

File: LG11 /2/3/2/K3/K17/K22/K28
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MINISTER QR DYANTYI

THE PREMIER

REPORT TO CABINET: VERIFIED LOSSES CAUSED BY THE FLOODS WHICH OCCURRED IN THE CAPE WINELANDS, OVERBERG, EDEN AND CENTRAL KAROO DISTRICT MUNICIPAL AREAS ON 19-24 NOVEMBER 2007 AND REQUEST TO HAVE THE EDEN DISTRICT MUNICIPALITY DECLARED AS A LOCAL DISASTER AREA

I support the attached draft resolution.

DIRECTOR-GENERAL

THE DIRECTOR-GENERAL

1. PURPOSE

- 1.1 To inform cabinet on the verified losses following the recent floods which occurred on 19-24 November 2007 that affected the Cape Winelands, Overberg, Eden and Central Karoo District Municipal areas.
- 1.2 To support the declaration of the Eden District Municipal area as a local disaster area.
- 1.3 To request assistance for the provision of emergency funding and the request for the declaration of a local disaster as outlined in:
 - Annexure A: A detailed report on the verified losses;
 - Annexure B: Eden District Municipalities request; and
 - Annexure C: Draft letter for the declaration of a local disaster area.

2. BACKGROUND

The floods which occurred between 19-24 November 2007 in Overberg, Cape Winelands, Eden and Central Karoo District Municipal areas resulted from a cut-off low weather system which severely and negatively affected especially the Southern Cape region.

This extreme weather event resulted in severe damage and losses to dams, municipal infrastructure, formal and informal housing, roads as well as agricultural land, equipment and crops.

The Eden District Municipality was once again the hardest hit, almost a repeat of the August 2006 floods where this district also sustained the worst impact. It is evident that the extent and impact of the floods in terms of losses tripled compared to the August 2006 floods. This is confirmed by the rainfall intensity where 512mm rain was measured in George over a 24hour period, and also the dam levels in this area exceeded 100% in most instances.

3. RECOVERY PROCESS

Municipalities and Departments immediately embarked upon mopping up and emergency repairs of water pipes, stormwater pipes, damaged roads etc in order to ensure adequate water and electricity supply as well as mobility and accessibility of roads and beaches.

The Provincial Disaster Management Centre facilitated preliminary assessment meetings on Wednesday, 28 November 2007 in Swellendam for Overberg and Cape Winelands Districts and on Thursday, 29 November 2007 in George for the Central Karoo and Eden Districts. A Cabinet submission was prepared and served before Cabinet on Wednesday, 5 December 2007 which confirmed preliminary losses to the amount of R746 million. Municipalities and Departments were given a two week period to verify all preliminary losses. An ad-hoc flood recovery committee meeting was held on Thursday, 13 December 2007 where Departments and Municipalities were given an opportunity to present their verified figures.

4. VERIFIED LOSSES

4.1 OVERVIEW OF DAMAGES AND LOSSES INCURRED

The November 2007 floods revealed severe damage and losses across the Overberg, Cape Winelands, Eden and Central Karoo District Municipal areas. The Eden District seems to have been the hardest hit District.

The damage assessments done by Municipalities and Departments confirmed that severe damage was evident to road networks, critical municipal infrastructure, private and public property, the environment as well as agricultural damage. The adequate and efficient recovery process is essential in ensuring mobility and accessibility specifically in the Eden District.

4.2 VERIFIED LOSSES FOR THE NOVEMBER 2007 FLOODS AS REPORTED BY DEPARTMENTS AND MUNICIPALITIES

Total verified losses taking into account the flooding which occurred in the Overberg, Cape Winelands, Central Karoo and Eden Districts, as reported by the various Municipalities, as well as Provincial and National Departments including parastatals amounts to **R1 181 436 762.24** of which a budgetary shortfall of **R1 067 477 006.84** is evident.

The attached **Annexure A** illustrates a detailed version of the losses incurred, giving an indication of what of these costs are 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. Total losses for **national departments** and parastatals amounts to **R24 585 000.00** of which a shortfall of **R24 585 000.00** are being reflected. Total losses for the account of **provincial departments** amounts to **R784 368 854.12** of which the losses for road infrastructure, **R408 240 000.00** 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. This substantial amount includes rehabilitation and reconstruction of previously flood damaged roads which sustained more damages as well reconstruction work needed to two significant passes, namely: the Bloukrans Pass and the Groot River Pass. The budgetary shortfall relevant to provincial departments amounts to **R673 033 098.72**. **Municipal losses** amounts to **R372 482 908.12** of which a budgetary shortfall of **R369 858 908.12** are reflected.

Table 1, below provides an indication of summary of the verified losses as per district municipality.

Table 1: Verified losses as per district

DISTRICT	LOSSES
Overberg District Municipality	R56 085 544.00
Cape Winelands District Municipality	R54 448 048.00
Central Karoo District Municipality	R 2 000 000.00
Eden District Municipality	R1 068 903 170.24
TOTAL	R1 181 436 762.24

It should be noted that the losses suffered by the Swellendam Local Municipality during the August 2006 floods were again assessed and verified and included in this submission.

No preliminary or verified assessment reports were received from SANRAL, Telkom and Eskom even though they were invited to the preliminary assessment sessions held on 28 and 29 November 2007 in Swellendam and George as well as the ad-hoc flood recovery committee meeting which was held at the Provincial Disaster Management Centre on 13 December 2007.

It should be noted that Departments and Municipalities took mitigation and risk reduction strategies into account when assessing and verifying the extent of their damages and losses. This is to ensure that critical infrastructure is reconstructed in a better and safer way which will eliminate possible future chances of failing when exposed to extreme weather. The floods of 2006 were definitely underestimated and were confirmed by the provincial Department of Public Works and Transport which funded 100% more losses than what was initially assessed and reported.

It is also important to note that the National Disaster Management Centre appointed Bigen Africa consulting engineers to assist Municipalities and departments with the verification process. The Provincial Disaster Management Centre assisted Bigen Africa in the said task. At this stage the Provincial Disaster Management Centre has not received any report on the outcome of their verification process as they might report directly to the National Disaster Management Centre. Various discussions with these engineers indicated that their verification will only focus on certain projects as they will prioritise projects according to estimated reconstruction cost. The challenge with this approach is the fact that a Municipality or Department might have 15 projects of which only 1 or 2 might have been verified. This can easily result in distorted data which might be confusing and unreliable in the context of verifying total losses. It is for this reason that the Provincial Disaster Management Centre decided to use the verified figures as provided by Departments and Municipalities at the ad-hoc flood recovery committee meeting which was held on Thursday, 13 December 2007. It is therefore the prerogative of the National Disaster Management Centre to continue or prioritise the verification process from a National perspective.

It should further be noted that these assessments did not take private losses into account as this would be seen as a different exercise to approach insurance industries to provide the relevant information.

5. **RECOVERY PLAN**

A recovery plan was compiled and is updated on a regular basis. This plan mirrors an intervention plan which provides guidance to the recovery of the flood affected areas.

Table 2 – Recovery Plan:

SHORT TERM – RECOVERY PLAN	
Action	Date
1. Trauma counselling is provided on needs basis.	On-going
2. Cabinet delegation including the Premier and MEC responsible for disaster management visited George.	24 November'07
3. A situation report was submitted to the NDMC and principles.	26 November '07
4. Media briefing in Sedgefield on the status and recovery process – by MEC responsible for Disaster Management.	26 – 27 November''07
5. Preliminary assessment meetings were held in Swellendam for	28 November'07

the Overberg and Cape Winelands District Municipalities, Provincial and National Departments operating in those areas.	
6. MEC responsible for Disaster Management visited Theewaterskloof Local Municipality.	29 November'07
7. Preliminary assessment meetings were held in George for the Eden and Central Karoo District Municipalities, and Provincial and National Departments operating in those areas.	29 November'07
8. Submit and inform Provincial Cabinet & NDMC on the preliminary damage assessments outcome.	5 December'07
9. Municipalities to reach consensus on the declaration of a local disaster.	12 December'07
10. Municipalities and Departments to verified their assessments and confirmed it at ad-hoc flood recovery committee meeting	13 December'07
11. Submit and inform Provincial Cabinet & NDMC on the verified damage assessments	20 December'07
12. Convene meetings to inform stakeholders on way forward.	On-going
13. Establishment of ad-hoc flood recovery committees on district municipal level	Jan-Feb 2008
14. Finalise the disaster declaration process	Jan-Feb 2008
15. Convene a disaster debriefing session/s.	March 2008

LONG TERM - RECOVERY PLAN	
Action	Implementing agent
1. Meeting of <i>ad-hoc</i> recovery committee	Dept of Local Govt and Housing
2. Monitoring the implementation of recovery projects	Dept of Local Govt and Housing
3. Monitor spending of emergency relief funding	Nat and Prov Departments

6. DECLARATION OF DISASTER

6.1 The Disaster Management Act, Act 57 of 2002 makes provision for a local or district municipality to declare a disaster if the magnitude of such an event exceeds their ability to deal with it effectively. Although not a prerequisite, the declaration could assist access to central contingency funding, as to allow the applicable national / provincial and municipal department's budgets to be supplemented. The process for the declaration of a local disaster is as follow:

- 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
- 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.

- 6.2 During the ad-hoc flood committee meeting held on the 13 December 2007, the Eden District Municipality indicated that during a Council Committee meeting of the Eden District Municipality, which was held on 12 December 2007, the District Municipality decided to declare the Eden District as a local disaster, based on the following:
- The disaster affects the district as a whole;
 - The disaster causes or threatens to cause and disruption of the life of the community at large; and
 - The Municipalities alone are unable to deal with the disaster effectively.
- 6.3 All four affected district municipalities were informed to indicate to the Provincial Disaster Management Centre whether they want to declare a disaster or not. It was only the Eden Districts who responded to this request. Although all Local Municipalities in Eden were consulted and supported the declaration of the Eden District Municipality as a local disaster the following Municipalities submitted council resolutions in this regard:
- Hessequa Local Municipality;
 - Mosselbay Local Municipality;
 - George Local Municipality;
 - Knysna Local Municipality;
 - Bitou Local Municipality;
 - Kannaland Local Municipality
 - Oudtshoorn Local Municipality
- 6.4 In the light of the above it is recommended that the Eden District Municipal area be declared a local disaster area, as it will be impossible for this District to recover from the disaster effectively without any financial assistance.

7. CRITICAL ISSUES/ CHALLENGES

Challenges and issues as indicated in the previous submission will be dealt with in a debriefing session which is planned for Jan-March 2008 and others might be taken up with the follow-up workshop which is also planned for early 2008 with the focus on the impact assessment which was done following the July/August 2006 floods which affected the same four districts. The Eden District Municipality also embarked upon various projects and programmes to address some of these issues.

8. RECOMMENDATIONS

Based on the comprehensive verified damage assessment, it is recommended:

- 8.1 That the Provincial Government of the Western Cape, recommends the declaration of the Eden District Municipal area as a local disaster area (Draft letter as per Annexure C);

- 8.2 That the Provincial Government of the Western Cape supports the request of the Eden District Municipality to declare the Eden District as a local disaster, and that this request be forwarded to the National Disaster Management Centre for the disaster classification process;
- 8.3 If the declaration of a local disaster is supported by the National Disaster Management Centre, the Provincial Government of the Western Cape be provided with the necessary mandates to immediately engage with National Treasury via the National Disaster Management Centre in obtaining additional funding to counter the costs of infrastructural and agricultural damages; and
- 8.4 That the Department of Local Government and Housing through its Provincial Disaster Management Centre be mandated to assist the Eden Disaster Management Centre with the co-ordination and facilitation of the recovery process.

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 **R1 181 436 762.24** of which a budgetary shortfall in terms of non-insured losses for Provincial Departments and Municipalities amounts to **R1 067 477 006.84**, which will need to be funded to ensure the efficient and effective reconstruction and rehabilitation within the Eden District as well as the Overberg, Cape Winelands and Central Karoo Districts. A verification process was done by the various departments / institutions and municipalities, taking into account the damages and losses of the flooding event which affected the Overberg, Cape Winelands, Central Karoo and Eden District Municipalities.

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 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

13. **RECOMMENDATION**

The Cabinet takes note of the recommendations in paragraph 8.

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 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

CABINET MEETING.....

MINUTE NO. /2007

VERIFIED LOSSES CAUSED BY THE FLOODS WHICH OCCURRED IN THE CAPE WINELANDS, OVERBERG, EDEN AND CENTRAL KAROO DISTRICT MUNICIPAL AREAS ON 19-24 NOVEMBER 2007 AND REQUEST TO HAVE THE EDEN DISTRICT MUNICIPALITY DECLARED AS A LOCAL DISASTER AREA

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

(Local Government and Housing)

1. RESOLVED that Cabinet:

- 1.1 Recommends the declaration of the Eden District Municipal area as a local disaster area (Draft letter as per Annexure C);
- 1.2 Support the request of the Eden District Municipality to declare the Eden as a local disaster, and that this request be forwarded to the National Disaster Management Centre for the disaster classification process;
- 1.3 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 infrastructural and agricultural damages; and
- 1.4 Mandate the Department of Local Government and Housing through its Provincial Disaster Management Centre to assist the Eden Disaster Management Centre with the co-ordination and facilitation of the recovery process.

SECRETARY: CABINET

VERSLAG AAN KABINET: GEVERIFIEERDE SKADE SOOS VEROORSAAK DEUR DIE VLOEDE WAT IN KAAPSE WYLAND, OVERBERG, EDEN EN SENTRAAL-KAROO DISTRIK MUNISIPALE AREAS PLAASGEVIND HET GEDURENDE 19 – 24 NOVEMBER 2007 ASOOK DIE VERSOEK VIR DIE VERKLARING VAN EDEN AS 'N PLAASLIKE RAMP GEBIED

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

(Plaaslike Regering en Behuising)

1. Kabinet BESLUIT dat:

- 1.1 Goedkeuring verleen word vir die verklaring van die Eden Distriksmunisipale gebied as 'n plaaslike ramp gebied (soos per konsepskrywe "Aanhangsel C");
- 1.2 Om die versoek van die Eden Distriksmunisipaliteit om Eden as 'n plaaslike ramp te verklaar, te ondersteun, asook om die versoek vir die klassifiseringsproses aan die Nasionale Rampbestuursentrum deur te gee;
- 1.3 Goedkeuring verleen word vir onmiddellike gesprekvoering deur die Provinsiale Regering van die Wes-Kaap met Nasionale Tesourie via die Nasionale Rampbestuursentrum ten einde adisionele fondse te bekom om sodoende die infrastruktuur en landbou skade aan te spreek; en
- 1.4 Om die Departement van Plaaslike Regering en Behuising deur die Provinsiale Rampbestuursentrum te mandateer om die Eden Rampbestuursentrum by te staan met die koördinering en fasilitering van die herstelproses.

SEKRETARIS: KABINET