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AND
CENTRE FOR PEACE ACTION

RE-APPLICATION TO BECOME A MEMBER OF THE
SAFE COMMUNITY NETWORK

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1. INTRODUCTION

Eldorado Park is a residential area of approximately 90 000 inhabitants, located in the southwest of Johannesburg, South Africa. It consists of mostly low to middle-income employees in industry, the commercial and informal sectors, or else the unemployed. People live in three main types of neighbourhoods, as defined by the predominant housing in each:

(i). **Informal settlements.** Steadily increasing in size since the country’s democratization enabled migration to the towns and the cities, are the informal settlements and shanty towns made up of huts built with wood, zinc, plastic and other cast-off materials. Residents in these settlements are almost exclusively black, and they account for around 40 percent of all homes in these areas.

(ii). **Council housing.** Rented four-room council housing is the next most common residence type. These homes also account for about 40 percent of all residence types, and people who live in these neighbourhoods tend to be mainly “coloured” (from mixed ancestry).

(iii). **Council apartments.** Rented apartments in three to four-storey blocks form the last neighbourhood type, and account for around 20 percent of all residences. As with the houses, these are occupied mainly by the “coloured” population, for whom Eldorado Park was an officially designated township until the 1991 scrapping of the Apartheid “group areas” act.

Most if not all of the council owned houses ranging from two to four-roomed types were transferred to the residents in 2005 by the provincial MEC for Housing in Gauteng with residents given title deeds indicating and confirming their ownership of the houses. Only one of the three informal settlements that are surrounding Eldorado Park and which falls under the same ward was fully developed and received sanitation, water, electricity, tarred roads and Reconstruction and Development Programme (RDP) housing.

The first hospital-based epidemiological study of injuries in Johannesburg (Butchart et al, 1992) was conducted in 1989-1990 in three Johannesburg suburbs, with "coloured" residents of Eldorado Park manifesting the highest injury incidence of all groups, and the highest rates of non-fatal violent injuries. Strong age and gender-related trends emerged for both incidence and causal profiles, the highest risk occurring among males aged 15 to 30 years, and among women in the age range of 15 to 35 years. By age and cause, unintentional injuries dominated up to the age of five, while from six years until the age of 45 violence accounted for the largest proportion of injuries. For violent incidents, scrutiny of the victim-perpetrator relationship suggested that men were equally likely to be attacked by strangers as by acquaintances, with incidents most often involving sharp instruments and occurring "on the street". In contrast, nearly 40 percent of women were attacked by spouses and lovers, and a further 32 percent by acquaintances. These attacks on women occurred most frequently in the home, approximately 50 percent involving knives, 20 percent fists and feet, and around 15 percent blunt instruments.

During 1989-1990, these and other such data were disseminated through meetings with
community groups, local government and health sector agencies, the corporate sector and international donor agencies, with the aim of securing multi-sectoral support and funding to launch a programme directed at violence prevention through community development. These efforts were successful, and the ISHS Centre for Peace Action (hereafter CPA) commenced its first full year of operation in 1990 with a staff composed of professionals and non-professional community residents. Over the last sixteen years, its prevention programmes have become increasingly consolidated and focused in terms of objectives, target groups and record keeping, and the CPA has achieved a stable and well-respected presence in the immediate community it serves.

Despite its success as a service delivery organisation, a major limitation of the CPA has been an inability to evaluate the effectiveness of its interventions at the aggregate level of the population. It was in an attempt to overcome this limitation that in 1995 the CPA sought funding from the Medical Research Council to perform a household survey of injury patterns and risk factors in each of the main neighbourhood types that make up the area. This programme soon became known as the “three neighbourhoods safety promotion programme”. The data have been used to establish problem-specific interventions (e.g. pedestrian transport safety, burns in the home, domestic violence) that involve the local community and the town council, and will serve as baseline data for repeat surveys once the interventions have been fully implemented.

Eldorado Park was designated as a Safe Community in 1997. Since that time the multi-sectoral group coordinated by the CPA has conducted a number of injury prevention and safety promotion initiatives directed at children, women and the youth. In 1998 a group of unemployed female volunteers were recruited by the CPA to help with the study that was initiated to look at the injury and safety related problems that residents around Eldorado Park were experiencing. The Eldorado Park safety promotion volunteer group received various types of training ranging from: safety and health promotion, injury prevention, project management, interviewing skills, child accident prevention, fund raising and networking skills, emergency skills, child abuse, counselling skills and conflict management. After being encouraged by the CPA to register as a non profit-making organisation, this group has successfully registered and acquired non-governmental organization (NGO) status. They have engaged local government on various issues such as pedestrian safety, which in turn gave rise to the implementation of traffic calming measures in all the main roads and the calming of all streets in front of every school in the area. The Eldorado Park safety promotion volunteer group has also engaged local council about safety at council owned flats, which were identified in a study that was conducted by CPA as a high-risk area for injury in Johannesburg.

The Eldorado Park safety promotion volunteer group is currently made up of nine elderly women who are already on pension with the oldest being above seventy years and the youngest about fifty years of age. Some of their activities in the community include organising soup kitchens for the elderly, visiting and praying for the sick in nearby hospitals, lobbying local council for reductions in service payments, helping the elderly and disabled with applications for pensions and grants. The group also participated in a pilot home visitation programme (HVP) in 2003 that was initiated by the CPA. The group has recently,
in partnership with another group from a neighbouring informal settlement acquired land, which was donated to them by the provincial department of agriculture for farming.

The following application will seek to have Safe Community designated status for Eldorado Park confirmed for a further period. The information to follow provides a listing of the Safe Community indicators, how it is related to the injury prevention and safety promotion initiatives within Eldorado Park, and a publication list of relevant outputs produced over the last 5 years.

2. THE SAFE COMMUNITY INDICATORS

The target for the safe community network and its joint programme are groups of people with common interests, such as residence in the same place (e.g. a municipality), or membership of the same group (e.g. a voluntary organisation). In the case of the CPA the community in question is geographically defined by residence in the township of Eldorado Park, which is made up of informal (shanty) settlements; people living in three storey municipal apartment blocks, and people living in four-room houses rented from the municipality. According to the indicators\(^1\) developed within the Safe Community network the following requirements must be met for an organisation to be a member of the Safe Community Network.

1. An infrastructure based on partnerships and collaborations, governed by a cross – sectional group that is responsible for safety promotion in their community;

2. Long – term, sustainable program covering genders and all ages, environments and situations;

3. Programs that target high - risk groups and environments and programs that promote safety for vulnerable groups;

4. Programs that document the frequency and causes of injuries;

5. Evaluation measures to assess their programs, processes and the effects of change;

6. Ongoing participation in national and international Safe Communities networks.

\(^1\) Indicators for Safe Communities: [http://www.phs.ki.se/csp/who_safe_communities_indicators_en.htm](http://www.phs.ki.se/csp/who_safe_communities_indicators_en.htm)
3. THE CPA APPLICATION OF THE SAFE COMMUNITY INDICATORS

3.1 An infrastructure based on partnerships and collaborations, governed by a cross-sectional group that is responsible for safety promotion in their community;

Volunteer Capacitation and Safety Promotion
As part of an attempt to research the development of community-based injury prevention infrastructure this project, initiated by the CPA capacitates and empowers local residents in Eldorado Park and the neighbouring Slovo Park. Volunteers were recruited, interviewed, inducted and trained in safety home visits and meetings were held with stakeholders such as government departments and local social services to discuss funding and collaborative partnerships. Cross-sectional involvement in the promotion of safety is maintained through links between the CPA and the Eldorado Park safety promotion volunteer group with the following agencies and organisations.

State and Local Government
The National Department of Health, Directorates of Mental Health and Substance Abuse, and Health Information
Gauteng Province Health Department
Gauteng Ministry for Safety and Security
Johannesburg Southern Metropolitan Council
The Eldorado Park and Kliptown police stations

Community Groups
Eldorado Park L.P.C.  Eldorado Park Cultural and Recreational Group
Pimville Neighbourhood Watch Community Resource Forum
National Party Youth ANC Eldorado Park
Pinville Residents Association Merry Makers
Brotherhood Organisation The Peoples’ Voice
Eldos Advice Centre Eldorado Park Community Policing Forum
Advice Centre Eldorado Park Rate Payers Association

Local Schools
Silver Oaks High Kliptown High
Heerengracht Primary EW Hobbs Primary
CL Magardi Primary Willow Crescent High
Firethorn Primary

Universities and Research Organisations
University of the Witwatersrand
University of South Africa
Medical Research Council
Human Sciences Research Council
Technikon SA
3.2 Long – term, sustainable program covering genders and all ages, environments and situations;

Data from the “the three neighbourhoods safety promotion programme” was used to lobby local government for the building of a pedestrian bridge or a fly over because this informal settlement was built directly alongside a high-speed freeway with no traffic calming measures. A pedestrian bridge was since built and the move was welcomed as a victory by residents of the settlement and the neighbouring schools whose school children were also running the risk of being knocked down by speeding cars while crossing the freeway to and from school.

Of the six neighbourhoods surveyed in 1996 with clear recommendations for change as put forward by the programmes team, only traffic related recommendations were implemented, i.e. (i) the building of the Joe Slovo Park Bridge, (ii) the general calming of all main roads and the streets that run in front of all schools in Eldorado Park, (iii) the creation of side walks for pedestrians on all main roads in Eldorado Park and (iv) the provision of a recreational space or park in Kersiedorp. These recommendations have been implemented between 1996 and 2002.

In addition, an environmental clean-up campaign was initiated to encourage the community to take full responsibility and ownership of the cleanliness of their own environment and to ensure that there was continuous governmental service delivery with regards to the picking up of waste. Various dumping sites within the Eldorado Park area were identified and a group of male and female volunteers cleaned the area. “Pikutup” - a government operated environmental company, employed the volunteer group to clean up Eldorado Park for three months during January to March 2005. The Pikutup cleaning project was called Zivuseni and it involved organising communities to clean up their own areas.

3.3 Programs that target high - risk groups and environments and programs that promote safety for vulnerable groups;

Traffic Visibility Campaign
The Eldorado Park safety promotion volunteer group has been actively involved in a Traffic Visibility Campaign, which is a collaborative venture between the Institute, 3M, Drive Alive and the Council for Scientific and Industrial Research (CSIR). The volunteer workers were trained in the administration of questionnaires to scholars regarding the use of reflective clothing. This information was subsequently incorporated into an advocacy campaign lobbying the introduction of reflective material into the school uniforms. The national Minister of Transport formally launched the project in September 2001 and his office is carefully monitoring the legislative/policy implications of this initiative, which seeks to evaluate the impact of reflective clothing on traffic-related injuries among school children.

Evaluation of Medico-Legal Services in Gauteng
This project was initiated in 1999 following recommendations that emerged from the Rape Surveillance Project, which was conducted in collaboration with the Gauteng Health
Department’s Directorate of Medico-Legal Services from 1994-2000. The scope of the evaluation project included an assessment of the structure (resources/input) and process (activities) of after-care services for adult rape survivors at 26 medico-legal centres in Gauteng. A multi-method approach was adopted to evaluate the medico-legal clinics.

Although the medico-legal system is increasingly engaged in developing and improving service provision at district and regional levels, these reform efforts have not been consistently applied across the province. Consequently, minimum standards of care are not being met, with problems of access, charges of insensitive treatment of rape survivors, incompetent documentation of medico-legal evidence, lack of resources, inadequate training, disparities across clinics and weak inter-sectoral collaboration being the leading concerns affecting the quality of care provided to rape survivors. The identified challenges to effective service delivery appear to predominate in historically disadvantaged and rural communities. This project has produced two academic publications and an advocacy document for use by policy makers and public health practitioners. The findings have already informed the strategic restructuring of medico-legal services in the province and in Eldorado Park.

The Home Visitation Programme (HVP)
The Home Visitation Programme, funded by SIDA-NRF, was piloted in 2003 in Eldorado Park. The programme aimed to reduce childhood injuries in and around the home. and involved multiple strategies to promote childhood safety. This project employed the services of the Eldorado Park safety promotion volunteer group, who collected two questionnaires from random households, and delivered the injury prevention intervention on a variety of childhood injury related topics. These topics included the prevention of burns, poisoning, falls, traffic-related injuries and a general session about child developmental stages and their relation to childhood injury. Multiple strategies were used during the home visits to promote childhood safety, including education, implicit enforcement, product demonstrations and environmental modifications.

The project focused on assessing the outcome of home visitations on childhood injury patterns, injury risks and parental safety attitudes and has been documented in a number of publications in 2004 and 2005. This project was instrumental in defining the intervention for full-scale implementation and various service agencies have indicated an interest in implementing home visitation interventions in other communities.

3.4 Programs that document the frequency and causes of injuries;

Safe Schools Project
The Safe Schools Project was piloted at 2 schools in the Western Cape Province and 7 schools in the Gauteng Province, including Eldorado Park. The Safe Schools Project is a comprehensive approach to promoting health and safety among school-going youth through the prevention, reduction and control of violence and injury. During 2000, the first phase of this project was robustly implemented at all the identified sites in both provinces, with a focus on mapping, accessing and re-insertion; violence and injury surveillance; the implementation of an international public health intervention examining teenage sexuality and risks for violence and HIV/AIDS; and the implementation of psychosocial interventions such as the TALK TABOO drug intervention and the RESPECT interpersonal and relational
intervention. In Gauteng, injury surveillance and preventative interventions dominated our activities, with associated research outputs among staff.

The Learner Incident and Injury Surveillance System (LINCISS) in Gauteng monitored intentional and unintentional injury trends among learners, but simultaneously evaluated processes of surveillance systems implementation at schools. Implementation continued from 2002 in seven Eldorado Park secondary schools and was formally drawn to a close at the beginning of 2003 to make way for new research and intervention initiatives. LINCISS has led to the generation of several research outputs, including national conference and seminar presentations, publications on violence and injury trends and good practices for research in schools-based violence prevention projects.

**Safety Promotion in Council Flats**
This project focused on the collection of information on childhood injuries, injury risks, and parental perceptions of injury within council-owned apartment blocks in Eldorado Park. A publication of the findings of the survey was published in the UNISA ISHS Occasional Publication Series (Atkins, S., Swart, L. & Van Niekerk, A. (2003)). The report was disseminated to local and provincial stakeholders in the second half of 2003, with the intention of stimulating local safety promotion initiatives.

**3.5 Evaluation measures to assess their programs, processes and the effects of change;**

Through the CPA’s information management and documentation programme, three levels of evaluation are in place or are being developed to evaluate its activities.

(i). **Formative evaluation** is provided by quantitative and qualitative surveys of injury and injury risk in neighbourhoods and in special populations (e.g. the elderly; schools; informal businesses). The Home Visitation Programme (HVP) conducted surveys in Eldorado Park on home injury risk focusing on burn, paraffin and fall injury risks.

(ii). **Process evaluation** is built into each of the component interventions by way of questionnaires and focus group discussions with target groups. Process evaluation for the programme as a whole is achieved through monitoring and documenting its impact on policy and practice at the level of related community organisations, local government, and national programmes, e.g. the LINCISS in Gauteng monitored intentional and unintentional injury trends among learners, but simultaneously evaluated processes of surveillance systems implementation at schools.

(iii). **Outcome evaluation** is built into the CPA through its “three neighbourhoods” programme. It is anticipated that once environmental interventions have been completed, the baseline survey will be repeated in the various neighbourhoods initially surveyed. Project specific evaluations are also regularly conducted, for example an evaluation was done on the usage and non-usage of the pedestrian bridge that was built on the N12 highway to Potchefstroom that runs between Eldorado Park.
and Joe Slovo Park. The evaluation involved the physical counting of people who were daily using the bridge for either going to school, work, to shop or fulfilling any of their daily business within the area.

3.6 Ongoing participation in national and international Safe Communities networks.

**Community Outreach Services**

Through community outreach, the CPA aims at disseminating the safe community approach both within Eldorado Park and nationally. This is achieved through workshops, media campaigns and the preparation of teaching materials.

**The Three Neighbourhoods Safety Promotion Programme**

The Three Neighbourhoods Programme is both a vehicle by which to evaluate the CPA’s ongoing interventions, and an intervention in its own right. As an intervention, the survey data generated by this programme are used primarily to lobby local government for the implementation of environmental modifications (e.g. street lights; traffic calming measures; electrification; formal housing) that cannot be set in place by residents themselves, and which will cover all main injury causes. The results of the Three Neighbourhoods Programme informed the Home Visitation Programme and Safe Schools Programme, which was also piloted in Eldorado Park.

**Conferences**

Members of the CPA and Eldorado Park organizing team was part of coordinating the 1st Indian Ocean Safe Communities Conference 08 to 10 October 2003 in Calodyne Sur Mer, Mauritius and the 1st and 3rd African Region Safe Communities Conference in Johannesburg. The conferences were successful in increasing dialogue and bringing together injury prevention and safety promotion professionals both from the African region and from more developed countries. Several CPA projects were presented at this conference, including the Eldorado Park surveys.

The CPA is assisting with the 8th World Conference on Injury Prevention and Safety Promotion in Durban from 02 to 05 April 2006 and have also been involved in the planning of the 15th International Safe Communities Conference, being hosted by the Child Accident Prevention Foundation of South Africa (CAPFSA) in Cape Town from 09 to 11 April 2006, where various CPA staff members will assist.


**2005**

**Publications:**


**Conferences:**


**2004 Publications:**


2003

Publications:


Conferences:


**2002**

**Publications:**


**Conferences:**


Suffla, S. WHO Affiliate Support Centre Meeting for Injury Prevention, Training and Research, Fort Frances, 7 May 2002.

Suffla, S. WHO Collaborating Centre Meeting, Montreal, 12 May 2002.

Suffla, S. IPIFA General Meeting, Montreal, 15 May 2002.


Suffla, S. *Rape: Rethinking Male Responsibility*, Ecumenical Foundation of Southern Africa, Department of Religion & Theology (UWC) & Women and Gender Studies Unit (UWC), Cape Town, 6 June 2002.


2001
Publications:


**Conferences:**


