

PROVENTION CONSORTIUM
Community Risk Assessment
and Action Planning project

SOUTH AFRICA – Haarlem, Western Cape



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Community Risk Assessment Haarlem, Uniondale, Eden District

CRA Toolkit
CASE STUDY

This case study is part of a broader ProVention Consortium initiative aimed at collecting and analyzing community risk assessment cases. For more information on this project, see www.proventionconsortium.org.

Bibliographical reference: *Community Risk Assessment Haarlem, Uniondale, South Africa*, Provincial Government Western Cape, South Africa (2007)

Click-on reference to the **ReliefWeb country file for South Africa:**
<http://www.reliefweb.int/rw/dbc.nsf/doc104?OpenForm&rc=1&cc=zaf>.

Note:

A Guidance Note has been developed for this case study. It contains an abstract, analyzes the main findings of the study, provides contextual and strategic notes and highlights the main lessons learned from the case. The guidance note has been developed by Stephanie Bouris in close collaboration with the author(s) of the case study and the organization(s) involved.

Community Risk Assessment Haarlem, Uniondale, Eden District

Introduction:

Background to Community Risk Assessment Workshop in Haarlem

On the 19-21 September 2007 a three days workshop on the Community Risk Assessment (CRA) was held in Haarlem, hosted by the Disaster Mitigation for Sustainable Livelihoods Programme (DiMP), University of Cape Town (UCT), Disaster Management (Provincial), and Eden District Municipality. The workshop was attended by 28 participants, the majority of whom were community members and a number of government departments, such as Fire Services, EMS, Environmental Health and SAPS.

This report was compiled following the proceedings of the CRA workshop.

1.2 Workshop aims and objectives

The aim of the CRA workshop was to explore in a participatory way the priority risks and at the same time it helps participants to gain understanding of what CRA is about and how they can use the skill for further assessing their risks within the community.

The key aim of the workshop included the following:

- Build understanding of the community-based disaster risk assessment
- Increase capacity in core skills/knowledge related to risk assessment
- Build capacity in applying key risk assessment methods
- Strengthen capacity to monitor risk on an ongoing basis
- Strengthen skills in communicating risk assessment findings

The main objective of the workshop was to generate a risk profile of the settlement by answering the 5 guiding questions for the risk assessment:

1. Who is at risk?
2. Why are they at risk?
3. What is increasing the risk?
4. When are they most at risk?
5. How does the community manage its risk?

1.3 Institutional Arrangements

The Disaster Mitigation for Sustainable Livelihoods Programme (DiMP) at UCT was asked by the Disaster Management (Provincial) to facilitate and also involving the Eden District Municipality. This process is sponsored by Development Bank of South Africa (DBSA).

1.4 Overview of the workshop

The workshop was facilitated by Xola Mlandu from DiMP, UCT and assisted by Jeanetta Groeneveld (DM-Provincial), Neville van Rensburg (EMS-Metro), Wendy Young Eden District Municipality-DM), Tippiie Bower (Eden District Municipality). Day 1 involved an introduction to Community Risk Assessment and related concepts and methods, as well as a number of exercises to compile a community profile of Haarlem. Day 2 involved Risk Mapping and Assessing of Vulnerability and Seasonality of Risk. Day 3 involved identifying local capacities and the group risk reports and the certificate ceremony.

1.5 Methods

The CRA aims to use participatory research methods to identify the priority risks of the settlement, thus ensuring locally appropriate outcomes using local knowledge. The following methods were used:

- **Hazard Assessment**

Hazard assessment involves identifying and investigating the hazard location and its geographical extent, strength (scale, magnitude, intensity) and the probability of occurrences of the extreme natural event identified as a hazard. The many methods and instruments available for hazard analysis operate on the basis of available scientific data.

- **Hazard prioritization**

As a group, the participants (using their local knowledge) discuss and vote on the hazards that they feel are priorities in Haarlem. This exercise will identify the priority hazards that are analysed further in the risk assessment.

- **Concept Mapping**

An exercise aimed at identifying the progression of vulnerability from root causes to unsafe conditions and triggers. The exercise is done in groups using hazards as identified by the previous exercise.

- **Community Risk Mapping and Assessing Vulnerability using Qualitative Methods**

Participants will be introduced to Community Risk Mapping. Here we will be looking at the:

- The utility of local knowledge
- Methods used in community mapping
- Attitudes, behaviour and ethics
- This section should focus on why we need to do risk mapping as well as the methods used in risk mapping

Participants will also be introduced to assessing vulnerability through semi-structured interviews and focus group interviews.

- **Looking for Local Capacities**

The groups will go out into the community and identify area or households within the community that are showing best practice in terms of coping with risk. The aim of this exercise is to focus on the positive aspects of the community to show the values of local knowledge and local coping mechanisms. These ideas can feed into the future risk reduction of Haarlem.

2. Background of Haarlem

The community of Haarlem is a farming community in the rural settlements with a long history. The area is 30km outside Uniondale. There are no informal houses and few RDP houses that have been developed recently. They have experienced disasters such as hailstorm. There are other small-scale disasters such as bush (veld) fires and house fires which do not affect more than one because they are well separated from one another. Their plots are almost above half hectares, except for the RDP houses.

Community Risk Profile

The community has identified four types of hazards that put their lives and property at risk. These are: Fires, Flooding, Environmental Health, and Crime.

Note: As much as during the hazard ranking exercise flooding and fire seemed to be the most identified but during voting on priority hazards crime came on top.

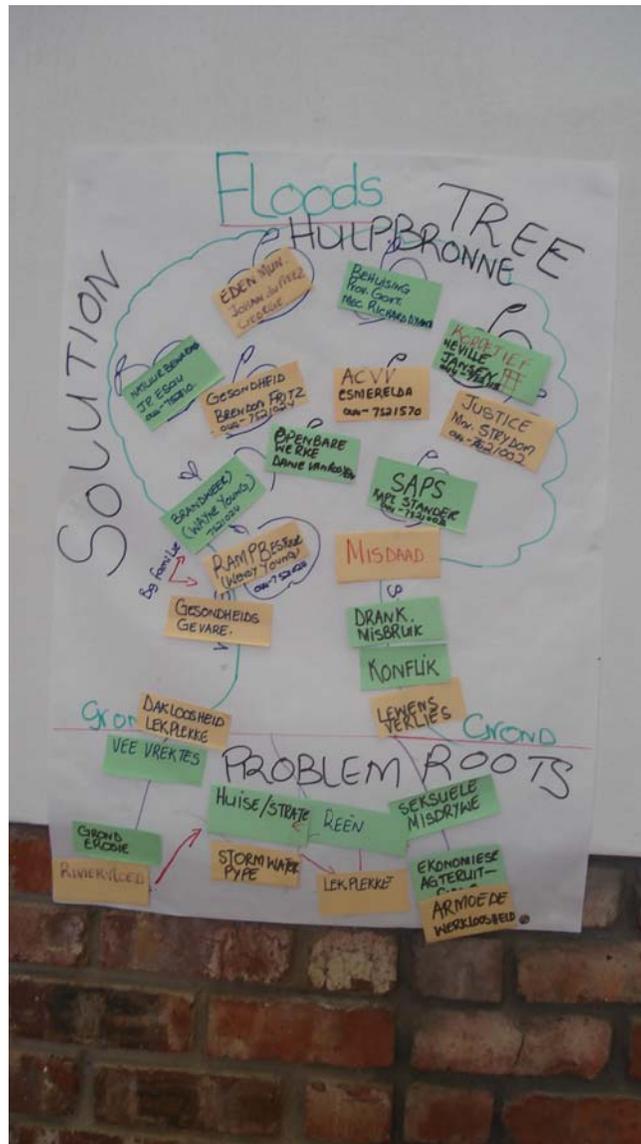
Problem Tree

Participants were divided into four groups. Each group had to do one of the hazards identified, e.g. Flooding, Fire, Environmental Health, and Crime.

The problem tree seeks to identify the root causes of the hazards and their impact on community and infrastructure.

Flooding

Root Causes



Riverine flooding

- When there are floods the community have difficulties of leaving Haarlem as they have lower bridges.
- Along the river as some houses are built on the flood plain become victims of riverine flooding. This then affects their livelihood, such as ploughing fields and animal husbandry.
- Soil erosion takes place during flooding and people loose out especially on their agricultural products and also it creates dongas.

Storm water drains blockage

- When there are rains and the storm water drains are not prepared and they are blocked while some of the pipes burst.
- The area has dirt roads with one tarred road.
- Carelessness of the community by throwing dirt on the storm water channels.

- Black bags provided by the municipality are destroyed by the dogs and this lead to solid waste reaching the storm water channels before collected. This is linked to Environmental Health.

House leaks

- The material that people used is old
- The community is poor to renovate their houses
- Most of the community members are seasonal farm workers
- Workers being underpaid

CRIME

- Diefstal en huisbraak
- Dwelmsmisbruik
- Drug dealers
- Swak self beeld
- Verkragting
- Onkundigheid
- Gesinsgeweld
- Aanranding
- Drunkmisbruik
- Frustrasie
- Werkloosheid

ENVIRONMENTAL HEALTH

Solid Waste

- Home garbage on the streets resulting in flies and rats
- Uncontrollable dogs tearing black bags that lie unprotected on the yards and streets
- Bad smell from the rotten garbage
- Human carelessness

Pesticides

- Community suffer from chlorpirophos, central nervous system, parabranko
- Farmers do not consider human health
- No or little monitoring by the government (environmental health dept.) or follow up.

Polluted water

Community has pointed out that the drinking water is not purified

Sick Animals

- Lack of abattoir in Haarlem
- Unhygienic slaughtering
- Untested meat

Fire

Flammable Household Items

Some people use candles because they cannot afford electricity

Others use gas stoves without being cautious or properly informed about safety measures. Others are careless and use these items when drunk.

Burning solid waste

As the services are once a week and communities use black bags it means that when you either miss the collection day or you have more waste before the collection day, people start burning their waste. If this is not monitored it leads to uncontrolled fires.

Electric overloading

As per household there are few plugs and this lead to communities overloading the low power. This leads to burst of these plugs as the load is more than the required energy.

Arson

Some members of the community burn the grass deliberately. This is either done by drunkenness or just being careless, like throwing a cigarette butt.

Historical profile

1960-1970	1971-1980	1981-2000	2001-2007	BEHOEFTES
Groepsg-Nommer asb	Ambulans dienste	Aanlê van eskomkrag	2 nd Demokratiese verkiesing 3000 (kieserers)	Dag hospitaal
Skole-2 orkeste	Groot hailstorm	petrolstasie	Bakery	Ambulans diens
Lutherse Kerk	Dam wal breek		Sateliel polisie stasie	Binnelandse sake
Kong kerk - Grondstorting	Infrastruktuur (huise, paaie)	opgaardam	Home based care	Ontspannings geriewe
Taalgebruik – Engels in Skolle	Opgradering van kliniek gebou en raadsgebou	Vloed 2500 inwonertaal	Haelskade	Brandweerstasie
Griepepidemie	Aanle van huihoudelike water	Eerste demokratiese verkiesing	2 Supermarkte	Swak Telvisie ontvang
Sport Club	Opgradering van telefoonstelsel	Groot veldbrand	Plaveisel	RSG
Bliklampe	Opgradiring van hoërskole	Teerpaaie	Spreiligte	
Vrederegter	2 Smokkel huise (min misdaad)	Sportsgrond	Nuwe petrol pomp	
Poskantoor	Selfbou skema	Ontstaan van advieskantoor	2 nd kleuterskool	
Kliniek	Karton fabriek	Eerste munispaliteit (BIB)	ATM	
Opoblok	Posbusse is aangebring by poskantoor	Hop (Huise)	Eerste wrede kinder verkragting	
4 Winkel		Bou van community hall (allpay stelsel)	Moorde neem toe	
2 Slaghuise		Wolkbreek	Misdaad vier hoogty	
3 Kamerstelsel		Spoeltoilete	Werkloosheid neem toe	
Springkaanplaag		Toename in smokkel huise (misdaad neem toe)	Toename in maatskaplike toelaag	

Waterpyplyn			Kleinboere	
			DMA jeug forum	
			Naams Verandering	
			Golden Games word ingebring	
			Eerste Bambanani word opgelei	
			Tekortkominge	

Venn diagram

In this section the community has identified the organizations and institutions that play role within Haarlem, either potential or already identical in the community. The are two categories, that is visibility and effectiveness.

Visibility

Less visible	Visible (lesser than expected)	More visible
Toerisme	Binnelandse sake	Bambanani
Verkeer	Maatskap ACW	Kerke
Vee Arts	Ramp Bestuur	Home-based care
Poskantoor	Ambulaans	Kliniek
Councillor (with different opinions)	Dept. Werk vir Water en Waterwese	DMA Jeug
Brandweer	Eskom	Golden oldies
Sport	Telkom	Begrafnis ondernimings
	Hospitaal	SAPS (with reservations)
	Landbou	
	Onderwys-Skool, Creche	

The effectiveness

Less effective	Average	More effective
Concillor	Binne Landse Sake	Maatskap
Brandweer	Ramp Bestuur	Munisipaliteit
Poskantoor	Dept. Werk vir Waterwese	Onderwys
Toerisme	Lnadbou	Eskom
Verkeer		Bambanani
Vee Arts		Telkom
Sports		Hospitaal
Golden oldies		Home-based Care
DMA Jeug		Begrafnis ondernemings
SAPS		Kliniek
		Kerke

Community Profile (Door to Door)

Household profile

Head of Household	Source of income	Average % of income (from different sources)	Dependence (average no.)
55% female	40% casual workers	Btn R500-R1500	4
	50% grant aid	Btn R500 & R1000	3
	10%: little or no income	R1– R500	4
45% male	40%: formal	Vary btn R400-R6000	3
	30%: casual	Btn R800-R2000	5
	20%: grant in aid	Btn R400-R1000	6
	10 %: little or none	Less than R400	7

Guideline Questions

Floods

Who is at risk	What is the outcome	Why are they at risk	What is increasing	How do they manage
<ul style="list-style-type: none"> • Community • Animals • Property • Nature • Infrastructure • River pollution 	<p>Community:</p> <ul style="list-style-type: none"> • Loss of life • Loss of income • Sickness • Conflict • Crime <p>Property:</p> <ul style="list-style-type: none"> • Infrastructure • Damaged • Loss of livelihood • Drinking water becomes contaminated 	<ul style="list-style-type: none"> • Building on a flooding plain • unrenovated property • vegetation along the river • houses built on unstable ground and improperly built • storm water pipes blocked • factories can cause pollution when flooded 	<ul style="list-style-type: none"> • During rainy seasons • Climate change • Blocked stormwater channels and drains • Carelessness • Houses built on the lower ground of a hill/slope • Unproper planning of sewerage dams/houses 	<ul style="list-style-type: none"> • For leaks they use plastic and tarr • Buckets • Sand bags and newspapers • Dig furrows around the house • Occasional cleaning of channels • Move furnisher and neighbours help • When sick use the clinic/hospital

Crime

Who is at risk	What is the outcome	Why are they at risk	When are they most at risk	How do they manage
Whole community • Women & children • Elderly people • Business • Farmers	<ul style="list-style-type: none"> • Loss of life • Loss of property • Damage property • Loss of income • Fear/psychological damage • Conflict • Migration • Economics affected • Increase in use of substance abuse • Increase in HIV infections • Poverty • More work for SAPS • Prisons being full • Family and community disruption • Unwanted pregnancy 	<ul style="list-style-type: none"> • Poor street lights • Joblessness • Substance abuse • Lack of SAPS human resource • More sheebens/taverns • Illiteracy • Ignorance • Lack of educational programmes 	At night During grants payment During seasonal work Weekends Festive seasons Lonely people When drunk Jealousy	<ul style="list-style-type: none"> • Bambanani • Community Safety Forum • Satellite Police Station • Walk on areas that have lights • House security • Walk in groups • Neighborhood watch

Fire

Who is at risk	What is the outcome	Why are they at risk	When are they most at risk	How do they manage
<ul style="list-style-type: none"> • People • Animals • Property • Nature 	Loss of income Loss of life Loss of income Substance abuse Criminal activities Poverty	Ignorance Unguarded fire Cigarettes Glass pieces on dry grass Faulty electrical appliances Lightning Illiteracy Substance abuse	Hot seasons and winter (using heater) Drunkenness Over-wiring of electricity Carelessness	Going to the Clinic Fire fighting Home-based care

Environmental Health

Who is at risk	What is the outcome	Why are they at risk	When are they at risk	How do they cope
Whole community	Sickness Diseases Death Loss of income Loss of agricultural land and animal husbandry	Carelessness Ignorance Poor hygiene Polluted areas	Always	Health inspector's involvement Community involvement Clinic/ hospital

Stakeholders	Crime	Environmental health	Fire	Floods
SAPS	*		*	*
Churches	*	*	*	*
NGO's/CBO's	*	*	*	*
Community	*	*	*	*
CDW	*	*	*	*
Farming community	*	*	*	*
Schools	*	*	*	*
Business	*	*	*	*
Councillor	*	*	*	*
Municipality	*	*	*	*
Fire Services			*	*
EMS	*	*	*	*
Electrician	*		*	
Air Force			*	*
Clinic	*	*	*	*
Health Inspector		*	*	*

Conclusion

The participants have realized that in order to cope and change their vulnerability they need to be a unity. This project through one of its exercises, that is the puzzle, has been able to show that for success, every player in the community and institutions that play a role in the community of Haarlem has to work as one force and communication is the key to success.

The participants have been able to understand the role of each and every department and institution within Haarlem. The workshop was well attended by community members and active government officials in the area. The community was very enthusiastic about the project and has asked for more training on fire fighting and prevention, first aid and environmental health. There is also a need to train community on policing and other important areas that affect their community.