Jan-Feb 2008
14. Convene a disaster debriefing session/s.	March 2008

6. DECLARATION OF DISASTER

As an alternative measure in dealing with the major flooding incident by the appropriate line departments, the declaration of a disaster in accordance with the Disaster Management Act (Act 57 of 2002) could be investigated. The Disaster Management Act makes provision for the declaration of a local disaster. Although not a prerequisite, the declaration of a disaster could assist access to the central contingency fund, as well as to allow the applicable national / provincial and municipal department's budgets to be supplemented. The process for a local disaster declaration is as follows:

- Municipal councils of both the local and district municipalities to decide on whether or not to declare a local disaster;
- With the council resolutions of municipalities concerned; the district Municipal Disaster Management Centre to request the declaration of a local disaster;
- Provincial Disaster Management Centre through a Provincial Cabinet Resolution to recommend / not recommend the request for a local disaster declaration; and

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- National Disaster Management Centre to confirm the local disaster declaration through a classification process. The outcome of this classification process will determine the declaration of a local disaster, which has to be published in the provincial gazette.

In the light of the above it is not clear whether local or district municipalities will consider the declaration of a disaster or not. Considering the extensive amount of damages and losses it might be an avenue to follow.

7. CRITICAL ISSUES/ CHALLENGES

The following issues/ challenges are of concern:

- Repetitive infrastructural failures as a result of extreme weather events;
- The rehabilitation and reconstruction of critical infrastructure before the start of the upcoming festive season;
- Municipalities should mitigate and improve when embarking upon rehabilitation and reconstruction of damaged infrastructure;
- The impact of global warming, climate change and adaptation should be kept in mind when implementing development planning;
- Infrastructure and storm water risk should be considered based on design criteria;
- Relevant authorities to take responsibility for the cleaning of debris underneath bridges – clearing of storm water on a regular basis or as and when weather warnings are issued;
- Sensitivity around the placement of the N2 bypass in Eden;
- Vulnerable communities to be identified and relocated out of flood plains;
- Availability and reliability of one supplier for humanitarian aid;
- The dissemination of weather advisories and warnings to community level;
- Limited emergency personnel on district and local municipal level and the establishment of a volunteer corps to complement and assist;
- Effective communication between Provincial Roads and Traffic authorities;
- The under estimation of damages;
- Domino effect of dam breaks;
- The repetitive repairing of infrastructure without conducting cost-benefit analysis;
- The negative impact on the agricultural and tourism sectors with some roads still being inaccessible; and
- Beaches that need to be cleaned before the festive season commences.

A detailed discussion of these issues, and suggested remedies, will be included in the 15 December 2007 report to Cabinet on verified damage assessments.

8. LESSONS LEARNT

- The value of credible and reliable information to be nurtured in emergency and disaster situations;

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- That Western Cape Province is highly exposed to recurrent extreme weather events with costly economic and social cost;
- That the communication of early warnings to community level be explored;
- That the importance of valid and correct media liaison be nurtured.

9. **RECOMMENDATIONS:**

Based on the preliminary damage assessment, it is recommended:

- 9.1 That costing of losses incurred in the flooding event as outlined in **Table 3** for the recovery purposes be acknowledged.
- 9.2 That the recovery plan as outlined in **Table 4** be noted;
- 9.3 That Provincial Treasury and provincial departments be provided with a mandate to manage losses encountered through the best possible mechanisms;
- 9.4 That approval be granted for the 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;
- 9.5 That the National Disaster Management Centre's appointed Bigen Africa Consulting Engineers, together with the Provincial and National Departments verify the preliminary figures;
- 9.6 That the affected District Disaster Management Centre be advised to manage the recovery processes in their respective Districts Municipal areas;
- 9.7 That Municipalities and Departments are encouraged to explore the possibility of contributing financially towards their own recovery processes, in line with all applicable legislation.

10. **PERSONNEL IMPLICATIONS**

No personnel implications.

11. **FINANCIAL IMPLICATIONS**

The financial implications as assessed and calculated for the various departments and Municipalities reflected total losses to the amount of **R746 358 680.24** which will need to be funded to ensure the efficient and effective reconstruction and rehabilitation within the Western Cape province. A preliminary assessment was done and verification would still be crucial for the various departments/ institutions and municipalities.

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12. PRIORITY CLASSIFICATION

Category of priority: B - Essential

13. OTHER DEPARTMENTS / INSTITUTIONS CONSULTED

National Disaster Management Centre
National Department of Water Affairs and Forestry
National Department of Agriculture
Provincial Department of Agriculture
Provincial Department of Local Government and Housing
Provincial Department of Social Development
Provincial Department of Environmental Affairs and Forestry
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
Theewaterskloof Local Municipality
Cape Agalhus Local Municipality
Swellendam 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
Working on Fire
Working for water
Local businesses
Various NGO's and church organisations

14. RECOMMENDATIONS

The Cabinet takes note of the recommendations in paragraph 9.

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 this submission have been noted,
- the submission complies with all applicable financial statutory requirements, and
- the submission is therefore in order.”

CHIEF FINANCIAL OFFICER

DATE

Comments

The legal implications have been noted.

CHIEF DIRECTOR: LEGAL SERVICES

DATE

Comments

The financial implications have been noted.

**HEAD: OFFICIAL
PROVINCIAL TREASURY**

DATE

Comments

The contents of the memorandum have been noted.

MINISTER OF LOCAL GOVERNMENT AND HOUSING

DATE

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CABINET MEETING.....

MINUTE NO. /2007

REPORT TO CABINET: STATUS OF FLOODS WHICH OCCURRED IN THE CAPE WINELANDS, OVERBERG, EDEN AND CENTRAL KAROO DISTRICT MUNICIPAL AREAS ON 19-24 NOVEMBER 2007

(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 flooding event as outlined in **Table 3** for the recovery purposes be acknowledged.
- 1.2 That the recovery plan as outlined in **Table 4** 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;
- 1.5 That the National Disaster Management Centre's appointed, Bigen Africa Consulting Engineers together with the Provincial and National Departments to verify the preliminary figures;
- 1.6 That the affected District Disaster Management Centre be advised to manage the recovery process in their respective Districts;
- 1.7 That Municipalities and Departments are encouraged to explore the possibility of contributing financially towards their own recovery processes, in line with all applicable legislation.

SECRETARY: CABINET

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KABINETSVERGADERING.....

NOTULE NR. /2007

VERSLAG AAN KABINET: STATUS VAN DIE VLOEDE IN DIE KAAPSE WYNLAND, OVERBERG, EDEN EN SENTRAAL KAROO DISTRIKSMUNISIPALE AREAS OP 19-24 NOVEMBER 2007.

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

Plaaslike Regering en
Behuising)

1. Kabinet BESLUIT dat:

- 1.1 Dat kennisname geneem word van die herstelkoste van verliese gely gedurende die vloede insident soos uiteengesit in **Tabel 3**;
- 1.2 Kennis geneem word van die herstelplan soos uiteengesit in **Tabel 4**;
- 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 addisionele fondse te bekom om die koste van munisipaleskade aan te spreek wat nie deur die munisipalebegrotings-aansuiweringsproses beredder kan word nie;
- 1.5 Dat die Nasionale Rampbestuursentrum se aangestelde konsulerende ingenieurs nl. "Bigen Africa" tesame met Provinsiale en Nasionale Departemente die voorlopige syfers verifieer;
- 1.6 Dat die geaffekteerde distrikrambestuursentrums geadviseer word om die herstelproses in hul onderskeie distrikte te bestuur.
- 1.7 Dat munisipaliteite en departemente aangemoedig word om die moontlikheid te ondersoek ten einde finansiell by te dra tot hul eie herstelprosesse in lyn met alle relevante wetgewing.

SEKRETARIS: KABINET