



Paraffin Safety Association Southern Africa

Report submitted to:

Paraffin Safety Association of Southern Africa

Mr. Phumzile Nteyi

Phone: 021 671 5767

Email: phumzile@paraffinsafety.org

Household Energy Safety Strategy Seminar

10 September 2008



Southern Hemisphere

...consulting and development services...

Submitted by: Wilma Wessels

Tel: 021 4210073, fax: 021 4186397,

email: Wilma@southernhemisphere.co.za

PO Box 3260, Cape Town, 8000

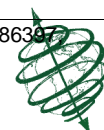
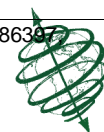


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1 BACKGROUND

The Paraffin Safety Association of Southern Africa (PASASA) aims to prevent paraffin and energy related incidences through conducting research, education, and developing standards for packaging and safe appliances. A key role of the PASASA is also to facilitate partnerships between different sectors with the objective of addressing the challenge of energy safety. Since 2004, the PASASA has facilitated three major events bringing together various role players to address the issue of energy safety.

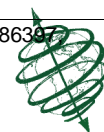
An Experts Forum was held in Cape Town and Pretoria in 2004 with the objective of bringing experts together to discuss and promote further understanding of the causality and scope of harmful paraffin-related incidents and seek ways to determine both realistic surveillance records and preventative mechanisms for harmful paraffin-related incidents.

A second series of four Paraffin Users' Household Energy Summit were later held in May and June 2007 where victims and survivors of energy-related injuries, as well as other consumers of energy, were engaged around their experiences and needs as paraffin users, with the result of handing over a declaration to the Department of Minerals and Energy.

On the 31 August 2008, a seminar for practitioners working in the area of household energy safety was held. The aim of this seminar was to draw on the experiences of practitioners and identify and prioritize a strategy to address household energy safety in South Africa. This strategy would then be used to lobby government and other stakeholders.

The seminar was attended by a total of 139 people from organisations involved in child safety and community development, government departments, the academic community, private sector, hospitals and community members affected by paraffin incidents nationally.

This report will explore the process and results of that seminar and focuses on the outcomes of the two working group sessions. The information in this report accurately reflects strategies identified by delegates and discussions or disagreements that took place around strategies.



2 PROCESS

The Managing Director of PASASA, Patrick Kulati opened the session with a warm welcome and introduction to the purpose of the seminar. This was followed by a key note address on Childhood injuries and the household energy crisis by Professor Sebastian Van As from Red Cross Children's Hospital and ChildSafe, and a report by Glenn Truran (General Manager of PASASA) on the progress made on household energy safety and the gaps which still exist.

Delegates were divided into two groups according to their interest in two types of paraffin related issues; burns and smoke injuries and injuries due to ingestions.

These two groups were facilitated through a process of identifying key strategic areas for:

- **Research** priorities related to paraffin incidents
- **Policy/regulation** around packaging of paraffin, safe appliances, etc.
- **Education** on safe energy usage and prevention of incidents
- **Community mobilisation** to address issues of paraffin safety
- **Lobbying and advocacy** of role players, including government, to effect change

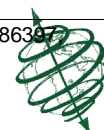
The groups were subdivided into five sub- groups to engage around one of the five issues above. Each group consisted of between 5-10 members and answered the following key questions:

1. What are the **current** issues faced?
2. What is the **ideal** situation?
3. Based on the current situation/issues, what are the **gaps** in achieving the ideal?
4. What are the **solutions** for addressing the gaps?
5. Who are the key **stakeholders** who should be involved?

The group work consisted of mainly discussions and presentations within the breakaway groups. Each group identified the key priority issue and solution to present back to the plenary session.

After presentations and a question and answer session, the delegates proposed resolutions which would be adopted and taken forward.

The seminar was closed by Patrick Kulati, who thanked everyone for their attendance and contribution.



3 HOUSEHOLD ENERGY SAFETY STRATEGY

Key strategic issues were identified that address issues of ingestion, burns and smoke injuries related to household energy. These are captured below and summarized on page 12.

Policy/ Regulation

Policy development and implementation and regulation of packaging, safe appliances and purchasing of paraffin is addressed in this section.

The current situation and gaps

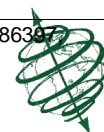
The primary issue identified around policy and regulation is the lack of a Household Energy Safety Policy that governs the usage, purchasing, regulation of packaging and appliances, and prevention of injuries related to household energy.

As a result of this:

- No standards are being enforced to regulate packaging and distribution of paraffin. The caps and bottling used for paraffin are not safe, particularly for children who handle paraffin and are often sent to buy paraffin.
- When labeling is present, it does not always clearly stipulate the potential dangers related to unsafe usage and storage. In addition the language used in the label is usually limited to English.
- Retailers/vendors are not licensed to sell paraffin and thus cannot begin to be regulated in terms of selling to users.
- Paraffin users are not educated enough around safe consumption and storage of paraffin, putting them at more risk of injuries.
- Paraffin is often stored in places that are accessible to minors, increasing their vulnerability to injuries.
- The safety of appliances, although regulated, is not enforced and these are a major contributor to burns and smoke injuries.

Although the Basic Alternate Energy Grant is available, it is not being effectively implemented to create more access for paraffin users. There is also the concern that the appliances bought through these grants are not regulated in any way, potentially creating more accessibility to unsafe appliances and related injuries as well as undermining the system of standards development and regulation.

The widely used cheap wick stoves have not yet passed the compulsory SANS 1906 safety specifications, and illegal stoves continue to be imported and sold with impunity. In addition, other stoves such as gel stoves are not yet subjected to minimum standards. Currently, the standard for pressurized



paraffin appliances is a voluntary standard although it is the intention of SABS to have it regulated in the near future.

The solution

The ideal solution to the issues above is to develop a Household Safety Energy Policy that will:

- Have clear and standardized regulations around packaging (e.g. have colour and packaging of paraffin that communicate in different languages and for the illiterate, the danger of ingestion, storage and usage; caps that are child-friendly; etc.)
- Have clear regulations around distribution (in terms of maximum quantity allowed for purchasing; containers that paraffin can be sold in; and selling to minors). Some discussion took place around restricting the age of children allowed to purchase paraffin. However, this was debated by the group as it would deny orphans in child headed households access to paraffin. This issue needs to be taken into account when deciding on a way forward in terms of age restriction.
- Enforce the registration and regulation of retailers/dealers (a list of providers should be kept on the municipal database)
- Ensure that minimum standards for appliances are in place and enforced (for appliances that can be accessed through Basic Alternative Energy Grant; imported appliances; and the most commonly used stoves – e.g. wick stoves)
- Focus on education initiatives for the users of paraffin to prevent paraffin related incidences. This will be further explored under the Education section below.

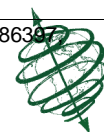
The development of this strategy should include a process of creating political buy-in to the policy and involve industry in the development thereof. The Department of Minerals and Energy is seen as one of the key role players in effecting this policy, particularly in creating political buy-in and partnering with other departments (i.e. education, housing, local government, health, labour, trade and industry) non-governmental sector and communities.

Research

The current situation and gaps

In terms of information available on household energy safety there is not enough observation and study on paraffin related incidents to improve the understanding of this issue. As a result:

- insufficient information is available on paraffin related harmful incidents,
- there is no clear evidence of the causes and effects of paraffin related harmful incidents, and



- there is limited data on successful interventions that can be replicated.

In order to develop policies around household energy safety, research needs to be conducted to provide information for regulation of packaging, and appliance standards, and the regulation of vendors.

The specific information that is currently lacking includes accurate and updated data on injury and mortality rates due to household energy harmful incidents, reasons for ingestion and the impact of social issues (such as alcoholism and unsupervised children) on paraffin related and other household energy harmful incidents. The quantity of paraffin that can be safely kept for consumption without putting consumers at risk should also be investigated.

Information is needed on the most effective packaging messages and images for educating consumers. Here it would be vital to know what containers are the safest, what colors are associated with danger, and what symbols should be used to clearly indicate danger.

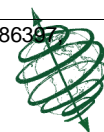
Another concern is that businesses are under no obligation to do research to ensure the provision of safe, user-friendly and affordable stoves to users.

The solutions

The solutions that have been identified to address the above mentioned issues are:

1. Research needs to be conducted and published on:
 - mortality related to different types of household energy harmful incidents;
 - Effective packaging and labeling of paraffin;
 - Safe quantity of paraffin that can be distributed and stored for safe use(including optimal appliance tank/reservoir size);
 - Cause of ingestions, burn injuries and exposure to the risks associated with these causes ;
 - Effects of social issues (e.g. alcoholism) on paraffin incidents.
 - The effectiveness and impact of educational programmes to reduce risk exposing behavior in households that can be used for replication.
2. An Association or Council to register, regulate and control paraffin and paraffin appliance manufacturers should be developed to ensure safe appliances are being designed and that packaging is standardized.

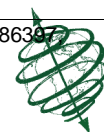
In addition the Paraffin Safety Association should improve their research function. This should be initiated by the Department of Minerals and Energy.



Stakeholders

Stakeholders who could assist in working towards the solutions regarding research on paraffin related issues were identified. These stakeholders were thought to play a crucial role in the research related to paraffin safety issues, and secondly some of them would form part of the Association/Council that would regulate and control paraffin appliance manufacturers and refiners. Stakeholders were broadly identified in terms of these two categories, and therefore needs to be further explored to determine the appropriateness of the various stakeholders for each of the solutions above.

The stakeholders identified were the Department of Minerals and Energy, other national governments departments, the community, producers and suppliers of paraffin (e.g. manufacturers and sellers), local government (Municipalities and fire departments), the Medical Research Council, Academic and research institutions, and a Business Board which is to be developed (consisting of paraffin appliance manufacturers and paraffin refiners).



Education

The current situation and gaps

A major issue related to household energy safety is the low awareness of users on the safe usage of paraffin and thus their inability to identify risks and take action to reduce these risks. Even though education initiatives do exist, they are not holistic, are not aimed at various affected or influential target groups, and do not reach all users of paraffin. Furthermore, those most at risk, for example, children under school going age and child headed households, are not specifically targeted through any interventions.

The solution

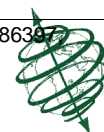
With regard to children, the ideal situation is that all paraffin users are educated around paraffin usage. Furthermore awareness raising initiatives should focus on behavior change.

The solutions identified around these issues are to:

1. Raise awareness of adults and child headed households through targeting clinics, workplaces, hospitals and churches through door to door campaigns, conferences (such as “ouma se raad”), training workshops and poster/pamphlet and radio campaigns with the specific purpose of educating them about:
 - Safe usage and storage of paraffin and identification of risk situations
 - Action to take if an incident does occur (e.g. ingestion or stove exploding) (first aid skills)
 - Consumer rights so they can hold sellers accountable
 - Age appropriate and inappropriate household tasks (e.g. cooking on paraffin stoves, buying of paraffin, etc.) to assign to their children so as to avoid the risk of paraffin related injury. This can be done through the School Visiting Project, as part of the life skills component of the curriculum.
2. Educate children (with material such as “Learn not to burn”) through targeting crèches and schools for curriculum integration and day care mothers for children under school going age. Children should be engaged using creative methods such as dramas and videos to convey the message.
3. Ensure that schools have policies and procedures around dealing with emergency incidents.

Key stakeholders identified include:

- Government: particularly the Department of Education (including schools), Health, Labour, Social Development and Minerals and Energy;



- NGO's (e.g. Home and Community Based Care, Child Accident Prevention Foundation of South Africa, Children's Resource Centre, World Burns Foundation, etc.);
- Churches;
- The private sector (workplaces);
- The media who could be involved in educating adults and children;
- Manufacturers should also take responsibility for educating users;
- PASASA was identified as one of the means to educate these stakeholders to equip them to educate the community.

Community mobilization

This section dealt with how to get communities mobilized around household energy safety to enable them to respond to issues in the community and contribute to lobbying and advocacy initiatives.

The current situation and gaps

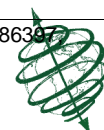
Communities are not informed about household energy safety and are not sharing the information they do have. Because there is no forum for knowledge building and sharing where communities can co-ordinate their efforts, communities are not:

- taking up their power to effect change
- not responding to the problem of household energy safety
- not holding sellers and manufacturers accountable for providing safe products

The solution

To address these issues, the Paraffin Safety Association need to identify existing appropriate community forums (consisting of community members and leaders, NGOs, and any other community workers involved in health or community development) that can be used to:

- Discuss issues related to household energy safety in communities;
- Give input into advocacy and lobbying initiatives, awareness raising initiatives; and
- Constantly assess the problems and needs in the community.
- Form a support group for victims of paraffin incidents.
- PASASA should have fieldworkers in communities to facilitate community processes



Stakeholders involved should include - PASASA, community members, NGOs, councilors and community workers involved in health issues or community development.

Lobbying and Advocacy

Groups discussed the main priorities in terms of their lobbying and advocacy efforts.

The current situation and gaps

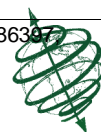
Household energy safety does not currently seem to be a priority for community members, government and other important role players. In order to mobilize communities and lobby government for change, attention needs to be demanded around household energy safety.

The solutions

The solutions identified around this issue are:

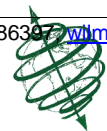
- An interdepartmental forum needs to be created to co-ordinate household energy safety issues and to get household energy safety issues on DEXCO. Dr Cupido (DDG for Health) will be involved in this process. This forum was initiated at the Household energy safety seminar.
- All role players on different levels to register with - PASASA for information sharing.
- PASASA to organize a follow up to the household energy safety seminar.
- The lobbying and advocacy strategy needs to include annual paraffin safety month on Health Calendar, and lobbying of government to provide infrastructure (e.g. electricity and housing).

Stakeholders that should be involved in this include community members, NGOs, Department of Minerals and Energy, Department of Social Development and Councilors.



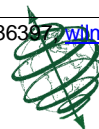
4 SUMMARY TABLE OF STRATEGY

| POLICY/REGULATION | | | |
|--|---|--|---|
| CURRENT | GAP | IDEAL | SOLUTION |
| <p>Paraffin sold in unsafe containers to children</p> <p>Labelling does not effectively communicate danger</p> <p>Paraffin stored in unsafe places</p> <p>Widely used paraffin stoves do not meet standards that enable safe usage</p> <p>Basic Alternate Energy Policy in place</p> | <p>No Household Safety Energy Policy governing the usage, purchasing, regulation of packaging and appliances and prevention of injuries.</p> <p>Basic alternate energy policy is not implemented.</p> | <p>A Household Energy Safety Policy is in place and is being implemented.</p> <p>Basic Alternate Energy Grant is used for products and appliances that are regulated and meet minimum standards.</p> | <p>A Household Energy Safety Policy is developed that:</p> <ul style="list-style-type: none"> Has clear standardized regulation around packaging Has regulation around distribution Regulates vendors Ensures minimum standards for appliances are enforced Focuses on education initiatives for users |



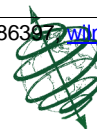
RESEARCH

| CURRENT | GAP | IDEAL | SOLUTION |
|--|---|---|--|
| Harmful paraffin related incidents are happening but there is little understanding of the specific cause and effect relationships. | Insufficient information on paraffin related incidents No clear cause-effect relationship Limited knowledge on successful interventions that can be replicated Packaging and appliances cannot be regulated without sufficient information Businesses under no obligation to conduct research before designing appliances | More information on household energy safety is available to provide input into policy, standards, appliance and other systems design and programme interventions. | Research conducted on: <ul style="list-style-type: none">o mortality,o effective packaging and labelling,o safe quantities of paraffin to be sold and stored and optimal appliance reservoir determined,o reasons for paraffin incidents,o related social issues ando the effectiveness and impact of interventions. An association or council registering, regulating and controlling paraffin and paraffin appliance manufacturers. |



EDUCATION

| CURRENT | GAP | IDEAL | SOLUTION |
|---|---|----------------------------------|---|
| Paraffin users are not able to identify risks related to paraffin usage Children are most the vulnerable with regard to harmful paraffin incidents | Low awareness of how to use and store paraffin safely | Paraffin is used safely in homes | Awareness raising for adults around: <ul style="list-style-type: none">o safe storage and usage of paraffin;o identification of risks;o first aid skills;o consumer rights; ando age appropriate tasks for children Educate children through curriculum integration and training of day care mothers Schools to have policies around emergency incidents |

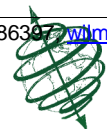


COMMUNITY MOBILIZATION

| CURRENT | GAP | IDEAL | SOLUTION |
|--|---|---|---|
| No community action in terms of household energy safety. | Communities are not adequately informed. No knowledge sharing and building in community. No forum to co-ordinate response to household energy safety. | Community able to respond to and give input into issues related to household energy safety. | PASASA to identify existing health forums in communities to respond to community needs regarding household energy safety. |

LOBBYING AND ADVOCACY

| CURRENT | GAP | IDEAL | SOLUTION |
|---|---|---|--|
| Household energy safety is not a priority | Community is not mobilized to play a role There is no strategy | Household energy safety is a priority and receives the attention from stakeholders to reduce the risk of incidents. | An interdepartmental forum to be established to co-ordinate household energy safety issues Registration of all role players with PASASA PASASA to organise a follow up seminar Lobbying and advocacy strategy |



5 RESOLUTIONS

Delegates reflected on the key resolutions that they would want taken forward. These resolutions focused mostly on government taking a stand to enforce regulations and educating users around paraffin safety.

Policy and regulation

- Government to enforce more stringent regulations regarding packaging
- Putting pressure on government to enforce more stringent legislation on manufacturing and packaging to make paraffin use more safer
- Lobbying manufacturing and suppliers to take more responsibility in complying with optional safety standards.

Education

- Educating users to be more safety conscious in utilizing paraffin and related energy sources
- Engagement agreement between PASASA, LPGASA, ESKOM, Govt to develop and implement a national public awareness raising campaign on household energy safety in low income households
- Paraffin safety needs to be part of school curriculum and include issues related to paraffin safety, consequences, and sensitivity towards burn survivors

Infrastructure

- Government must build houses for the people
- Design of houses should take energy safety into account and need to speed up pace of delivery and to get a plan for household energy safety use.

Safer alternative energy

- Safer form of paraffin



Summary of Key Resolutions:

Government needs to be convinced of the seriousness of household energy safety so that legislation can be put in place to enforce more stringent regulations regarding packaging, manufacturing and selling of paraffin.

All users of paraffin should be educated about paraffin safety through public awareness raising campaigns and integration of paraffin issues into the school curriculum. This should be a joint initiative between PASASA, LPGASA, ESKOM and government.

Government should provide housing that will ensure the safety of all.

6 CONCLUSION AND RECOMMENDATIONS

Key issues and strategies for addressing these were identified for policy/regulation, research, education, community mobilization and advocacy and lobbying related to household energy safety. These strategies identified now need to be further developed and implementation, using the discussions from this seminar as a basis.

A key remaining issue that need to be addressed is how to ensure that government views paraffin safety as a priority issue, amongst all other agendas. This still remains a key question to be considered if government is to be lobbied around taking action around this issue.

The process was implemented successfully and worked well for most participants. It is, however, our observation that combining people with different backgrounds (e.g. education, language, etc.) does limit participation. It is our recommendation that this be considered when designing future participatory sessions.

Southern Hemisphere would like to thank the Paraffin Safety Association for another successful partnership, and look forward to continuing this relationship in the future.

