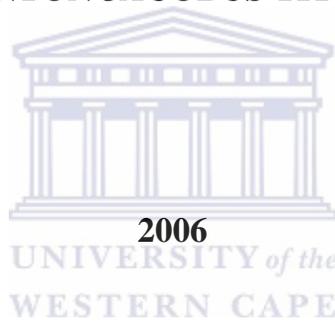


**BUILDING SAFE AND SECURE SCHOOLS FOR EFFECTIVE  
LEARNING IN THE WESTERN CAPE**

**BY**

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## DECLARATION

I declare that this research report is my own work. It is being submitted for the degree of **Magister Public Administrationis** at the University of the Western Cape.

I further testify that it has not been submitted for any other degree to this or any other university or institution of higher learning.

.....

**ANTON JACOBUS TITUS**

2006



## DEDICATION

I dedicate this Dissertation to my loving family: my wife, Micheling, my son, Lincoln and daughter, Hymne for tolerating my time away from home. Without their love, patience, understanding and support I would never have come this far.

I also dedicate this Dissertation to all the people who agreed to take part in the study, without whom this study would have been impossible.

Lastly, this work is dedicated to all schools in the Western Cape Province, rural and urban that continue to struggle with crime and violence in schools.



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Finally, any shortcomings, errors of judgement and misinterpretations in this research report (thesis) are mine and not that of the above-mentioned individuals and institutions.

## ABSTRACT

Existing situations at various schools, especially in post apartheid South Africa suggest that the education environment for effective teaching and learning is problematic for several reasons namely a lack of safety and security, poor governance and management and a lack of community ownership and partnership. This research however assumes that the implementation of safety related policies and other departmental guidelines is the foundation for effective learning, especially in the Western Cape.

The primary aim and objective of this research is to ensure that learning takes place in an environment free from crime, violence, drugs, intimidation and fear. It is an assessment to acquire information from schools and other role-players regarding the status of safety and security in schools and to verify whether crime prevention policies are implemented. The research also envisages making schools aware of the importance of building sustainable partnerships with community role-players and state institutions such as the Department of Education.

This study uses quantitative and qualitative methods of investigation, which include interviews, participatory observation, policy document analyses and structured questionnaires. This combination of techniques makes it possible to gather a wide range of factual information, opinions and perceptions on safety and security at schools.

### 10 Keywords

- |                                   |  |
|-----------------------------------|--|
| 1. Building                       | 6 Interdepartmental relationship         |
| 2. Disruptive Behaviour           | 7. Safety and Security                   |
| 3. Effective learning             | 8. Safety plans                          |
| 4. Education Management Centres   | 9. Unexpected trauma                     |
| 5. Infrastructural Reinforcements | 10. Western Cape Education<br>Department |

## ABBREVIATIONS AND ACRONYMS

<b>ABET</b>	Adult Basic Education and Training
<b>COLTS</b>	Culture of Learning and Teaching and Services
<b>CPF</b>	Community Policing Forums
<b>CSF</b>	Community Safety Forums
<b>CUR</b>	Curriculum
<b>DoE</b>	Department of Education
<b>DSS</b>	Division Safe School
<b>ECD</b>	Early Child Development
<b>EMDC</b>	Education Management Development Centres
<b>FET</b>	Further Education and Training
<b>FFF</b>	Firearm Free Zone
<b>GET</b>	General Education Training
<b>HOOC</b>	Hands of our children
<b>IMG</b>	Institutional Management and Governance
<b>IPT</b>	Independent Project Trust
<b>LSO</b>	Learner Support Officer
<b>MADAM</b>	Multi-Agency Delivery Action Mechanism
<b>MTF</b>	Medium Term Framework
<b>NCPS</b>	National Crime Prevention Strategy
<b>NGO</b>	Non Governmental Organisation
<b>OHSA</b>	Occupational Health and Safety Act
<b>RCL</b>	Representative Council of Learners
<b>SADTU</b>	South African Teachers Union
<b>SASA</b>	South African Schools Act
<b>SGB</b>	School Governing Body
<b>SLES</b>	Specialised Learning and Education Support
<b>SMT</b>	School Management Team
<b>SSC</b>	School Safety Committee
<b>SSP</b>	School Safety Plan
<b>WC</b>	Western Cape
<b>WCED</b>	Western Cape Education Department

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# CHAPTER 1

## THE PROBLEMATIC OF ESTABLISHING SAFE AND SECURE SCHOOL ENVIRONMENTS

### Introduction

This chapter defines the research problem of building<sup>1</sup> safe and secure schools for effective learning<sup>2</sup>. It advances a number of arguments on how safe and secure schools can be accomplished to foster adequate teaching and learning.

Hence, the key research question arises whether safety and security measures<sup>3</sup> are needed to encourage a commitment to effective governance and meaningful teaching and learning. This research considers it essential to have safe and secure learning environments for effective teaching and learning, because it has the potential to give effect to constitutional principles such as poverty eradication and an economy which benefit every citizen.

However, existing situations at various schools, especially in post apartheid South African suggest that the education environment for effective teaching and learning is problematic for several reasons including a lack of school safety and security. Assessing this challenge identify many other stumbling blocks in the process of building safe and secure schools for effective learning such as poor governance and management, inefficient policies, a lack of community ownership and partnerships; and crime and violence. All the above-mentioned have a negative impact on the quality of education. Goldstein & Conoley (1997: 75) highlight the fact that quality education is “...severely affected if the child is not in a safe and welcoming learning environment. Teachers cannot teach and students cannot learn in an

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<sup>1</sup> Building: In the context of the research means to contribute towards the objective of safe and secure schools for effective learning and teaching.

<sup>2</sup> Effective learning: Refers to a situation where skills are developed in an atmosphere free from crime, violence, fear and intimidation. The right to education is thus executed.

<sup>3</sup> Safety and Security measures: The two terms are interrelated, but traditionally safety is often viewed as concerns such as accident prevention, physical education equipment, first aid, hazardous chemicals, while security predominantly focuses on criminal and severe misbehaviour concerns such as access control, shootings, substances, crises preparedness and other physical security.

*environment filled with fear and intimidation. Safe and secure schools are free of crime and violence...well supervised, drug-free and free of gangs and weapons*". This research investigation is thus important because it gives effect to the right of education and as a result "*...enhance creativity, co-operative behaviour, affiliative behaviour, exploration and risk taking*" (Goldstein & Conoley, 1997: 240). The primary objective of this research is to provide solutions to decision-makers to order to improve and sustain safe and secure schools for effective learning.

Chapter one, sets out the scope of the study through the identification of the research problem, objectives, related literature, and research methodology, significance of the study and a description of major concepts.

## **Background to this study**

The researcher has been active in Education for over fifteen years as an educator, principal, unionist, environmentalist, a politician and through personal experiences has managed to identify a number of key assumptions that informs this research.

This study is a direct response to crime and violence in schools on an international and local level, especially over the last few years, despite progressive legislation such as the right to education. For example in 2004, September 03<sup>rd</sup> more than 365 people, mostly school children, died in a spate of violence between fighters supporting the independence of the nearby Russian republic of Chechnya and the Russian military. The most tragic aspect of this massacre is the fact that the event took place in a school, purportedly a safe haven for children and their education. Closely attached to this event are the September 11, 2001 terrorist attacks on the United States of America that led to the prioritisation of safety and security in schools. In fact, on February 11, 2002 Secretary of Education Rod Paige issued a statement to all state school superintendents about school safety and security where he emphasised the implementation of "*...effective policies to protect our children from both internal and external threats*" (Hester, 2003:41). At a local level it has been the accidental deaths and injuries of learners in Ravensmead, Khayelitsha, Beaufort West and many other towns in the Western Cape during normal school hours which has become the basis of this study. This school violence occurred despite the prohibition on the carrying of weapons on

school premises such as guns and knives. These incidents also indicate that crime and related disruptive behaviour<sup>4</sup> makes no distinction between urban, suburban and rural schools, nor are they confined to any socio-economic, cultural or ethnic groups.

It would seem that schools have become places for the selling of drugs, recruitment centres for prostitution, gangsterism, intra-conflict<sup>5</sup> and crisis drills. This situation desperately needs to be addressed to ensure that schools become sound educational institutions. Providing safe and secure schools for effective learning must therefore remain a top priority in schools and this study envisages to contribute towards this objective.

## **Problem statement**

Violent incidents, as described in the previous section, suggest that safety and security at schools continue to be a major problem in many areas in the Western Cape. It would seem that safety and security at schools are predominantly viewed as an additional or optional function by school authorities including school governing bodies. Often School Governing Bodies relinquish their powers to school management to ensure safety and security on the school premise. Often, though, senior management neglect to implement institutional safety policies. In addition, there appears to be policy issues absent regarding to Health and Safety matters, access control, evacuations, HIV & AIDS, sexual abuse & harassment; the prohibition of weapons, truancy and substance abuse. The absence of disciplinary codes of conduct and preventative strategies could further serve as evidence that safety and security issues are not prioritised at schools.

The preceding safety problems are seemingly made worse as schools continue to function separate from the community despite policy expectations regarding the involvement of parents, business and civil society in their various organisations. One must remember that schools are part of a larger community and building safe and secure schools goes beyond the borders of the school ground. Going beyond school ground premises also includes a relationship with the DoE including the WCED and other state institutions such as the

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<sup>4</sup> Disruptive behaviour: Refers to behaviour that is out of place or anti-social. It often exhibited in aggression towards other children and sometimes staff such as refusal to co-operate, disobedience, stealing, lying and tantrums.

<sup>5</sup> Intra-conflict: friction among role-players in the same school environment

Department of Safety and Security. Unfortunately, most people still consider school safety and security issues as the responsibility of the police and not a school governance and management issue.

In addition, school safety and security continue to be viewed in terms of infrastructural reinforcements<sup>6</sup> such as alarms, burglar bars and not developmental strategies such as anger management, conflict resolution, mediation, tolerance and human rights education or integrated partnerships with civil society organisations, state institutions and the broader community.

## **Guiding assumptions**

The key assumptions that drive this study include the following:

First, functional governing and management bodies correlate strongly with safe and secure schools.

Second, the implementation of safety related policies and other departmental guidelines contributes towards building safe and secure schools for effective learning such as the Occupational Health and Safety Act, the drug free policy and clear codes of conduct.

Third, co-operation of schools, community and state institutions ensures the safety of both learners and educational staff, and

Fourth, preventative approaches such as infrastructural reinforcements and developmental projects reduce safety risks and enhance school effectiveness.

## **Literature survey**

The literature review covers both international and national trends in relations to safety and

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<sup>6</sup> Infrastructural reinforcements: buildings are secured with alarms, burglar bars, razor wiring, etc.

security issues at schools.

### **United States of America Trends**

According to the National Crime Survey in the United States of America (USA) nearly 3,000,000 crimes are committed at schools every year. This statistic translates into almost 16,000 criminal incidents per school day, or one every 6 seconds that school is in session (Goldstein & Conoley, 1997). In addition Hester (2003:17) highlights the fact that: “*In 1997, 18 per cent of high school students carried a weapon, and 9 per cent carried a weapon while in school. Nearly one in every 16 high school students reported carrying a gun sometime during the previous 30 days and 37 per cent participating in physical fighting during the past 12 months*”. This unsafe and insecure situation is the reason why some of the best teachers and learners in the USA have dropped out of the education system because of violence and fear.

In February 2002 representatives from ten nations gathered in Washington D.C. to discuss safety and security in schools, especially after the September 11,2001 terrorist attack on the United States of America. The key outcome from this engagement was the emphasis on the implementation of effective policies such as safety and emergency plans to protect learners from internal and external threats. Hester (2003) specifically mentions that local schools and law enforcement have to develop safety plans for crisis response which include:

- District-wide school safety teams and building-level emergency response teams*
- Procedures for responding to threat and acts violence*
- Safe evacuation and contacting law enforcement and parents during a violent incident*
- Detecting potentially violent persons*
- Building security*
- Annual school safety training for students and staff*

The next section highlights the importance of functional codes of conduct for the maintenance of order on school grounds. Goldstein & Conoley (1997:76) informs us that: “... *in 18 of the past 28 annual Gallup Polls on education that the public identified lack of discipline as the top problem schools face*”. Coupled to this is research conducted by Trump

(1998) who identified disciplinary problems such as aggressive and violent behaviour as top priority in the world, more than drugs, weapons, gangs, stranger danger, vandalism and one-on-one fights. In order to reduce this safety risk and enhance school effectiveness demands the establishment of “...*predictable environments with consistently enforced standards, rules and responsibilities*” (Goldstein & Conoley, 1997:246). Codes of conduct according to Hester (2003) include appropriate dress and language, security issues, removal from the classroom, discipline procedures, policies and procedures for detention, suspension and teacher removal disruptive pupils, procedures for reporting and determining code violations and imposing penalties.

Another essential element of building safe and secure schools is the establishment of community school safety initiatives. Kadel (1999) emphasises a close working relationship between schools, families and communities to reduce the factors that place learners at risk of committing violence. Hester (2003:44) informs us that communities demand that schools be safe for children, which means that “...*we need to redouble our effects to prevent violence in schools at the same time we address violence in the larger community*”. In addition, the Vera Institute (2001) identified a stronger relationship specifically with the police, in establishing community safety initiatives or countering youth activities. This means also that building safe and secure schools should involve the learners themselves in decision-making. Kadel (1999) informs us that schools should encourage all students to participate in decisions about school safety, discipline procedures and to see that student leaders are trained to represent their fellow students. It is important to take cognisance of the fact that learners have a major influence on each other and schools have to embark on strategies to nurture positive influences such as peer mediation and youth clubs.

Research also indicates that good management of schools is one of the most important factors for controlling levels of violence and safety (Gottfredson, 1996). Schools that have norms, predictable rules, clear expectation and procedures that are transparent and well understood by all members of the community are less likely to result in high levels of violence. Goldstein & Conoley (1997:194) highlight the importance of good management stating that “...*although we must recognise the problem of potential violence and work with other systems to reduce and prevent it, our focus must also be kept on enhancing educational environments and improving educational delivery*”. They further identified core strategies to

promote school effectiveness, which include strong leadership, an orderly non-oppressive climate, and teacher participation in decision-making, high expectations for student learning and behaviour, curricular emphasis on academics and frequent monitoring and feedback in regard to student performance. Coupled to this is the training of staffs to ensure sustainable systems: “...*the process of creating safe schools is partially a task of enabling and empowering the school personnel to continue and add to their effective practices.* (Goldstein & Conoley, 1996:195).

### **South African trends**

Research undertaken by the Institute of Criminology at the University of Cape Town (2001) in 20 primary and secondary schools in the Cape Metropole and surrounding areas indicates that crime and violence are common occurrences in schools in the Western Cape. This situation continuously disrupts the normal functioning of the school and prevents learners and educators from meaningful and effective learning and teaching. One of the solutions identified in the research is the focus on the school as an organisation, including good governance and management. This means that stakeholders should establish a positive learning environments’ with adequate managerial systems, policies and strategies, if not, crime and violence will flourish. This view is echoed by research conducted by the Department of Education and the Department of Safety and Security (1999), which indicates that schools contribute towards the cycle and high levels of violence in two ways: firstly, schools that are not functioning adequately provide the space for violence to grow and secondly the absence of boundaries in relation to what is acceptable and unacceptable behaviour can lead to abusive acts, both verbal and physical.

In addition Griggs (2002: 15) informs us that classroom atmosphere and management are important components of crime prevention. For example “...*crime prevention messages were all over the classroom walls owing to the material from ‘Making Our World Safe’.* There were various charts listing classroom rights, responsibilities and the type of negative peer pressure that can result in negative behaviour”. Coupled to this is the fact that learners were engaged in collective reading lessons and discussions relating to problems and solutions to crime. Griggs (2002:38) in close partnership with the Independent Projects Trust (IPT), also identifies “... *skills development, conflict resolution, communication and co-operative*

*behaviour are essential ingredients of effective strategies to reduce crime and violence in schools.”* The research further identified best practices and strategies to improve the basic functionality of the school. One of these practices is the establishment of a shared commitment among schools, service providers and state institutions, which is an acknowledgement of integrated approaches and programs to reduce school crime. This commitment also includes the clustering of schools in order to facilitate partnerships, communication and joint problem solving. The next practice emphasises the key to success, which is an intervention that make schooling easier and a fit job description followed by a practice that makes materials accessible. In fact, Grigg (2002) mentioned that accessible and supportive material increase confidence in implementing and sustaining initiatives coupled with training. The final practice highlights the importance of public information and advocacy programmes because it has the potential to exchange ideas, networks and support that often result in a refinement of strategy or advocacy through research.

Research conducted by the National Crime Prevention Research Resource Centre (2001) emphasises the need for a multi-faceted approach to the development of safe and secure schools. The research identified the involvement of school management, the development of safety teams, classroom management and home management as essential strategies. In addition the research emphasises the need for sustainable partnerships between schools and relevant government agencies, parents and the broader community. The multi-faceted approach also includes the facilitation of community leadership and the promotion of practical life skills, implying that the school has to play a leading role in developing the community.

The Centre for the Study of Violence and Reconciliation (2000) also indicated that a body such as safety teams is needed within the school to be accountable for creating safe schools for learning. They recommended the following stakeholders to be on that team: the principal, a member of the School Governing Body, preferably the chairperson, educators trained in trauma management, two learners, a parent, a person in the school administration, a police representative, a community police forum member and other community partners.

Fundamentally attached to safety teams are functional safety or crisis plans, which should be in possession of all role-players in a particular school environment. Mohamed (2003) makes

us aware that safety plans should be part of a broader community plan that outlines preventative activities and makes use of both pro-active and reactive approaches. *“It employs a realistic, multi-agency approach that addresses priority crimes in the community, and has achievable goals...”* (Pelser and Louw, 2001:40).

According to Mohamed (2003) a good relationship exists between the Provincial Departments of Education, specifically the Safe Schools Division and the Community Safety especially in the Community Safety Forums (CSF) and Community Police Forums (CPF) regarding the compilation of community safety plans. *“In George for example the Neighbourhood watch project has been initiated in addition to the Safe Schools Programme. The Safe Schools Programme has been successful at schools in Mitchell’s Plain, Khayalitsha and Elsies River. Here consistent monitoring of the implementation of the Safe Schools project by members of the CSF has yielded positive results. For example, the patrolling of the school premises over weekends has brought down vandalism of school buildings”* (Mohamed, 2003: 41).

## **Research objectives**



This research has the following objectives:

- To provide a theoretical overview of school safety and security including international and local research.
- To provide an overview of the legislative and policy context of school safety and security in South Africa and the implication for schools in the Western Cape.
- To encapsulate the institutionalisation of school safety and security in the Western Cape.
- To provide evidence that safety and security are not a priority in schools in the Western Cape.

- To develop a set of recommendations to decision-makers at schools and at the Department of Education as options for the improved sustaining of safe and secure schools for effective learning.
- Finally, to encourage school governance and management to prioritise safety and security in order to provide a nurturing environment for learning and the personal development of learners.

## **Research methodology**

This study uses both qualitative and quantitative methods of investigation, which include interviews, participatory observation, policy document analyses and structured questionnaires. The choice of methods was influenced by the researcher's need to have, as far as possible, an authentic experience that sharpens and integrates subjective and objective viewpoints of participants. This combination of techniques also makes it possible to gather a wide range of factual information, opinions and perceptions.

Interviews were conducted with officials from the district offices of the Western Cape Education Department, especially those responsible for safety and security, the School Governing Body (SGB), the School Management Team (SMT) including the school principal, safety committee or representative and the Representative Council of Learners (RCL's). Participatory observation was used to supplement the information gathered from the other methods for example security systems, safety signs, access control, visitation books, smoking zones and supervision during breaks. Another source of information used was public and policy documents in order to develop a clear understanding of the roles and responsibilities of education institutions regarding the right to education in a safe and secure environment.

Five Education Management Development Centres (EMDC)<sup>7</sup> of the Western Cape Education Department (WCED)<sup>8</sup> were used to test the research assumptions, which include South Cape/Karoo, Metropole South, Metropole North, Metropole East and Metropole Central.

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<sup>7</sup> EMDC: It is the official acronym used by the Western Cape Education Department and schools for district or regional offices.

<sup>8</sup> WCED: South Africa consists of nine Education Departments and the WCED is one of them.

Eventually twenty urban schools and twenty rural schools were visited to test the research assumptions. Schools were identified using crime and violence statistics from police stations in the South Cape/Karoo as well as the WCED Call Centre. The collection and analyse/s of data is based on these case studies.

### **Significance of the study**

There are several reasons why this study is important: First, safe and secure learning environments contribute towards uplifting the quality of lives of pupils. Second, a safe and secure environment make it possible for future citizens to be skilled thus making a significant contribution to the well-being of the country.

It provides policy-makers, school governance and management with insight into the true challenges inside and outside the school. Stakeholders in the education fraternal are hereby granted an opportunity to design effective policies, preventative programs and interventory strategies in order to protect learners, educators and non educator staff.

The research has the potential to minimise the recurrence of crime and violence in schools and to reduce crime and violence in general. One must remember that schools are core developmental centres for community development and safe and secure schools can lead to safer communities.

It also has the potential to strengthen interdepartmental relationships especially between Provincial Departments such as Community Safety, Education, Correctional Service and Social Services & Poverty Alleviation. In fact, co-operative governance structures such as the Multi-Agency Delivery Action Mechanism (MADAM) and the Hands Of Our Children campaign (HOOC) can greatly benefit from the results of this research that they drive needs based activities in targeted geographical areas.

### **Structure of the study**

This study comprises five chapters:

- Chapter one sets out the scope of the study through the identification of the research problem, objectives, related literature, and research methodology, significance of the study and a description of major concepts;
- Chapter two looks at the policy context of the research study with special focus on constitutional justification, supporting legislation, institutional policies and departmental guidelines;
- Chapter three investigates safety and security in the Western Cape Province with reference to study domain, the institutionalisation of safety and security and official strategies;
- Chapter four presents and analyses the collected data, and
- Chapter five contains conclusions and recommendations.



## CHAPTER TWO

### THE CONTEXT OF SAFETY AND SECURITY AT SCHOOLS IN THE WESTERN CAPE

#### Introduction

This chapter looks at the policy context of the research with special focus on constitutional justification, supporting legislation, institutional policies and departmental guidelines. The purpose is to demonstrate clearly that sufficient legislation, policies and guidelines exist which compels and assists school governing bodies and managements' to create safe and secure schools for effective learning. This thesis argues that the assumptions made in Chapter One are obligatory principles, not additional responsibilities and everything possible should be done to encourage the prioritisation of school safety and security.

#### Constitutional rights to safety and security

Many schools prior 1994 were often utilised as centres of struggle against the Apartheid state in order to ensure that quality education becomes a reality. Since the inception of democracy, schools were bound to change from 'sites of struggle' to 'sites of learning and teaching' especially with the enactment of the National Constitution Act 108 of 1996. Mohamed (2003:15) reminds us that "...*transformation and reconstruction have become a necessary priority in State Departments...*" including the DoE in order to give effect to constitutional principles such as the right to life, equality, human dignity and an environment that is not harmful to the health and well being of all people in the country [Chapter 2, Section 24 (a)].

Unfortunately if one looks at many schools today, one observes how the new democracy is undermined by persistent crime and violence instead of equipping learners with skills to meet life's challenges and to lead productive lives. The UNICEF Annual Report (2001:10) on South Africa emphasises the fact that "...*many schools are places of crime, violence, fear and intimidation and trauma, which consistently disrupting the normal functioning of schools. More and more ever before are schools servicing children from dysfunctional homes,*

*children living in poverty, teenage parents and children with special educational needs... ”.* Despite these realities, schools must remain the place for the accomplishment of dreams, where future citizens are empowered and where skills are produced to eradicate poverty. In fact, the national constitution makes it very clear that education is a fundamental right to every legitimate citizen. Chapter, Section 29 (1)(a)(b) of the National Constitution Act 108 of 1996 stipulates: *“Everyone has the right to a basic education, including adult basic education and to further education which the state, through reasonable measures must make progressively available and accessible”*. Access to these lifelong education and training opportunities will in turn contribute towards improving the quality of life and build a peaceful, prosperous and democratic society. This objective can only be achieved if teaching and learning consistently takes place in a safe and secure environment. Chapter 2, Section 24 (a) & (b) specifically mentioned: *“Everyone has the right to an environment that is not harmful to their health or well-being and to have the environment protected for the benefit of present and future generations...”*. In addition, Section 11 and 12 (1)(c) emphasises that: *“Everyone has the right to life...to be free from all forms of violence from either public or private sources”*. This implies that everybody in the school environment including the learners, educators and even visitors have the right to be free from all forms of violence. School governance and management are thus responsible to create an atmosphere conducive to learning, free from all forms of violence.

The constitution also states very clearly that children should be protected from maltreatment, neglect and specifically abuse and degradation. In fact, ex-president Nelson Mandela once said that ‘children are the future of any nation and everything possible should be done to protect them’. Unfortunately many schools remain the market and recruitment centres for many illegal activities, which is contrary to constitutional objectives. Chapter 2, Section 28 (1)(f)(i) & (ii) emphasises that: *“Every child has the right ... not to be required ...to provide services that are inappropriate for a person of that child’s age or place at risk the child’s well-being, education, physical or mental health or spiritual, moral or social development”*. The need for a safe environment in which children can be encouraged and nurtured through primary and secondary education is undisputed and every effort should be made to ensure that crime and violence are eradicated from schools.

The accomplishment of the above-mentioned objectives demands an authentic working

relationship between various state institutions. Chapter 3, Section 41 (1)(h)(i-iv)] specifically emphasises the importance of co-operative governance: “...all organs of state within each sphere must...co-operate with one another in mutual trust and good faith by fostering friendly relationships, assisting and supporting one another, informing one another and consulting one another on matters of common interest, co-ordinating their actions...”. The Department of Education (DoE) must assume the leading role in this cooperative relationship in order to ensure a safe and secure learning environment: “... the education system must counter the legacy of violence by providing the values underlining the democratic process and the charter of fundamental rights, the importance of due process of law and the exercise of civic responsibility and by teaching values and skills for conflict management and conflict resolution, the importance of mediation and the benefits of tolerance and co-operation. Thus, peace and stability will become the normal condition of our schools and colleagues, and citizens will be empowered to participate confidently and constructively in social and civic life” (White Paper on Education and Training, 1995, Chapter 4: 16).

## **Supporting legislation**

In addition to constitutional principles there are many supporting legislation which gives effect to the right of education in a safe and secure environment. There are a whole range of measures that emphasises Government’s commitment to ensure safe learning environments as reflected in Appendix A.

The first response by the Department of Education (DoE) regarding unsafe and insecure schools was to advocate the values in Occupational Health and Safety Act. Section 8 (1) stipulates that: “Every employer (Principal) shall provide and maintain an environment that is safe and without risk to the health of his employees. The Act clearly states that every employer shall conduct ways to ensure the safety of those on the premises and those outside who may be affected by what he does or does not do [Section 9 (1)]. This implies that the employer must assess risks, take steps to prevent exposure to risks and carry out monitoring strategies in order to secure a safe and healthy environment including school environments.

Coupled to this is the option to delegate powers to an official safety representative or to appoint a mandatory committee to execute safety tasks, especially if there are more than 20

employees working in a specific working environment. Section 17(1) mentioned that “...every employer who has more than 20 employees in his employment at any workplace, shall within four months after the commencement of this Act or from such time as the number of employees exceeds 20, designate in writing for a specified period health and safety representatives for such workplace...”. The name of this identified individual must be forwarded to the local Department of Labour and in the case of schools also to the Department of Education. In addition Section 19(1) stipulates that the employer “...shall establish one or more health and safety committees and at every...meeting consult with the committee with the view to initiating, developing, promoting, maintaining and reviewing measures to ensure the ...safety of his employees...”. The Act also outlines the responsibilities to be executed by the safety representative or committee, which include the identification of potential dangers and risks, to discuss any incident and write a report on the incident, investigate complaints and inspect the workplace, make recommendations to the employer regarding any matter affecting the safety of persons and the working environment, keep records of each recommendation and incidents, hold meetings at least once a quarter, keep minutes, design a strategic plan and monitor the effectiveness of safety measures and strategies.

Furthermore, the OHS Act and the amendments as stipulated in Government Gazette No 17403 of 06 September 1996 further highlights many other imperatives such as first aid, safety signs, access control, emergencies, hazardous chemicals and substances, fire prevention and control, victimisation, accident measures and compensation for occupational injury and diseases. All the above-mentioned imperatives are safety measures, which are expected by law to be in place in order to ensure the establishment of an environment conducive to learning. The fact of the matter is that every one has the right to be safe at work or school and return home at the end of the day un-injured and as healthy when he or she left their abode.

The responsibility to build safe and secure schools for learning, according to Chapter 3, Section 16 of the South African Schools Act, lies in the hands of the School Governing Body (SGB) and the principal. They have the authority and responsibility to apply legislative principles and good governance practices, if not “*the Head of Department may suspend or terminate the membership of a governing body...*”, because they stand in a position of trust to

the school and the community. They are accountable to maintain a safe and secure environment where conflict and differences can be addressed in a manner characterised by respect and civility. One of their responsibilities is the establishment of codes of conduct in order to deal with discipline. Section 8(1) of SASA specifically mentions that the SGB must “...establish a disciplined and purposeful school environment to achieve and maintain quality education in such a school. The Act furthermore emphasises the underpinning principles of such codes, which is: respect for one another and to ensure that the fundamental rights contained in Chapter 2 of the National Constitution are adhered to, in particular the principles of human dignity, equality and freedom. In addition, Section 8 (5) specifically mentions that “a code of conduct must contain provisions of due process safeguarding the interests of the learner and any other party involved in the disciplinary proceedings”. The SGB and the principal are compelled to design functional codes of conduct in order to deal with disciplinary problems and other acts of misconduct.

Many of the disciplinary problems in schools are often substance abuse related, which are directly associated with increased levels of violence. Parry (1998) specifically mentions that alcohol and drug abuse are associated with school truancy, aggressive behaviour and many other acts of violence. “There is also evidence that it is a growing among young people across the socio-economic spectrum, especially... in the Western Cape (Joint Framework Document,1999:31). This implies that SGBs and principals should act in order to reduce safety risks and simultaneously ensure a safe learning environment. In fact, Government Gazette, No 22754 of 12 October 2001, Section 4 (2)(d) and (3) clearly stipulates that nobody is allowed to enter public school premises while under the influence of an illegal drug or alcohol or posses illegal drugs, because schools are drug free zones. The Gazette also states clear that nobody may cause any form of violence or disturbance, which can negatively impact on any public school activities. Even the carrying of dangerous weapons on the school premises are prohibited according to Section 4(2)(a-h) and SGBs and principals should be pro-active in this regard. Section 4 (2)(h) specifically mentions that no person may directly or indirectly cause harm to anyone, who exposes another person who makes an attempt to frustrate the prevention of the dangerous objects and activities.

Section 3 (a)(b) and (c) even gives schools the powers to conduct searches and searches regarding drugs, dangerous weapons, especially if there is a reasonable suspicion. If they do

not want to do it themselves, they can request the police to do it, but unfortunately many schools are not utilising this right. The Gazette further makes it clear that any person, who enters the public school concerned without permission, may at any time be removed or prosecuted under the provisions of the Trespass Act No 6 of 1959. In addition, Section 9 advocates strategies to build safety and security at schools, which include cooperation with police-stations to ensure visible policing during sport and cultural events, participations in community police forums, the development of action plans to counter threats of violence, engage in advocating communication with the public and to request departmental assistance. The problem however is blatant ignorance by schools to utilise these options in order to prevent accidents, injuries and even deaths.

Closely associated with ignorance is the tendency not to report or prosecute abuse cases such as child abuse. In November 2000, an amendment was made by the Department of Education to the Employment of Educator's Act No 76 of 1998, which requires Provincial Education Departments to dismiss any educator found guilty of having a sexual relationship with a learner, irrespective of the willingness of the learner or the age of the learner. Also the South African Council of Educator's Act 2000 was enacted to ensure that when an educator is dismissed on the basis of sexual abuse of a learner, he or she will be deregistered as an educator and may not be appointed by any provider, including private providers. In addition, the Prevention of Family Violence Act No 33 of 1993, Section 4 emphasises that any person, who examines threats, attends to, advises, instructs or cares for any child, shall immediately report such ill treatment to a police official, commissioner of child welfare or social worker. In contrast, reluctance among affected parties including schools, regarding unlawful behaviour, meaning not to report cases, is still a reality and everything possible should be done to encourage lawful behaviour.<sup>9</sup> Finally, this thesis argues that the enforcement of laws contribute towards building safe and secure schools for learning.

## **Institutional policies**

In 1996 the National Crime Prevention Strategy (NCPS) was developed as a policy to challenge safety and security from a preventative perspective. The focus was predominantly

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<sup>9</sup> <http://wcape.gov.za/home/projects/abuse.html-28/12/2005>

on the idea of sector-wide co-operation between various state institutions, which took momentum when Cabinet was re-organised into clusters after the 1999 election. This led to the establishment of the National Security Cluster which is responsible for safety and security priorities in South Africa with the emphasis on co-operative governance. This cluster meets regularly on a national and provincial level to discuss threats, interventions and preventative strategies.

One of the strategies within the NCPS is a greater involvement of the public in crime prevention strategies. It is for this reason that Government institutionalised Community Police Forums, neighbourhood watches, farm watches and many youth countering initiatives as a strategy to reduce crime and violence, but also to strengthen the relationship between state and society. These developments were the start of a special relationship between the Department of Education and the Department of Safety and Security. In fact the late Steve Tshewte, previous Minister of Safety and Security once said: *“Schools are the cornerstones for community development”* (Department of Education, 2002:04). In 1999 the Department of Education, the Secretariat for Safety and Security and the National Youth Commission developed a Joint Policy Document called ‘Tirisano’ to reduce youth violence in South African schools. The document highlighted the fact that young people are the perpetrators of significant portion of violence against young people. Statistics from the South African Police Service Child Protection Unit suggest that young people under the age of 18 years are responsible for approximately 30% of violence against youth (Department of Education, 1999) Schools, which according to the JFD are often sites of violence for many young people. For example educators inflict violence through forms of corporal punishment and sexual violence and learners inflict violence on other learners. This most commonly takes three forms: older boys physically assault younger boys, boy learners sexually assaulting girl learners and youth from outside the school and individual children and organised gangs, physically and sexually assault both boy and girl learners.

In response to this policy document on the 27<sup>th</sup> of July 1999, Professor Kader Asmal, ex-minister of Education announced nine educational priorities to revitalise South Africa’s education and training system and safety and security was central in this policy for school effectiveness. The Minister condemned the unacceptably high levels of violence within schools and stated that schools must be reclaimed as spaces of peace and stability from those

who are violent (Department of Education, 1999). In order to reduce the levels of crime and violence in schools, the DoE designed policy that forced Provincial Departments to make provision for safety and security in their strategic plans and budgets, especially over the Medium Term Expenditure Framework. This implies that one must be able to make budgetary projections on how much government will spend on safety and security in schools for a particular year and over a period of three years. The policy document also mentioned that strategic plans and attached budgets must adopt crime prevention programmes that focuses on the provision of safe and healthy learning environments, reduction of potential violence, protection of physical safety of learners and educators, provision of opportunities for youth to engage in non-violent activities, building resilient tools in youth so that they are able to choose a non-violent pathway and reducing the risk factors in youth so that they are less likely to become involved in crime and violence. (Department of Education, 1999: 46)

Coupled to the above-mentioned paragraph is the fact that policy values safe school committees to drive preventative programs with a mandate to execute tasks such as the identification of school security problems, drafting of a School Safety Plan<sup>10</sup>, adoption of the plan by the SGB, implementation of the SSP, the Schools Development Plan, counselling procedures, referrals, monitoring and evaluation and further planning (Department of Education, 2003). The safe school committee should also play the leading role in the compilation of a safe school policy, which according to the Department of Education (2003:17) should encapsulate key components: In the first place it should have a code of conduct that deal with suspension and expulsion, making sure that it is in line with legislation. The second component emphasises the importance of procedures to deal with violent incidence, which include dealing effectively with the victim and the offender. There should also be procedures for both educators and learners who are victims and perpetrators. The third component highlights the importance of early and ongoing identification for prevention. This includes the identification of appropriate and relevant interventions and programmes to assist schools. The fourth component highlights staff development and in-service training of both educators as well as non-teaching staff in safety related matters as a distinct imperative. Dealing with the aftermath of an accident is the fifth component, which

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<sup>10</sup> School Safety Plan: Refers to a physical document that captures ways how schools can manage safety risks on the school premise. It reflects responses, protocols, contact details and ways to make the school better.

refer to a referral network for trauma management and counselling of both learners and educators. The remaining components include the involvement of parents or guardian, partnerships with civil society organisations and inclusion of safe awareness, prevention of violence, substance abuse, sexual harassment and HIV & AIDS<sup>11</sup> into the curriculum.

Regarding HIV & AIDS, one has to mention that the National Education Policy on HIV & AIDS for learners and educators in public schools emphasises the importance of a safe school environment in the prevention of HIV transmission at school, especially during play and sport. It further advocates the importance of delegating responsibilities to the safety committee to drive preventative education and attitudes.<sup>12</sup> This policy has been provided to all schools in the country including the Western Cape and training has been completed. However, the challenge to inculcate preventative attitudes remains a problem in schools.

The next section highlights abuse at schools. In 2001 the WCED published the policy document called 'Abuse No More: Dealing Effectively with Child Abuse', which provides detailed guidelines on how to approach sensitive matters. The purpose of the policy was to put measures and procedures in place to respect and protect the rights of learners, particularly their rights to safety, security, bodily integrity, equal treatment and freedom from discrimination and an environment where learners can maximise their opportunity to learn, free from abuse. The main thrust of the policy document is to manage abuse where learners are involved and to assist them with dealing with the trauma. In addition, policy also deals with educators violating the rights of learners: "...an educator must be dismissed if she or he is found guilty of committing an act of sexual assault on a learner of the school where she or he is employed..." (Western Cape Education Department, 2001:28) This thesis however argues, despite policy that SGBs and SMTs are reluctant to report cases of abuse to the police and to Departmental Call Centres.

In addition, Circular 0099/2000 instructs schools to report cases of abuse and other school crime to the Safe Schools Call Centre, as an institutional method to assist educators and

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<sup>11</sup> AIDS: Acquired Deficiency Syndrome (A syndrome that results from infection with HIV)

HIV: Human immunodeficiency syndrome virus (the name of virus, which undermines the immune system and leads to AIDS)

<sup>12</sup> [http://wced.wcape.gov.za/planning & devel/support/special/\\_ed/hiv\\_aids/info\\_2003.html](http://wced.wcape.gov.za/planning & devel/support/special/_ed/hiv_aids/info_2003.html)

learners to teach and learn in a safe, crime free school environment. The circular even specifies the procedures on how to report crime related incidents and request co-operation on many other matters such as arson, assaults, burglaries, corporal punishment, fraudulent school reports, killings (gang and traffic related) robberies, shootings, vandalism, hijackings, drug abuse, alcohol abuse, abuse of learners and educators, rape, sexual harassment, teacher abuse and any other form of abuse.<sup>13</sup>

The next section highlights the drug abuse policy in schools, which was a response by the Council of Education Ministers in 2002 to increase the capacity of educational institutions to manage drug abuse by learners. It complements related policies and legislation on the control and management of drug abuse in schools, particular the Regulations for Safety Measures and Government Gazettes No.22754 of 12 October 2001 and No 24172 of 13 December 2002. The key thrust of the policy is to help and support not only those learners who abuse drugs, but also the majority of learners and staff who do not use drugs, but who may be affected by the usage of drugs by others. It is thus important for SGBs and SMTs to implement the school drug policy, to implement interventions such as treatment and rehabilitation and to embrace preventative attitudes, because drug abuse is on the increase. For example “...*the number of patients at specialist drug treatment centres in Cape Town having methamphetamine as a primary or secondary drug of abuse increased from 121 to 429 between the second half of 2003 and the first half of 2004. About 6 out of 10 patients...were younger than 20 years and over 40% ... took methamphetamine daily*”.<sup>14</sup>

The final policy that this study wants to engage is the Whole-School Development Model for basic functionality, which was introduced to schools in 2003 by the DoE as a compulsory responsibility to improve school effectiveness and efficiency. The policy made it clear that planning processes have to comply with nine focussed domains that include basic functionality, leadership, management and communication, governance and relationship, quality of teaching and learning and educator development, curriculum provision and resources, learner achievement, safety, security and discipline, school infrastructure and parent and community. Central to this policy are safety, security and discipline, which are

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<sup>13</sup> <http://www.heineman.co.za/schools/teachingtips/childabuse.asp/> 2005/12/28

<sup>14</sup> <http://www.mrc.ac.za/adarg/parliament2005.htm>

clustered as an integrated, distinct component for school effectiveness. School Governing Bodies and School Management Teams thus have an institutional responsibility to focus on safety, security and discipline, especially if they want to measure or assess their relevancy, effectiveness and successes as the school authority.

## **Departmental guidelines**

In order to give effect to the constitution, supporting legislation and institutional policies, government via DoE and the various provincial Departments disseminates guidelines to assist schools in creating safe and secure schools. In 1998 the Western Cape Education Department brought out guidelines for school management and governance in which safety and security formed one of the core chapters to establish a basic functional school. In fact, Chapter R (1-10) gives information and direction on many safety related issues including the prevention of accidents, injury registers, the transport of learners, first aid, fires and arson. In addition, the guidelines clearly stated that every school should have a safety committee and plan: *“The school must have a safety plan which focuses on the prevention of injuries to learners...the governing body should consider the establishment of a safety committee that consist of governing body members, educators, non-teaching staff and learners”* (Western Cape Education Department, 1998:R-2). The guidelines also give schools the right to install security systems such as alarm systems and to work in close cooperation with community organisations such as neighbourhood watches. These guidelines were made available to all schools in the province and circulars were forwarded to schools to remind them about the Departmental guidelines such as circular 0044 of 1997, circular 0018 of 13 February 1998, circular 0065 of May 1998, circular 0121 of 07 October 1998 and circular 0145 of 13 November 1998.<sup>15</sup>

In addition to guidelines, which were in the form of files, the DoE issued a Resource Booklet in 2002 labelled ‘Sign Post’ in which they mapped out the road to a safe school. Some of the aspects that the booklet addresses include the journey through crime and violence, understanding the causes of violence in schools, dealing with sexual and child abuse, building resilience and many crime prevention approaches. The booklet also reflects interventory

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<sup>15</sup> [http://wced.wcape.gov.za/circulars/2003/index\\_circulars.html](http://wced.wcape.gov.za/circulars/2003/index_circulars.html)

programs on how schools can deal with issues such as bullying, gangs, racism, guns, weapons, truancy and witchcraft (Department of Education, 2002). It is worth mentioning that ‘Signpost for Safe Schools’ was driven in the Western Cape by the WCED and the Department of Community Safety (DCOS). In fact the expectation from the National Offices was vividly clear that Provincial Offices should train all schools in co-facilitation on a provincial, regional and local level in the content of the manual and make it available to schools (Department of Education, 2002). This thesis however argues that schools remain unsafe and unsecured for effective learning despite training and the availability of resource booklets and manuals.

In 2003 the WCED issued another manual entitled: ‘Managing Safety and Security within WCED Institutions’, which was designed in close co-operation with Organised Labour such as SADTU, NAPTOSA and SAOU. The Manual clearly reflects information; procedures and strategies how schools can prepare to handle a crisis, a violent or traumatic incident. One of the highlights in the manual is the planning process to build safe learning environments. This nine point planning process has been made available to schools as a guideline to assist them in putting in place a community-orientated problem-solving approach and it consist of the following steps: establish a safety committee, make safety part of the school’s vision, conduct a safety audit, set major objectives, develop a safety plan, select and implement strategies, conduct an audit of service providers in the area, create cluster structures and evaluate and assess progress (Western Cape Education Department, 2003:06).

## **Chapter Summary**

This chapter highlighted the development of safety and security policies in schools since the inception of democracy. The study identified constitutional justifications, supporting legislation, institutional policies and departmental guidelines as proof to encourage a commitment to effective governance and management, which include the prioritisation of safety and security in schools. It argued that the implementation of legislation, policies and guidelines contribute towards building safe and secure schools for effective learning. However, schools do not apply these imperatives and often view it as an add-on function to the normal institutional responsibility.

The next chapter takes a closer look at school safety and security in the Western Cape Province and discusses the study domain, institutionalisation of school safety and security and official strategies.



## CHAPTER 3

# SCHOOL SAFETY AND SECURITY POLICIES IN THE WESTERN CAPE PROVINCE

### Introduction

The purpose of this chapter is to discuss school safety and security in the Western Cape with special reference to the study domain, the institutionalisation of safety and security and official strategies. It is important to engage in this discussion because school safety and security has developed from a piloted project by DoE into an official division within the WCED bureaucracy. This rapid progress serves as proof that the WCED has been pro-active in the establishment of safety and security structures, policy formations, preventative programmes and intersectoral relationships.

### Study domain

This study focuses on schools that are part of the Western Cape Education Department, which is one of the leading provinces in South Africa regarding the implementation of school safety and security policies. It was originally treated with negativity and hostility in the intergovernmental relationship, because of the official political system in the province and consequently the rejection of many positive and pro-active initiatives. This view has greatly changed over the last few years and one can truly say that the DoE and other provinces are starting to value the contributions of the WCED. In fact, many successful interventions, preventative initiatives and other strategies have been incorporated into national policies and guidelines such as drugs, truancy, gangs, call centers, clusters and many other safety priorities. Table 1 illustrates that the WCED is responsible for the safety of nearly a million learners, about 28 443 educators and nearly 10 000 non teaching staff. This numbers include all WCED institutions such as General Education and Training Institutes (GET)<sup>16</sup>, Further Education and Training Colleges (FET), Adult Basic Training Centres (ABET), Early Child

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<sup>16</sup> General Education and Training (GET): Also labeled as mainstream schools or general public education

Development Training (ECD) and Elsen schools that focuses on specialised learning.

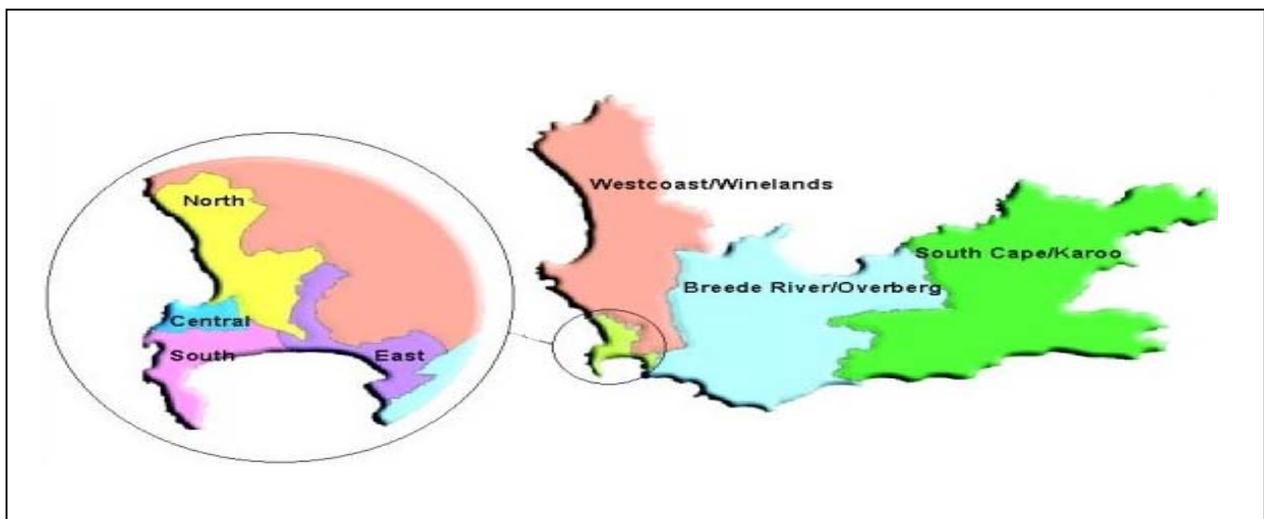
**Table 1: Education in the Western Cape ( Summary Statistics)**

Total number of learners	9 48 9 26
Total number of educators (overall posts)	28 443
Public service staff	7 930
Public ordinary schools	1 460
Elsen schools (for learners with special needs)	75
FET colleges (Further Education and Training)	6
ABET sites (Adult learning centres)	326
Subsidised preprimary schools	1 550
Education Districts	7

(Source: <http://westerncape.gov.za/pls/emis> 28-12-2005)

The WCED is also divided into seven Education Management Development Centres (EMDC's), which consist of four Urban Metropole EMDC's such as Metropole East, Metropole North, Metropole South, Metropole Central and three Rural EMDC's including Breëderiver/Overberg, WestCoast/ Winelands and South Cape/Karoo as reflected in Table 2. This research investigation focuses on the whole province including urban and rural EMDC's, which is important for inclusive purposes and also to ensure the quality of the results.

**Table 2: Education Management Development Centres**



(Source: [http://www.wcape.gov.za/operations/emdc\\_contact.html](http://www.wcape.gov.za/operations/emdc_contact.html) 28-12-2005)

## **Institutionalisation of school safety and security**

The institutionalisation of school safety and security into the bureaucratic hierarchy of the WCED has become a long way. It developed from a piloted project ran by the DoE in 1997 to a Division labeled as Safe Schools in 2002 and it is currently under review by the Premier's Office for further progression in the WCED hierarchy. It is also worth mentioning that Division Safe Schools, who is the representative component within the WCED regarding the implementation of school safety and security, received a bronze trophy on the 21<sup>st</sup> November 2005 at a Premier's Award for Excellence in the Public Service for building safe and secure schools for effective learning.

### **Origin of Division Safe Schools (DSS)**

Division Safe Schools (DSS) started as a pilot project by the DoE in two schools to promote health and safety amongst school-going youth through the prevention, reduction and control of crime and violence. Safety and Security, at that stage, was viewed as a sub-unit of the Directorate: Culture of Learning and Teaching and Services (COLTS), which the Ministry of Education established to create an overall favourable climate for change and social mobilisation for education as well as to restore functionality in all sites of learning with a view to improve the quality of learning and teaching and services (Department of Education, 2003).

In August 1997 after the fatal shooting of Howard Mackenzie, a grade ten learner from Sithembe Matiso and the deaths of twenty youth in Gugulethu alone that year, the then Head of Education, Mr. Brian O'Connell started to prioritise safety, which led to establishment of an independent programme called Safe Schools, separate from COLTS. The situation became of grave concern when investigations, complaints and interventions proved that crime and violence in schools, especially on the Cape Flats, had a negative impact on the teaching and learning on a daily basis. At that stage the Department had many security guards in employment to secure the schools. This however, had no impact. In fact, a lot of money was wasted because in times of crisis the security guard would ensure his/her own safety when threatened, only to phone the police for intervention. Coupled to this is the fact that a budget of R 11 million was spent on 83 client schools in the Cape Metropole area, which basically

went down the drain. Representatives of the Department then met with these affected client schools which absorbed the safety and security budget consistently over years, with a request to re-direct the funding for target hardening strategies such as alarms systems, burglar bars, barbed wiring, flat wrap, access control and preventative initiatives such as conflict resolution and mediation, self defense, abuse no more project, substance abuse, school and the community and many other youth-countering strategies. When the client schools agreed to the new direction, Safe Schools was borne as an independent programme to reduce the safety and security risks in WCED schools. It is important to mention that the programme and its management was directly accountable to the Head of Education and exempted from many of the bureaucratic red tape. This achievement serves as proof that safety and security were viewed as pivotal by Top Management in order to ensure an effective learning environment.

After successful interventions in the targeted areas in 2000, Safe Schools decided to extend the programme to the whole province including all rural districts such as Worcester, Paarl, George and Beaufort-West. This inclusive, decentralised function brought effective services nearer to all schools such as access to information, funding and human resources to assist schools in building a safe learning environment. The highlight of this particular period was most definitely the secondment of human resources to the programme, especially educators from schools with a mandate to manage safety and security at all district offices as well as Head Office. This period also marked the end of COLTS in the province, which was terminated because of the effectiveness of Safe Schools. In fact, the staff of COLTS was seconded to the Safe Schools Programme because of the similarities in objectives.

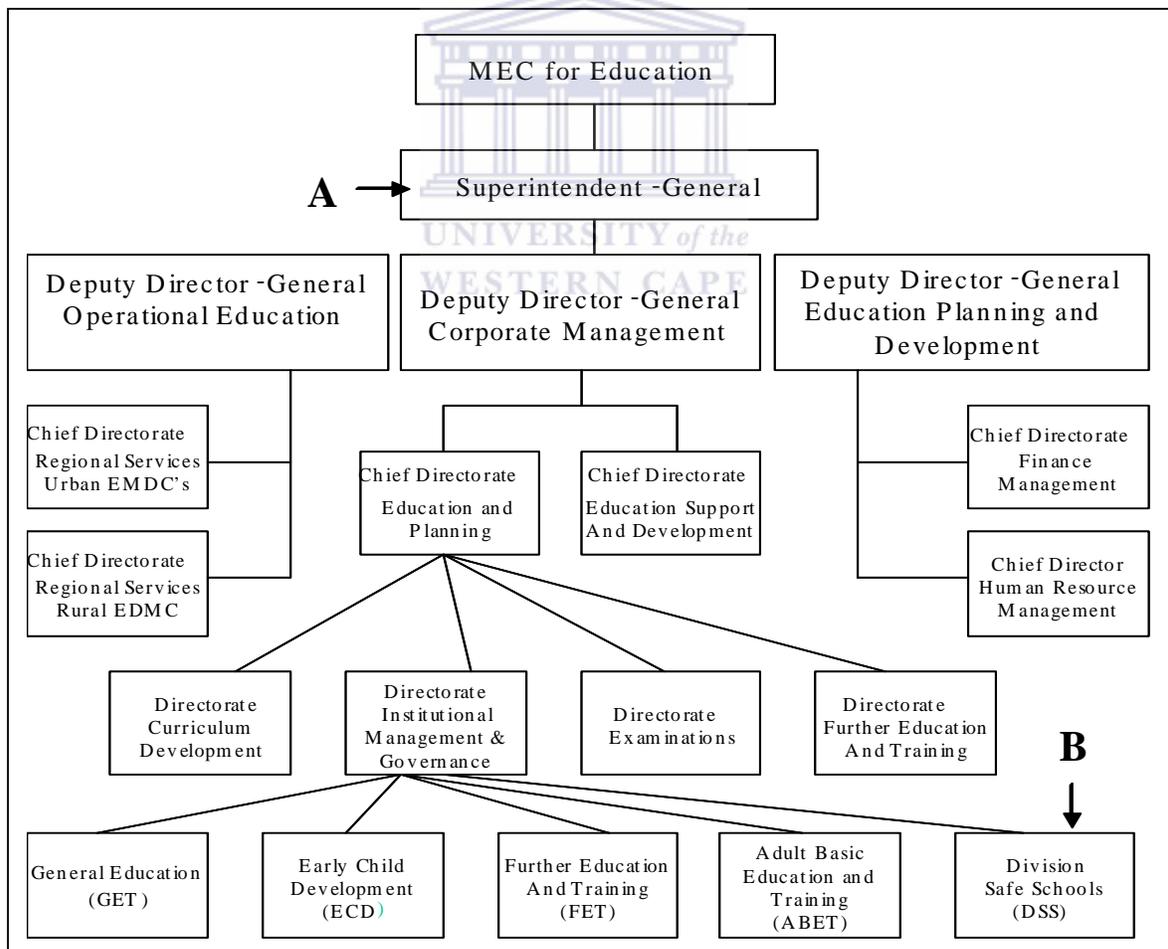
In 2002, after two years of advocacy, interventions, preventions, the enforcement of safety and security legislation and the reduction of crime and violence in schools, Safe Schools staff started to complain about job insecurities, no incentives and the unfair dependency on School Governing Bodies to agree to ongoing annual secondments. These concerns eventually led to an organisational investigation, which came up with two proposals: firstly to remain directly accountable to the Head of Education and keep the status quo or to be incorporated as a distinct component within the WCED bureaucratic hierarchy. The Safe Schools Staff opted for the second choice to give effect to collective values such as permanency, fair remuneration and the possibility of becoming a directorate. Safety and Security was thus institutionalised into the WCED hierarchy after the signing of the appropriate documentation

by Top Management and the approval by the Provincial Education Ministry and today it is labeled as WCED: Division Safe Schools.

### The Placement of Safety and Security in the WCED bureaucracy

The establishment of an official structure responsible for managing safety and security within the WCED became a reality after the institutionalisation of Division Safe Schools. One must also remember that Safe Schools in its programme status was always part of the bureaucracy, but unfortunately it was often perceived as a non-governmental organisation (Ngo) in the corridors of the Department, because of their flexibility and exemption from the redtape in the system. Table 3, however, illustrates the place of safety and security in the WCED

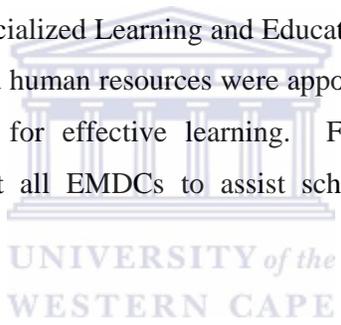
**Table 3: Western Cape Education Department Hierarchy**



(Source: <http://www.wcape.gov.za/home/organogram.html> (28-12-2005))

hierarchy. For example Table A indicates the direct accountability of the programme to the Superintendent-General and Table B indicate the placement in the bureaucracy, which is controlled by Directorate Institutional Management and Governance. The communication protocol from DSS to the MEC or vice-versa will be as follow: Division Safe Schools, Mrs. N.Khan to the Directorate Institutional Management & Governance, Mr.D.Shepherd, to the Chief Directorate Education Planning, Mrs. P.Vinjevold, to Deputy Director-General responsible for Education Planning and Development, Mr. B.Schreuder, to the Superintendent-General, Mr.R.Swartz and finally to the MEC for Education, Mr.C.Dugmore.

Coupled to this is the placement of Safety and Security at district or EMDC level, which is controlled by policy priorities determined by the Chief Directorate Regional Services at Head Office level (See Table 3). If one studies Table 4, one observes that the EMDC consist of four components: Administration (ADMIN), Curriculum (CUR), Institutional Management and Governance (IMG) and Specialized Learning and Education Support (SLES). Safety and Security is allocated to IMG and human resources were appointed to help schools in building safe and secure environments for effective learning. For example Safe Schools Co-ordinators were appointed at all EMDCs to assist schools in accomplishing national objectives.



**Table 4: Components at Education Management Development Centres**

<b>Director</b>			
<b>Administration</b>	<b>Curriculum</b>	<b>Institutional Management &amp; Governance</b>	<b>Specialised &amp; Learning &amp; educational support</b>
Personnel Finance Labour Relations Registry Financial advisors	Curriculum advisors	Circuit Managers Safe Schools co-ordinators Abet co-ordinator	School Psychologist Social Worker Nutrition Work Skill Planning

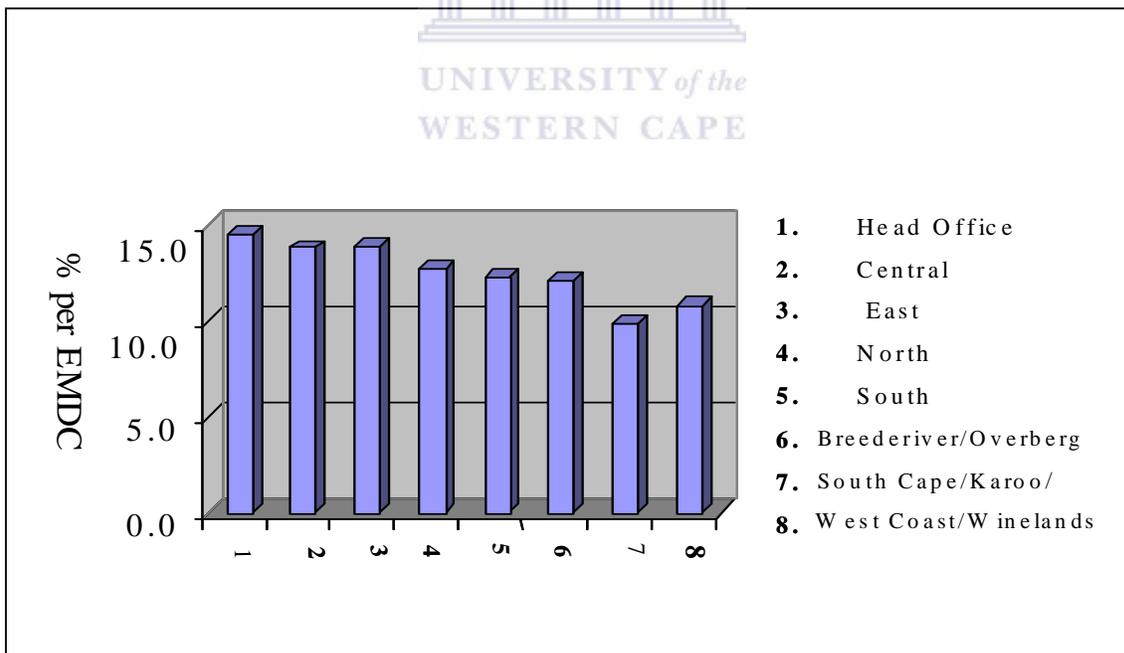
(Source: <http://www.wcape.gov.za> 28-12-2005)

## School safety and security strategies

The Western Cape Education Department with the assistance of management and leadership of DSS embarked on certain strategies to ensure the safety of educators, supporting staff and learners, which focus on environmental, behavioural and systemic strategies. These strategies are designed to accomplish the vision and mission of WCED Division Safe Schools, which strives to build “*Safe learning institutions for all...*” and “*... to create centers of excellence with strong community links, quality learning and teaching and effective management and governance, and in so doing, combat the root causes of crime and violence*” (Western Cape Education Department, 2003:05).

Perhaps one of the most successful developments in the history of WCED DSS<sup>17</sup> is the availability of a provincial budget in order to finance the official strategies. For example DSS consistently succeeded to ensure about 0.24 per cent of the provincial education budget to finance these strategies.<sup>18</sup>

**Table 5: Budgetary Allocation 2004/2005**



(Source: <http://www.capegateway.za> 17-05-2005)

<sup>17</sup> WCED DSS: Western Cape Education Department Division Safe Schools

<sup>18</sup> <http://www.capegateway.za> 2005/05/17

Although it may seem minute compared to existing safety and security needs, one also has to acknowledge the progress that the WCED has made in comparison to other provinces. In fact, 0.24 per cent amounts to R13 million per annum, which has the potential to make a difference regarding the establishment of a safe and secure learning environment. Table 5 indicates that the budget is based on geographical inclusivity, to illustrate that funding focuses on urban and rural schools. For example the Head Office budget is about 14.5 per cent, while Metropole Central and East are basically the same at 13 per cent. Rural EMDCs such as the Breëderiver/Overberg and the South Cape/Karoo receives 11.5 and 9 per cent, which amounts to R1,5 million and R1.2 million respectively. Approved budgets are thus important to implement the official strategies, which are based on a three-pronged approach consist of environmental programs, behavioural programs and systemic programs.

### **Environmental Programs**

The environmental programs focus predominantly on target hardening strategies which secure the infrastructure of the school. This includes access control, security fencing, mesh wiring, razor wiring, bob wiring, alarms systems, armed response, intercom systems, motorised gates and many other infrastructural measures to safeguard the school premises. It is also important to mention that this particular strategy utilised about 60 per cent of the provincial safe schools budget of R13 000.00. The safe schools co-ordinator normally identifies the client schools in close co-operation with the district officials who based their decisions on need assessments and clearly identified criteria such pro-active leadership, crime and violence statistics and reported cases to the Safe Schools Call Centre. The identified schools, after the submission and the approval of a business plan, will then receive funding electronically over a period of two financial years to secure the infrastructure in order to safeguard the lives of every one on the school premises.

### **Behavioral Programs**

Behavioral programs are put in place to support, modify or influence parent, educator and learner behaviour at school. The approval of behavioural programs in the provincial safe schools budget, is an acknowledgement that infrastructural support cannot alone create safe schools for effective learning. DSS has established many sustainable projects in schools

during the past few years, which include youth development, sport and recreation, art & culture, masakhane project (interior design and décor), after-school activities, self defense workshops, conflict resolution, mediation, anti-crime camps, stress workshops, diversity workshops, motivational workshop, preventing dropouts/ truancy, human rights education, bullying, substance abuse, sexual abuse & harassment, organisational development workshops, victim empowerment, hiking, safe road to fame project, positive parenthood and trauma debriefing.

### **Systemic Approach**

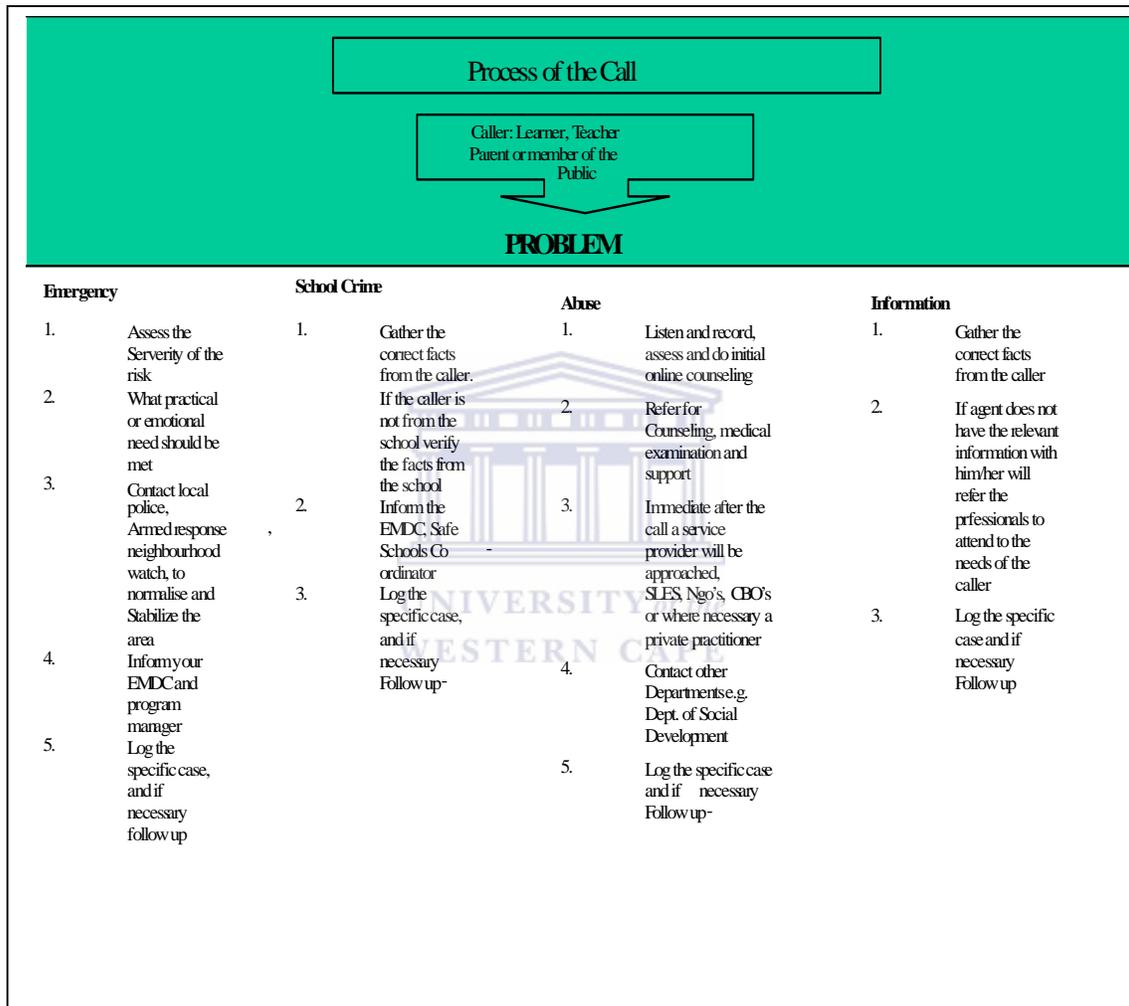
This particular approach emphasises the importance to build sustainable systems and structures to reduce crime and violence in schools on the short, medium and long-term. One such approach is the establishment of systems at schools to ensure the management and implementation of legislative and other policy matters over a period of time such as safety committees, safety representatives, safety plans, access control, evacuation, first aid and other occupational imperatives. DSS assists schools on request to implement systems and structures that can facilitate the reduction of crime and violence.

One unique system attached to this approach is the establishment of Safe Schools Clusters, which consist of a few schools in a particular geographical area or neighbourhood who meet on a regular basis to discuss common problems or to identify joint strategies to reduce common challenges. For example a social ill such as gangsterism does not affect a single school, but all schools in a particular area and working together is of utmost importance. It is also important to mention that the WCED approves a provincial cluster budget per fiscal year and individual clusters themselves determine the priorities without the interference by the department, which in the opinion of the study is the most outstanding practice of participatory democracy in a bureaucracy.

Following the above-mentioned approach is the Safe Schools Call Centre, which is a strategy to co-ordinate, refer and respond to safety matters. It captures data in order to gain a better understanding of school crime in the province and to design appropriate youth countering strategies. This strategy enables the WCED to render an effective service to schools, for example calls are diverted to appropriate officials at district level or to civil society

organisations, especially if officials are not available. It is also worth mentioning that the DoE and other provinces want to replicate the same model in the various provinces. Table 6 reflects the process of how calls are logged and how operators are guided to support callers and clients.

**Table 6: Safe Schools Call Centre**



(Source: <http://capegateway.za> 28-12-2005)

The next session highlights the importance of co-operative governance. DSS strives to build integrated partnerships with other state institutions, businesses and civil society organisations in order to build a safe learning environment. This objective is not easy to accomplish and networking sessions such as meetings and workshops would be worthless if it's not sustainable. DSS however is involve in many sustainable engagements such as Urban

Renewal (UR), Integrated Sustainable Rural Development Strategy (ISRDS), Multi-Agency Delivery Action Mechanism (MADAM), Hands of our Children Project (HOOC), Provincial Substance Abuse Forum and the Western Cape Anti-Crime Forum. It is also important to mention that the system approach emphasises integrated relationships between school and civil society organization, especially with Community Based Organisations (CBO's), Community Police Forums (CPF's), Faith Based Organisation (FBO's) and Non Governmental Organisations (NGO's).

Finally, the systemic approach also incorporates holistic approaches towards whole school development, which includes basic functionalities such as good management and governance, sound financial systems, classroom management, predictable codes of conduct, curriculum implementation, staff training, learner achievement, safety and security and an integrated relationship between schools, the DoE (WCED) and civil society.

## Chapter Summary



The Western Cape has been pro-active regarding the implementation of school safety and security policies, which is managed by WCED Division Safe Schools. The Superintendent-General once stated *“Violent crimes and the fear of violent crimes impact negatively on individuals and communities. When crime escalates, the quality of life declines and communities become battlefields in which residents are prisoners and all too often victims of violent crimes”* (Western Cape Education Department, 2003: 02). Division Safe Schools has progressed from a pilot project initiated by the DoE, to an official programme and later institutionalised into the WCED bureaucratic hierarchy and it consists of a three-pronged strategy including environmental, behavioural and systemic approaches.

The next chapter analyses the research data.

## CHAPTER 4

### SAFETY AND SECURITY PATTERNS IN THE WESTERN CAPE

#### Introduction

This chapter provides a description and an analysis of the collected data. The purpose is to present the research findings and to assess whether the results relate to the research problem and guiding assumptions in the introductory chapter. It is also important to note that the presentation of the data is divided into four categories: school governance and management, institutional matters, partnerships and cooperation; and preventative measures. The final part of the chapter will summarise the main points of the research findings.

#### School governance and management

The data received, as reflected in Table 7 indicates that most schools, appropriately 87 %

**Table 7: School Governance and Management**

		Rural EMDC's		Urban EMDC's		Province	
		Yes	No	Yes	No	Yes	No
1	Functional Governing Bodies	80	20	95	5	87.5	12.5
2	SGB subcommittees that deal with safety and security	40	60	15	85	27.5	72.5
3	SGB member that chair safety committee meetings	25	75	0	100	12.5	87.5
4	Relationship between SGB and SMT	70	30	85	15	77.5	22.5
5	Whole School Development	90	10	85	15	87.5	12.5
6	Safety and Security Budgets	35	65	50	50	42.5	57.5
7	Democratic Management Principles	55	45	80	20	67.5	32.5
8	Learner Expectations	100	0	95	5	97.5	2.5
9	Awareness of the consequences of delinquent behaviour	85	15	100	0	92.5	7.5
	(Source: own research, April 2006)						

have functional School Governing bodies, but they do not necessarily prioritise school safety and security. For example only 27.5 % of schools indicated that they have sub-committees chaired by a SGB member driving school safety and security. In addition, an alarming low percentage of 12.5 % of schools indicated that SGB members chair sub-committees. Contrastingly, most of the schools reported that good, integrated relationship exists between the SGB and SMT; however managements' of schools predominantly drive safety and security issues. For example 87.5 % of schools reported that safety and security is managed as part of whole school development by management. Management also set high learner expectations, which amount to 97.5 % and the consequences for delinquent behaviour and other forms of crime and violence are also well known, which is 92.5 %. In contrast, only 67.7 % of schools practice democratic management principles that involve teachers and learners in decision-making processes. The research also indicated that many schools fail to budget annually for safety and security needs, priorities and other challenges. In fact, 57 % of schools indicated that they do not have annual safety budgets.

It is noticeable that a low percentage of schools in the urban areas indicated that SGB members, individually or as part of sub-committees drive safety and security issues compare to the rural areas. In the urban areas the percentage is 0 % and 15 % respectively, while in the rural areas it is 25 % and 40 %. The urban areas however show that 80 % of schools practice democratic management processes compare to the rural area's 55 %, which is a major concern especially in a constitutional democracy. It is also noticeable, but not necessarily significant that the urban areas budgeted more on safety and security annually than the rural areas, which is 50 % and 35 % respectively.

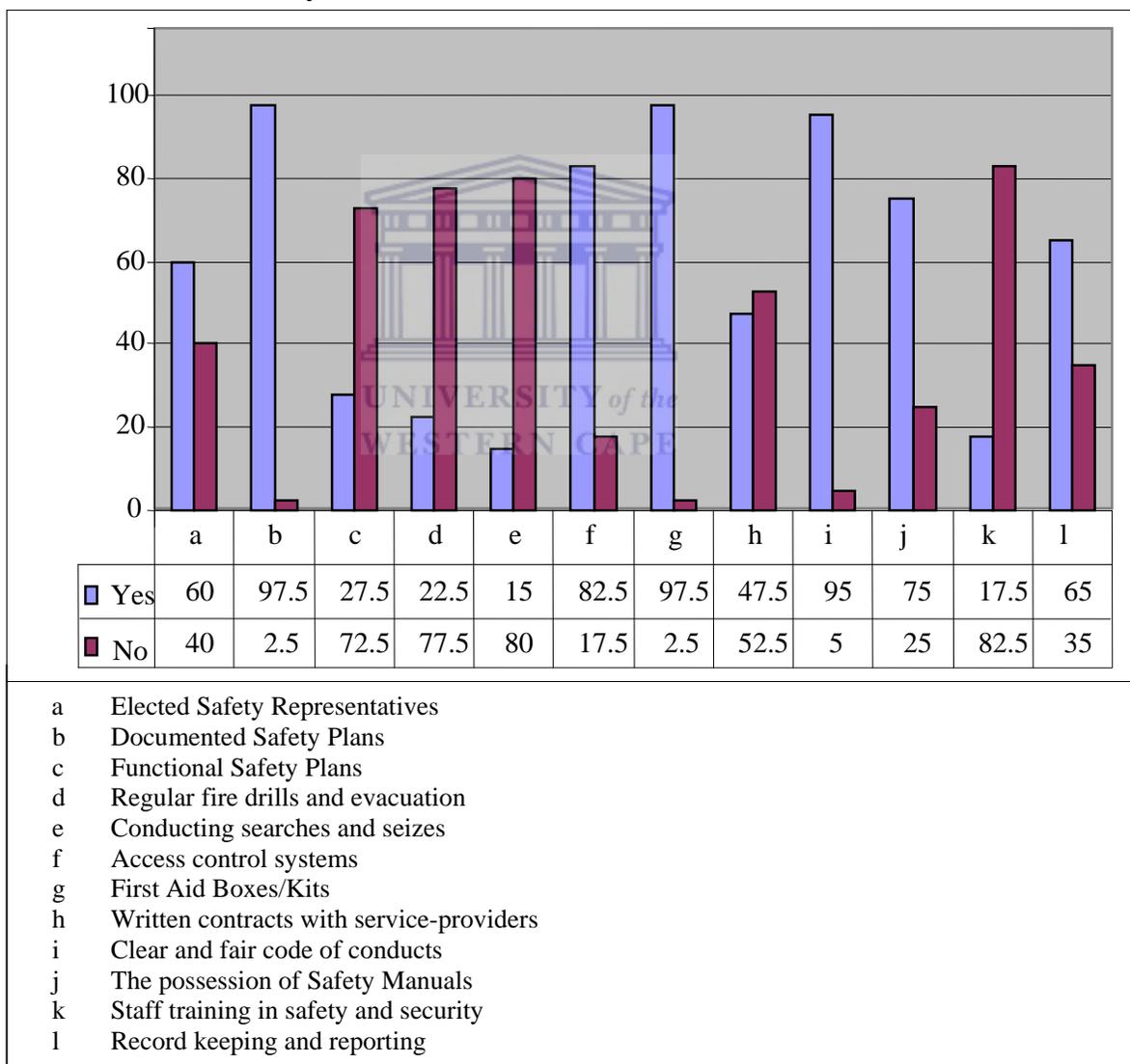
The above-mentioned results indicate that most SGBs neglect their responsibilities to drive school safety and security. It seems that SGBs relinquish their powers to SMTs, who often neglect to implement school safety legislation and policies. Some of the management teams including school principals, also continue with undemocratic management practices that do not include educators and learners. These are some of the indicators that safety and security is not a priority in schools in the Western Cape, which is contrary to the Constitution and the Schools Act. It seems that governance and management depend heavily on the Department to provide safety and security funding and that the school, do not take ownership in helping themselves. One must remember that policy permits schools to activate annual safety and

security budgets from their norms and standard funding, specifically from the maintenance component, but unfortunately schools neglect to utilise this benefit. The fact of the matter, effective school governing bodies and management correlate strongly with safe and secure schools.

## Health and Safety Issues

This section deals with the health and safety responsibilities SGB'S and SMT's as reflected

**Table 8: Health and Safety Issues**



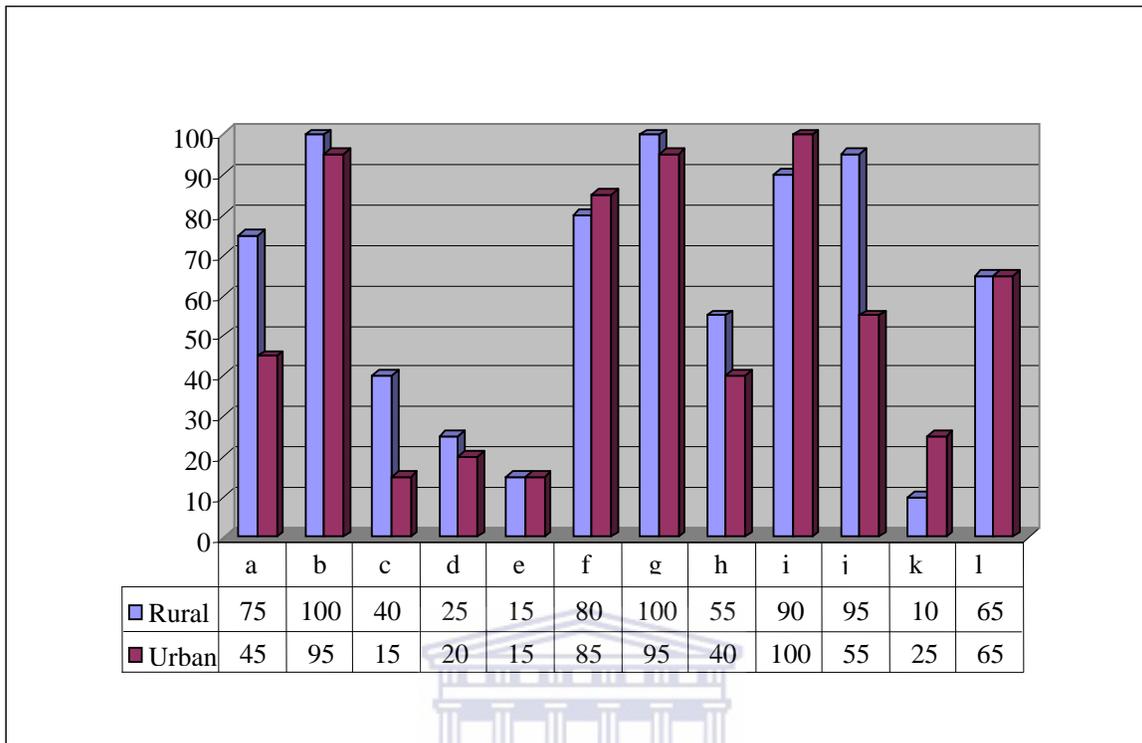
(Source: own research, April 2006)

in Table 8. An overwhelming majority of schools, about 97.5 %, reported that they have written safety plans and 60 % registered that their safety representatives were elected by all stakeholders in the school environment. However, only 27.5 % reported that safety plans are functional and operational, which is a concern that should be addressed. Coupled to this are the alarming low percentages of 22.5 % and 20 % respectively for regular fire drills/evacuations and conducting searches and seizures of illegal items such as drugs and dangerous weapons. In addition, the research findings also indicate a high percentage for lack in staff training in safety related policies and preventative educational programs. About 82.5 % reported that they are not trained to deal with crises, trauma and other related problems. In contrast, a remarkably high percentage, 82.5 % of schools indicated that proper access control communication systems are in place where visitors report directly to the reception of the school. 97.5 % reported that they are in possession of first aid kits, 95 % reported that rules and procedures in the code of conduct are clear and fair and 75 % indicated that they in possession of safety and security manuals such as the 'Signpost' booklet and the DoE and the Safety Manual of the WCED.

There are also noticeable differences between reported data from the rural EMDCs and the urban EMDCs as reflected in Table 9. Data reveals that rural schools have 30 % more elected safety representatives, 30 % more functional safety plans and 40 % more schools are in possession of safety manuals. This is an indication that rural schools are more pro-active regarding the implementation of school safety and security policies. The urban areas are only more pro-active, about 15 % more in the category staff training, which predominantly focuses on crisis management needs such as disaster management and OHS principles. However, one should mention that the training of staffs in safety related issues are particularly low in urban and rural areas, which is 25 % and 10 % respectively. It is also worth mentioning that the low percentages registered for elected safety representatives in the urban areas, which is 45 % compared to the high percentages of 95 % for documented safety plans is an indication that individuals within the school environment are driving school safety and security on a voluntary basis and not in an official capacity.

Most of the above-mentioned statistical data indicates that the implementation of school safety and security policies are neglected in many schools in the province. One already mentioned that many safety representatives act on a voluntary basis and not as elected

**Table 9: Health Safety Issues: Rural Urban Differences**



(Source: own research, April 2006)

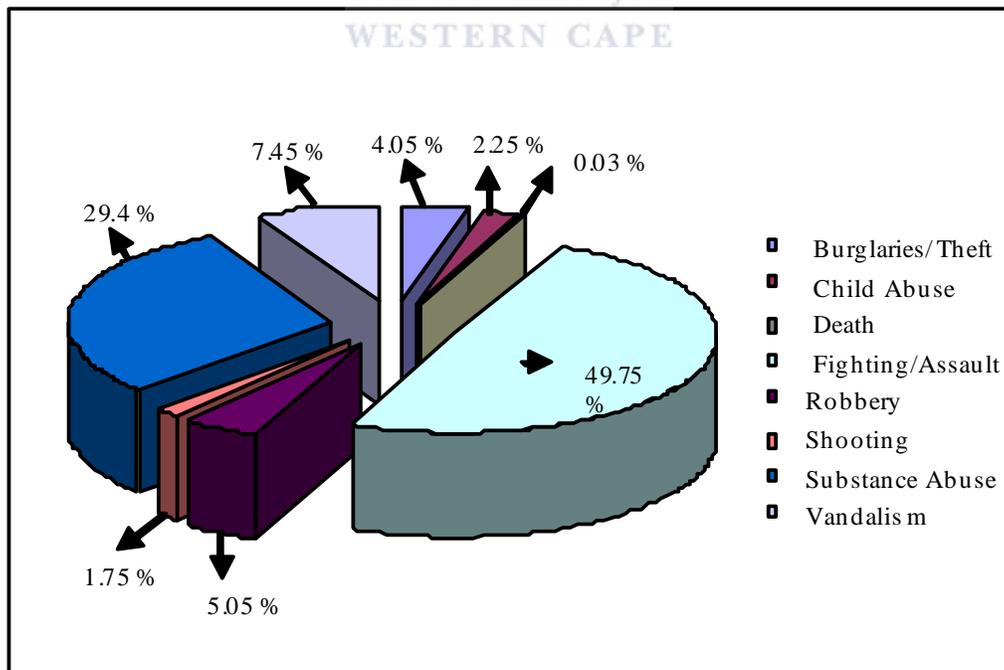
members, which is contrary to safety and security legislation. The data also indicates, despite the high percentages of schools in possession of safety plans that more than seventy per cent of plans are not operational, which means that it is only available on paper. An average of seventy five per cent of schools do not implement the principles as stipulated in the Occupational Health and Safety Act and the South African Schools Act such as fire drills and evacuation, conducting searches and seizing of drugs and dangerous weapons and training schools staff's in safety related policies. In addition, over fifty per cent of schools indicated that they do not engage in written contracts with service-providers who render services on the school premises, such as renovations or maintenance. This enhances the liability to be accountable for injuries of employees or any other person on the school premises. One must remember that every one has the right to be safe at the workplace including schools and return home at the end of the day un-injured and as healthy when he or she left. If not, the SGB and SMT may be held accountable for injuries and trauma caused by occupational negligence, crime and violence. All the above-mentioned are legislative principles that are clearly stipulated in policy documents and safety manuals, which is available at schools. In

fact, a high percentage of schools indicated that they are in possession of safety manuals, but unfortunately most of the schools do not implement the institutional policies and guidelines such as safety committees, election of safety reps, operational safety plans and many other safety imperatives. The fact of the matter, is that the assumption that the implementation of safety related policies and other departmental guidelines contribute towards building safe and secure schools is correct because effective policies provide the basis to protect learners, educators from both internal and external threats.

### Recording and Reporting Crime and Violence Incidents

Most of the schools, about 65 % reported that they record and report crime and violence incidents to the Safe Schools Call Centre (See Table 8). Although 35 % still do not record or report, one has to encourage schools to do so because it has the potential to reduce safety risks, produces more effective policy formations and ensures a greater investment in school safety and security by the Department. In addition data as illustrated in Table 10 indicates

**Table 10: Crime and violent incidents on school premises**

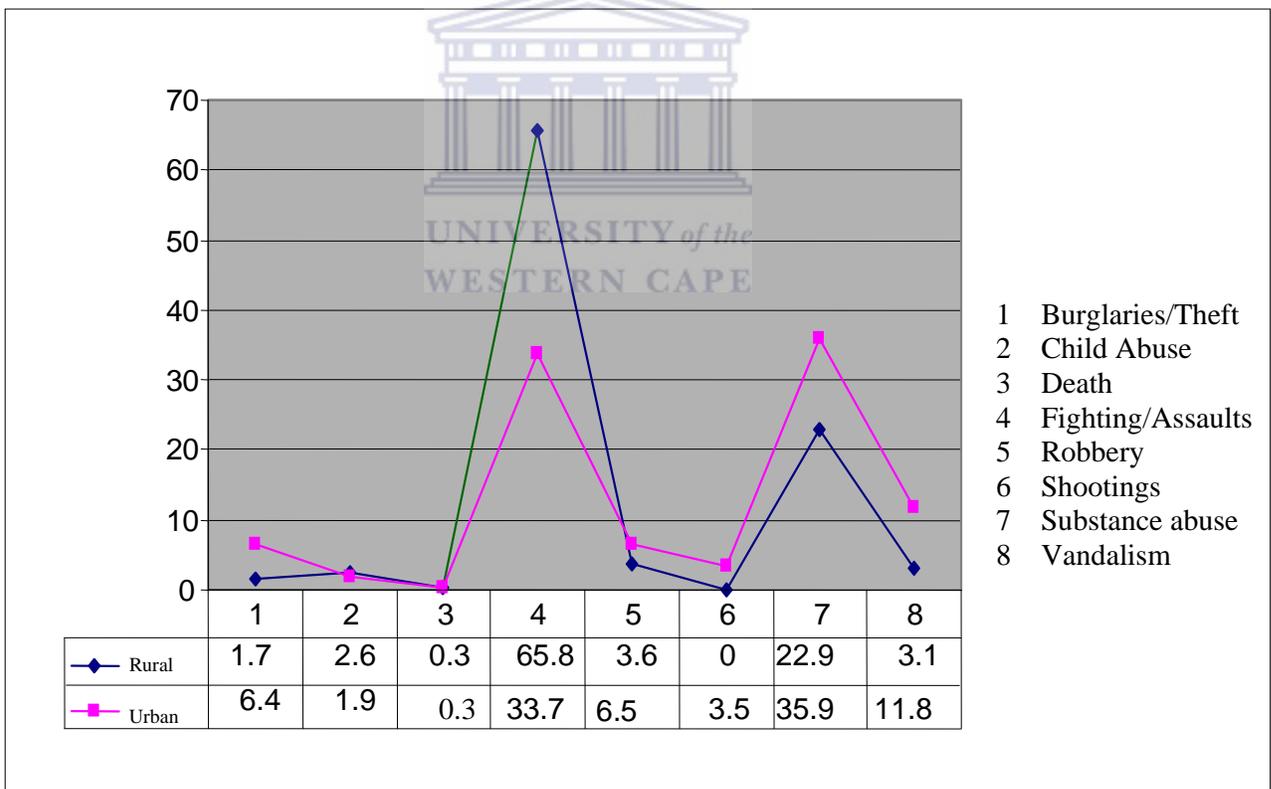


(Source: own research, April 2006)

that fights/assaults and substance abuses are the biggest school safety and security challenges in the Western Cape, which is about 49.75 % for fights/assaults and 29.4 % for substances abuse. It is also worth to mentioning that schools are exposed to many other incidents such as vandalism at 7.45 %, robberies at 5.05 %, burglaries/theft at 4.05 %, child abuse at 2.25 %, shootings at 1.75 % and deaths at 0.03 %.

It is interesting to note according to Table 11 that the rural areas have 32.1 % more reported incidents of fights/assaults than the urban areas, which is 65.8 % and 33.7 % respectively. The urban areas in contrast have 13 % more reported incidents of substance abuse than the rural areas, which is 35.9 % and 22.9 %.

**Table 11: Rural/Urban differences regarding the patterns of crime and violence on school premises**



(Source: own research, April 2006)

of robberies (6.5%), burglaries/theft (6.4 %) and shootings (3.5 %). It is also noticeable that the urban schools reported more incidents of substances abuse (35.9 %) than any other

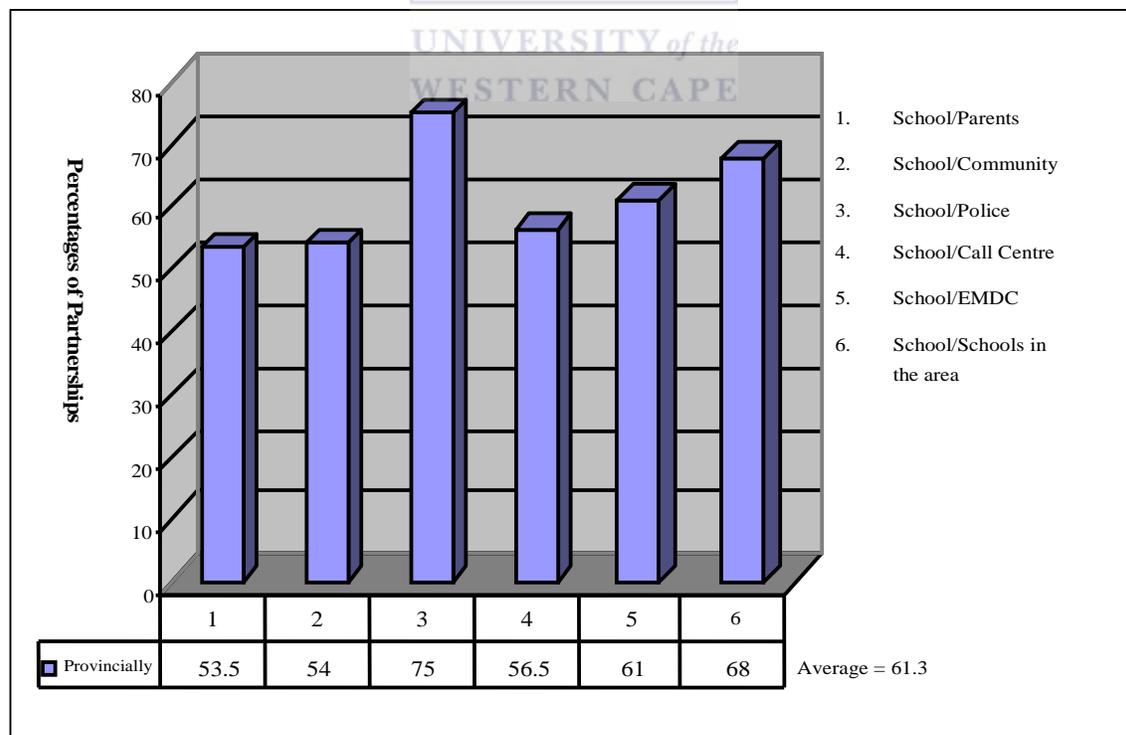
incidents in the urban areas, which suggest that substance abuse is the biggest problem in urban schools. In contrast, fights are the biggest problem in the rural areas.

All the above-mentioned data identified the main challenges for SGBs, SMTs and the department regarding crime prevention strategies, which are fights/assault and substance abuse in the province. This is particularly important as well as an indication that interventions, preventative initiatives and budgets should target these challenges. In addition, the study advocates for the establishment of a uniform school crime recording and reporting systems in order to maintain safe and secure schools for learning.

### Integrated partnerships and cooperation

This section deals with integrated partnerships and cooperation between schools, communities, state institutions and schools among each other regarding the objective to build safe and secure schools for effective learning. Statistics as reflected in Table 12 indicates that

**Table 12: Integrated partnerships in school environments**



(Source: own research, April 2006)

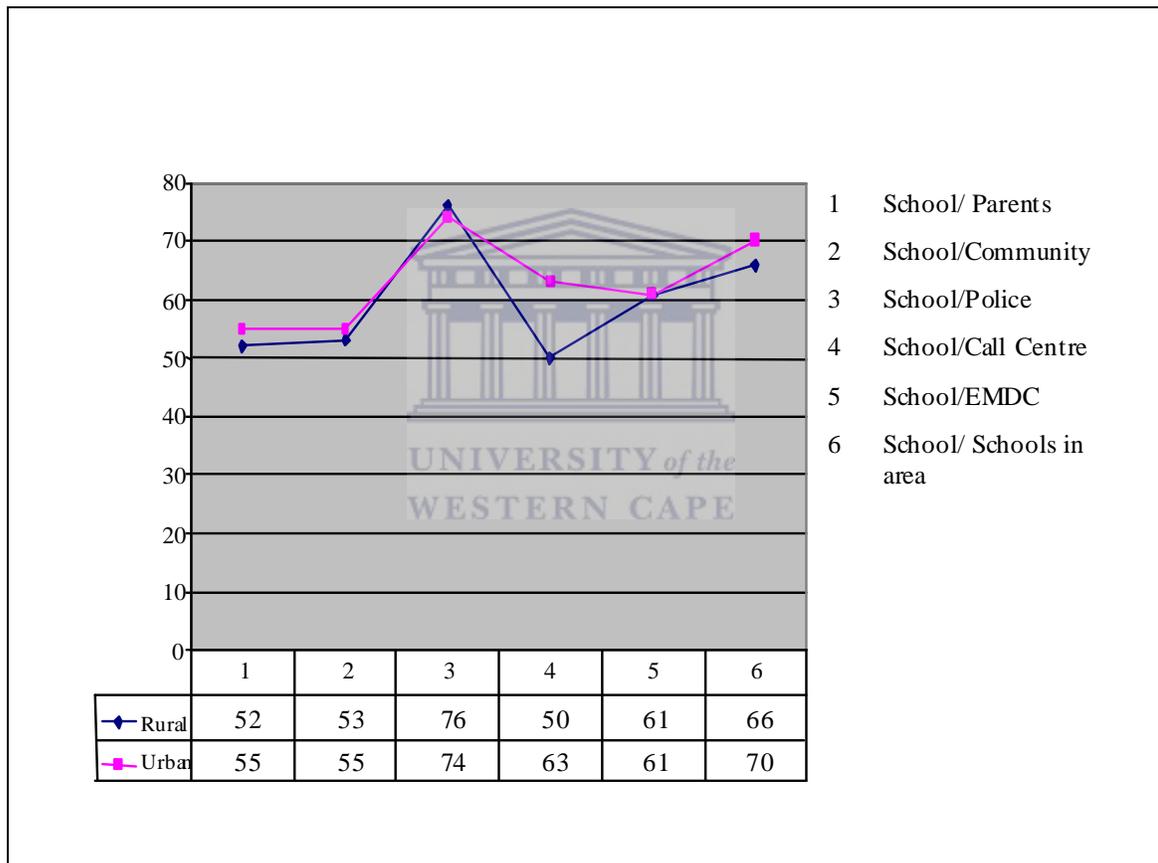
an average of 61.3 % of schools have integrated, cooperative relationships between school, parents, community, police, Safe Schools Call Centre, the EMDC and schools among each other. It is particularly interesting that 75 % of schools reported that they have a good relationship with the police. This implies that the Department of Community Safety is visible in schools in various forms of crime control and social crime prevention strategies. This partnership should be strengthened in order to ensure ongoing cooperation and consequently the reduction of school related crime. It is also noticeable that 68 % of schools reported that they have good relationships among each other regarding the implementation of safety and security principles and values. However, a large percentage of 32 % still function separately from each, despite policy expectation. Furthermore, 61 % of schools indicated that they have a good relationship with their local EMDC, which is not necessarily a worrying factor, but needs improvement.

In contrast with the above-mentioned progress, many schools continue to function separately from the community. In fact, the data indicated that 54 % of schools reported about the existence of integrated partnerships and cooperation with the community, which remains a major challenge. One has to mention that the remaining 46 % is alarmingly and it creates space for crime and violence to flourish, especially if stakeholders do not work together. School and parent relationships is rated at 53.5 %, while school and community is rated at 54 %, which is a situation that needs to be improved, because parents and the broader community are critical stakeholders in building a safe and secure learning environment.

The next section highlights certain commonalities and differences between rural and urban schools regarding partnerships and cooperation against crime and violence as reflected in Table 13. Both areas reported good relationships with the police, which is 76 % in the rural EMDC's and 74 % in the urban EMDC's. This narrow margin is also reflected in many of the other categories for example school/parent relationships, which is rated at 52 % and 53% in the rural and urban areas respectively, while school/community relationships reflects 53 % and 55% distinctively. In addition to commonalities, both areas indicated a 61 % relationship in the category school/EMDC, which is an indication that district offices in the province are in the same situation regarding the prioritisation of school safety and security. In contrast, the statistical data indicates that the urban areas are 13 % more pro-active in reporting crime and violence data to the Safe Schools Call Centre, which reflect 63 % and 50 % respectively.

It can also imply that the intensity of crime and violent incidents are higher in the urban areas than the rural areas. To summarise, collaborative efforts between schools, community and state institutions ensures the safety of both learners and staff. Schools are part of a larger community and should continue to go beyond the borders of the school grounds in order to build safe and secure schools for effective learning.

**Table 13: Rural/Urban differences regarding the patterns of partnerships in school environments**



(Source: own research, April 2006)

### Preventative measures

The next section presents a description and an analysis of preventative measures in three categories namely infrastructural support, developmental programs and strategies and

solutions to reduce safety risks. It is also important to take cognizance that all the data in this section is based on Table 14 and 15.

### **Infrastructural support**

The data as reflected in Table 14 indicates that a high percentage of 90 % of schools reported that they have alarm systems to protect the infrastructure and the assets of the school, however the low percentage attached to armed response is a worrying factor, which is an alarming 28 %. One must remember that the Department has a special budget for armed response and monitoring, but unfortunately it seems that the majority of schools are not claiming this benefit through physical applications. In addition, physical responses by armed forces have the potential to reduce all safety risks and related security problems such as vandalism, burglaries and thefts and everything possible should be done to improve the situation. The data also indicated that 50 % of schools have the more traditional target hardening strategies<sup>19</sup> such as burglar bars, stone guards, razor fencing and barbed wiring, which in the opinion of the study, is an ongoing process. Interestingly as reflected in the data, is the fact that 28 % of schools have some level of access control, especially at the school gate, which enables the school to facilitate smooth communication and reduces the potential danger on the school premises by outside elements. Coupled to this: 20 % has safety fences and safety gates which are motorized, 20 % indicated that they have paid security guards from own funding and 5 % installed video cameras to ensure the protection of the school infrastructure and consequently build safe and secure schools for effective learning.

Following the above-mentioned analysis is a rural/urban breakdown of the data. If one looks at access control, one observes that the urban schools reported 45 % compared to the 10 % in the rural schools. This is due to the fact that Bambanani volunteers from the Department of Community Safety are employed in schools in the Metropole areas and in certain cases even police officers, to ensure effective learning. The data also indicated that 30 % of schools employed security guards from own funding, while in the rural areas it is only 10 %. This is

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<sup>19</sup> Target Hardening Strategies: It refer to ways how to secure the infrastructure and assets of the school such as burglar bars, razor fencing and alarms attached to armed response.

**Table 14: Preventative measures**

	Urban	Rural	Province
<b>Infrastructural Support</b>			
Access Control	45%	10%	28%
Alarms	85%	95%	90%
Armed Response	35%	20%	28%
Bob wiring/ razor fencing/burglar bars/stone guards	50%	50%	50%
Safety Cameras	10%	0%	5%
Safety Fence/Gate	20%	20%	20%
Security guards	30%	10%	20%
<b>Developmental Programs and Strategies</b>			
After school life skills activities	20%	15%	18%
Anti-crime camps	15%	15%	15%
Art & Culture Activities	20%	10%	15%
Conflict Resolution and Mediation	5%	5%	5%
Faith based organisation	10%	15%	13%
Learner Support Officers	5%	0%	3%
Parental Initiatives	5%	10%	8%
Peer Educators/Youth Clubs	25%	15%	20%
Safe Schools Cluster Activities	15%	25%	20%
Sport and Recreation	30%	35%	33%
Support from civil society organisations	20%	35%	28%
Support from other state institutions	0%	10%	5%

(Source: own research, April 2006)

an indication that the safety and security risks and problems are higher in the Metropole areas than the rural areas. In addition, the urban areas exclusively report the utilization of civilian video cameras of 10 % compared to the 0 % in the rural areas. Finally, despite these geographical differences between rural and urban, policy-makers, SGBs and SMTs should follow an integrated approach towards making the province safe and secure for learning

because the two distinct domains have a major influence on each other. The issue at hand is to rectify priorities, especially the activation of safety and security budgets.

### **Developmental Programs and Strategies**

One of key assumptions in this research is that there should be balanced-approach between infrastructural reinforcements and developmental projects to build safe and secure schools for effective learning. However if one looks at the data, one observes low percentages reported for developmental projects compared to infrastructure enforcements. In fact the traditional sport and recreation, which an accepted standing code attached to schools, reflects as the highest percentage. In fact 33 % of schools utilise sport and recreation activities to modify learner behaviour followed by the involvement of civil society organisations such as Ngo's with 28 %. Others developmental projects as reflected in Table 14 include: 20 % for both peer educators, youth clubs and safe schools cluster activities, 18 % for after school life-skills activities, 15 % for anti-crime camps and art & culture activities, 13 % for faith based involvement, 8 % for parental initiatives and 5 % for conflict resolution, mediation and the involvement of state institutions such as the Department of Community Safety and Department of Culture and Sport. These low indicators for developmental projects serve also as proof that schools focus more on infrastructure than development, which is contrary to policy expectation of a balanced-approach. In fact, ratio between infrastructural enforcements and development initiatives are 34.4 % and 15.2 % respectively, which is a difference of more than 50 %. In addition, the data indicates that schools do not embrace the advice of legislation and policy documents regarding developmental projects such as human rights education, tolerance workshops, cooperation workshops as well as conflict resolution and mediation. This is an indication that more advocacy should be utilised to encourage developmental initiatives in order to channel delinquent behaviour constructively.

Following the preceding programs and strategies is a differentiation between rural and urban developmental initiatives. The results indicate that the rural areas are 25 % more pro-active regarding the utilisation of developmental projects than the urban areas. It is particularly in the following categories: 100 % more involvement by state institutions regarding preventative education, 50 % more parental involvement to assist with behavioural problems, 42.8 % more enjoy the interventions of NGOs, 40 % more are involve in functional safe

schools cluster activities<sup>20</sup>, 33.3 % more enjoys the visibility of faith based organizations and 14.3 use sport and recreation as a medium to change learner behaviour. Contrastingly, the data indicates that the urban areas are more pro-active in the following categories: the employment of learner support officers are a 100 % more, art & culture activities are 50 % more, peer educators and youth clubs are 40 % more and after school life-skills activities are 25 % more than the rural areas. It is pleasing to note, despite geographical differences that many schools engage in developmental projects, however the main finding in this specific category is the fact that schools tend to focus more on infrastructural reinforcements than developmental initiatives regarding the interpretation of school safety and security. The way forward must be marked by the creation of opportunities by district offices or schools among themselves to share ideas, to network and to learn from each other in order to narrow the ratio between infrastructural and developmental safety and security.

### **Solutions to reduce safety risks**

This section deals with possible ways to reduce safety risks at schools, which is reflected in Table 14. The data indicates that 63 % of schools reported that the employment of more human resources would greatly advance the cause to build safe learning environments. Thirty per cent of this percentage recommended the employment of permanent security to safeguard the premises and to execute access control duties. The other percentages in this category include the employment of more educational staff, admin staff and especially learner support officers. Following this high percentage is the training of all stakeholders in safety related issues, which is rated at 25 % such as effective referrals, learning deficiencies, alternatives to discipline and effective codes of conduct, which is rated at 25 %. Thirdly, 23 % of schools indicated that the establishment of better legislation and policies could greatly improve the building of safe and secure schools. Other solutions include the strengthening of civil society organisations in the school environment, which is approximately 18 %, the activation of a bigger safety and security budget at 15 %, to educate parents and to lobby for smaller classrooms at 13 %, mess fencing and electric fencing at 10 %, while anger management courses and security cameras both reflected 5 %. These feelings, desires and

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<sup>20</sup> Cluster activities: It refer to schools in a particular area who work together in order to tackle safety and security challenges.

**Table 15: Solutions to reduce safety risks**

	Urban	Rural	Province
Anger Management	10%	0%	5%
Designing better legislation and policies	25%	20%	23%
Educate parents	10%	15%	13%
Ensure a bigger budget for safety and security	15%	15%	15%
Implementing safety and security policies	0%	15%	13%
Mess fencing/ Electric Fencing	20%	0%	10%
More human resources to support school	80%	45%	63%
Safety Camera's	5%	5%	5%
Smaller classroom	25%	0%	13%
Strengthening relationships with state institutions and civil society	10%	25%	18%
Workshops to capacitate all stakeholders	15%	35%	25%

(Source: own research, April 2006)

recommendations are very important, because the application can really lead to the reduction of safety risks including crime and violence.

This section highlights different suggested solutions by urban and rural schools respectively. It is interesting to note that the urban areas indicated 100 % more anger management courses and smaller classrooms as possible solutions to the unsafe conditions in schools in Western Cape. It is argued that it enables educators to manage their schools better and also to deal with disciplinary problems, which is predominantly sparked by anger. The urban areas also indicated about 43 % more used of the option to employ more human resources to assist schools, while the designing of better legislation is estimated at 20 % more. In contrast, the rural areas focused on the implementation of safety related policies coupled with mess fencing, which is 100 % more than the urban areas. Other differences include the importance to educate parents at 33.3 % more, to strengthen the relationship with other state institutions at 60 % more and capacity building of stakeholders at 57 % more. Both areas equally value the importance of a bigger safety budget and security cameras to safeguard the school

premises, which is 5 % of reported schools. In short, schools in the urban value anger management, smaller classroom sizes, the employment of more human resources and the designing of better policies as possible solutions, while the rural areas value the implementation of standing policies, mess fencing, educating parents, strengthening the relationship with state institutions such as the police and the training of stakeholders. All the above-mentioned suggested solutions have the potential to reduce safety and security risks at schools and everything possible should be done to bring it to the attention of policy-makers.

## **Chapter Summary**

This chapter provided a description and an analysis of the collected data. The assessment of the results focused on four main components namely school governance and management, institutional matters, partnerships and cooperation; and preventative measures. Some of the main points include the following:

Most of the schools reported that SGBs unconsciously relinquish their responsibilities to SMTs regarding the management of safety and security. One must remember that sub-committees including safety committees can only be chaired by school governing members, which is not reflected in the data. They also neglect to activate annual budgets for safety and security, especially from their approved norms and standard funding.

The statistical data indicates that the implementation of school safety and security policies are neglected. For example, safety representatives are not elected, safety plans are not operational, fire drills and evacuation are not practiced, searches and seizures for illegal substances are not conducted, the absence of written and signed contracts with service providers and a lack of training to capacitate staff. The findings also suggest that many schools are in possession of safety manuals, but do not utilise it. In contrast the results indicate pro-active progress in categories such the possession of first aid kits, codes of conduct and the reporting and recording of crime and violence statistics. It is also important to mention that fights and substance abuse are the biggest challenges for school governance and management in the Western Cape regarding crime and violence.

Integrated partnerships and cooperation between schools, civil society organisations, state institutions, district offices, call centres and schools among each other reflect an above-average relationship and everything possible should be done to improve the relationship. It is also worth mentioning that most of the schools indicated that they have good relationship with the police.

The results also indicated that most of the schools in province are pro-active regarding infrastructural enforcements, but lack in the utilisation of development programs and strategies to modify behaviour. In addition, most schools identified the employment of more human resources and the capacitation of stakeholders in safety related issues as the main priorities to improve the safety and security conditions in schools.

The next section deals with recommendations and conclusions.



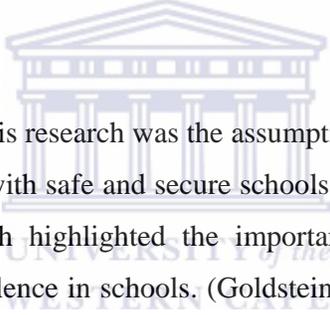
## CHAPTER 5

# TOWARDS A SAFETY AND SECURITY FRAMEWORK FOR SCHOOLS

### Introduction

This section presents the conclusions and recommendations of this research report. The conclusion specifically draws together the main findings of the research and relates them to the research problem and the literature review. Thereafter the thesis ends with practical recommendations on how to build safe and secure learning environments.

### Some key findings



One of the key assumptions in this research was the assumption that effective governance and management correlate strongly with safe and secure schools. This particular notion is echoed by international research, which highlighted the importance of functional and effective governance in the control of violence in schools. (Goldstein & Conoley, 1997). In addition, local research conducted by the Institute of Criminology at the University of Cape Town (2001) indicated that crime and violence flourish in situation where there poor governance and a culture of management. Similarly, the finding in this research identified poor governance as one of the contributing factors for the existing unsafe and insecure situations in schools. For example, the results indicated that School Governing Bodies abdicate their responsibilities to school management teams and voluntary individuals to drive safety matters, which are contrary to the Schools Act. They should provide positive leadership, they should build functional sub-committees and they themselves should be the chairpersons of all sub-committees, including safety committees. In addition, they fail to activate annual safety and security budgets, especially from their norms and standard funding that they receive from the Department.

School Governing Bodies and School Managements neglect their responsibility to implement school safety and security legislation, policies and other departmental guidelines, especially

some of the principles in the Occupational Health and Safety Act and the South African Schools Act. For example, safety representatives are not elected, safety plans is not operational, fire drills and evacuations are not practiced, searches and seizures of illegal substances are not conducted, signed contracts with service-providers are not in place and staff are not trained. The findings also suggest that many schools are in possession of safety manuals, but they do not utilise it. All the above-mentioned is an indication that safety and security is not a priority in schools and everything possible should be done to encourage governance and managements teams to implement policies. In fact, Hester (2003) emphasizes that effective policies protect learners, educators and non-teaching staff from both internal and external threats. It is for these reasons that she highlighted policy matters such as building security, building emergency response teams, safe evacuation and annual school safety training for students and staff. In addition, the Centre for the Study of Violence and Reconciliation (2000) advocates the importance of institutional matters such functional safety plans and safety teams. They recommended the following stakeholders to be on the safety team: the principle, a member of the School Governing Body, preferable the chair, educators trained in trauma management, two learners, a parent, a person in the school administration, a police representative, a community police forum member and other community partners. Unfortunately, the results clearly indicated that safety teams and plans are only available on paper, but not functional. The findings in this research thus relate to the research problem.

The next section relates to the importance of integrated partnerships and cooperation. Research conducted internationally and locally, coupled with policy documents, identified a shared commitment among schools, civil society organisations and state institutions as a critical element to build safe learning environments. The issues that were particularly raised in the research were the importance of having a close working relationship between schools and communities, specifically with the police regarding youth countering initiatives, the clustering of schools and a multifaceted approach towards crime prevention. In response, the research findings indicated that the relationship between school and community is average, while the relationship with the police is better than expected. The results also indicated an above-average relationship regarding the clustering of schools and the multi-faceted approach towards crime prevention. The key question however remains whether the findings relate to the research problem that schools continue to act separately from the community despite

policy expectation. The research findings indicated that it does, especially if one connects to the average percentages registered in categories such as school and parents; and school and community (see chapter four).

Following the above-mentioned are preventative measures. The literature review in the introductory chapter raised the importance of building security and simultaneously dealing with delinquent behaviour. In addition, policy documents focused on a balanced approach between infrastructural enforcements and developmental strategies with special reference to the physical protection of learners and educators and the provision of opportunities for engagement in non-violent activities. In contrast to the literature review and safety policies, schools continue to perceive safety and security more from an infrastructural perspective than a developmental perspective. In fact, the research findings indicated that most schools in province are pro-active regarding infrastructural enforcements, but lack in the utilisation of development programs. It is interesting to note, regarding developmental projects that schools prefer to embrace the more traditional initiatives such as sport and recreation and not what research and policies advocate such as conflict resolution, mediation and human rights education. Finally, prevention is better than interventions and rehabilitation.

To summarise, the introductory chapter defined the research problem of building safe and secure schools for effective learning and provide a number of arguments on how safe and secure schools can be accomplished.

Chapter two specifically looked at the policy context of the research with special focus to constitutional justification, supporting legislation, institutional policies and departmental guidelines. The purpose was to state clearly that sufficient legislation, policies and guidelines exist that compel and assist school governing bodies and managements' to build safe and secure schools for effective learning.

The purpose of chapter three was to discuss school safety and security in the Western Cape with special reference to the study domain, the institutionalisation of safety and security and official strategies. The Western Cape has been pro-active regarding the implementation of school safety and security policies, which is managed by WCED Division Safe Schools. Division Safe Schools has progressed from a pilot project initiated by the DoE, to an official

programme and later institutionalised into the WCED bureaucratic hierarchy and it consists of a three-pronged strategy including environmental, behavioural and systemic approaches.

Chapter four provided a description and an analysis of the collected data. The purpose was to present the research findings and to assess whether the results relate to the research problem and guiding assumptions in the introductory chapter. The presentation of the data was divided into four categories: school governance and management, institutional matters, partnerships and cooperation; and preventative measures.

The final chapter dealt with some definitive conclusions and recommendations.

### **Some key recommendations**

One of the key objectives in this research is to encourage school governance and management to prioritise school safety and security in order to provide a nurturing environment for learning and the personal development of learners. In order to contribute towards this objective raise the issue of training School Governing Bodies and School Management Teams in understanding their roles and responsibilities. SGBs and SMTs should be trained specifically in safety and security related legislation and policies, leadership, whole-school development, codes of conduct, alternatives to discipline, learning deficiencies and budgeting. These skills development competencies should be incorporated into training manuals and Division Safe Schools must be involved, whether in a personal capacity or on a consultative base. The fact of the matter, is that current manuals do not include safety and security principles and it is exclusively driven by IMG. This is a situation that needs to be changed urgently in order to improve the building of safe and secure schools.

Following upon the previous point is the importance of providing positive leadership, which is a critical aspect for the improvement of safe and secure schools for effective learning. Firstly, one has to acknowledge that the training aspects mentioned in paragraph one has the potential to spark positive leadership and the establishment of positive learning environments. However the activation of a willingness to take leadership or to be led by other stakeholders, is a difficult process. Nevertheless, leadership includes driving the establishment of proper managerial systems, policies and strategies, which has the potential to promote school

effectiveness. In addition, this study agrees with Goldstein & Conoley (1997) that leadership styles and strategies greatly contribute towards school effectiveness such as an orderly non-oppressive climate, teacher participation in decision-making, high expectations for student learning and behaviour, curricular emphasis on academics, predictable rules and frequent monitoring and feedback with regard to student performance. In short, positive leadership correlates with good governance, which includes the enhancement of the education environment and the improvement of the education delivery, especially if one wants to reduce crime and violence in schools.

In order to ensure the provision of positive leadership for effective learning and teaching leads us to the importance of monitoring and assessment systems. This will enable SGBs and SMTs to identify good practices as well as areas where improvement is required. In addition, it enables schools to collect relevant information in relation to policy performance and progress. For example, if the implementation of safety and security legislation and policies are neglected such as functional safety plans and committees then monitoring and assessments will expose some of the weaknesses in order for schools to rectify the situation. This study recommends regular monitoring and assessment in order to make adjustments to policies and strategies. If not, schools will continue to float<sup>21</sup> with systems and strategies not beneficial to effective learning. The fact of the matter, schools that have effective policies, norms, expectations, procedures, which are well understood by all members of the school community including parents, learners, administrators and community services, are less likely to have high levels of violence. Monitoring and assessing these objectives are thus of utmost importance.

One of the monitoring and assessment tools to ensure effective learning is performance appraisal systems, in which the individual employee and the school as a whole are affirmed for their excellent contribution towards organisational objectives. This study lobbies for the inclusion of school safety, security and discipline as a distinct indicator into performance standards for SGBs and SMTs including principals in order to check, whether policies such as Whole-School-Development are implemented. This particular criterion must be treated equally with other criteria such as curriculum and learner development, because one cannot

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<sup>21</sup> Float: Schools go with the flow without knowing that they on the wrong path. Crime and violence flourish in such situations

have effective schooling in unsafe and insecure conditions. In addition to performance appraisal systems are performance-related-contracts, which is an agreement with governance and management to deliver on certain criteria including school safety, security and discipline. The fact that contracts are connected to time frames, certain delivery and other criteria will encourage those in strategic positions to implement agreements. If governance and managements' including principals continue to under perform with poor practices and an unwillingness to implement policies, than they should be replaced in order to create opportunity for those who are willing to give effect to the right to quality education.

The next recommendation deals with school safety and security budgets. If National can enforce Provincial Departments to have school safety and security budgets over the Medium Term Expenditure Framework<sup>22</sup>, then schools should also be encouraged to take ownership with proper planning connected to approve budgets. The first response by schools regarding the matter should be to activate school safety and security budgets from their annually approved Norms and Standard Funding or school fees and the EMDC, including the financial advisors and safe school coordinators, must be involved in these processes. Secondly, they should develop a clear understanding how the funding processes in Division Safe Schools and the Directorate Physical Resources operate in order to be equipped in protocols, applications and other safety priorities. This study indicated that many schools in crime stricken areas do not even claim for approved benefits such as armed response, which implies that everything possible should be done to capacitate schools in order to change the situation for the better. Thirdly, schools should network with other state institutions such as Community Safety, Social Development, Sport and Recreation, Health, Justice and civil society organisation such as Ngo's, CBO's, CPO's regarding sustainable projects, special projects, pilot projects and other interventions in order to see how the school can benefit. One must remember that the budget financing the strategic plan; however the funding does do necessarily need to be in the account of the school physically. The visibility the resources of other role-players also play a role in building safe and secure schools. Fourthly, one can also lobby for a greater portion of the provincial education budget for school safety and security

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<sup>22</sup> Medium Term Expenditure Framework: This refers to a 3 year budget cycle.

or lobby for greater portion from the National Equitable Shares<sup>23</sup> for provincial education departments in order to increase the provincial safety and security budget or one can request conditional grants from the DoE. Most importantly, schools need to plan for safety and security and design strategies to negotiate funding in order to build safe and secure schools for effective learning.

Following upon the previous section are functional safety committees. One of the strategies employed to build functional committees is to be very clear about responsibility of safety at the beginning of each operational year as part of the strategic planning with the whole staff. These responsibilities should include the identification of school security problems, drafting a school safety plan, the adoption of the plan by the SGB, implementing the safety plan, counselling procedures, referrals, monitoring school crime and driving preventative programs. In addition, safety and security should become a compulsory item at SGB and staff meetings in order to encourage committee members to compile reports, to give feedback and to prioritise safety and security. Leadership should also create opportunities for growth and development in two ways: firstly to expose committee members to schools that have functional committees and secondly to make sure that members attend integrated Departmental initiatives such as Community Police Forums. Finally, this thesis recommends the following stakeholders to be on the safety committee: a member of the School Governing Body; the principal; educators trained in trauma management; two learners; a parent; a person in the school administration; a police representative; a community police forum member and other community partners.

Closely attached to safety committees are safety policies, which are different to evacuations, fire drills and codes of conduct. In fact, evacuations, codes of conduct and even HIV & AIDS plans are part of a comprehensive safety policy which stipulates the rules, strategies and actions of how the objective of safe and secure learning environments can be accomplished. This study recommends that schools need to revise their safety policies, making sure that they design protocols and ways of how to manage all safety risks. In addition, the study recommends that all safety risks be divided into three distinct categories

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<sup>23</sup> National Equitable Shares: It refers to the National Budget, which the government gets through taxes. All state departments lobby and present their budgets on an annual base at the National Treasury in order to finance state priorities.

namely safety, security and discipline with accompanied strategies, actions and contact details of supporting services. Table 16 reflects the three categories for example, safety should consist of Health and Safety aspects such as accident prevention, physical education equipment, first aid, hazardous chemicals, searches and seizures, abuse, HIV & AIDS, disaster management and illnesses.

**Table 16: Safety planning**

<b>Safety</b>	<b>Security</b>	<b>Discipline</b>
Accident prevention,	Access control,	Appropriate dress and language
Physical education equipment,	Physical Security	Procedures for reporting and determining code violations
First aid	Procedures for responding to acts of crime and violence at school	Removal of disruptive learners from the classroom
Hazardous chemicals	Contacting law enforcement and parents during a violent incident	Imposing penalties.
Evacuations and fire-drills	Dealing with aftermath of incidents	Dealing with suspensions and expulsion
Searches and seizures	Referral network for trauma management	Training staff and learners
Abuse Protocols	Truancy on school premises by learners and outside elements	Diversion programs
HIV & AIDS	Detecting potential violent and aggressive persons	
Disaster Management		

(Source: own research, April 2006)

Security should focus on access control, physical security, procedures for responding to crime and violence, dealing with the aftermath of incidents, referrals, truancy and detecting potential violent learners. Discipline should deal with appropriate dress codes and language use; removal of disruptive learners from the classroom, procedures for reporting and determining codes of violations; imposing penalties, dealing with suspensions and expulsions; diversion programs and training staff and learners in safety, security and discipline. Finally, this study encourages schools to conduct regular disciplinary hearings as

a way to raise dissatisfaction regarding complaints and to modify learner behaviour.

Following the previous section are school visits by the EMDC. This study recommends that EMDC's should compile a structured program to visit schools in order to check whether schools practice fire drills and evacuation procedures. The process should preferably be driven by the Safe School Co-ordinator and the Senior Circuit Manager or Circuit Manager in a particular district who will identify schools for visitation based on collective agreed criteria. It is not a way to persecute the school, but rather a way of pressurising schools to prioritise safety and security and in the process promoting school effectiveness. In addition, the study recommends that schools should practice evacuations and drills at least once a quarter in order to create an awareness among all stakeholders including learners about the importance of prevention.

The next recommendation deals with searches and seizures. One of the reasons why schools do not practice searches and seizures is because of different interpretations of legislation by the WCED, Community Safety and schools. For example the phrase 'reasonable suspicion' is interpreted differently by the above-mentioned role-players and it causes major confusion at school level regarding what schools may do and may not do. This has a negative influence on school effectiveness. However, this study recommends that role-players such as the WCED and Community Safety should get together to sort out this interpretation in order to send out an unambiguous message. It is also important for both Departments to forward a framework for interpretation to all schools and police stations; contrastingly, they can start a process to amend legislation.

Coupled to the previous paragraph are amendments to legislation and policies. In the first place legislation should clearly reflect who and how education institutions should build a safe and secure learning environment. For example the Schools Act predominantly deals with codes and conduct and the amendment to the Act with access control issues, however issues such as safety, security, risk management, crime, violence and preventative measures are limited or totally absent. This study recommends that legislation be amended to incorporate some of these challenges. In addition, health and safety issues such as safety policies, which include safety plans, evacuations, fire drills and searches should also be included into the South African Schools Act and not just in the Occupational Health and Safety Act. Secondly this

study advocates a stronger relationship between the Departments of Labour and Education regarding Occupational Health and Safety priorities. This cooperative relationship should be institutionalised and policies should be adjusted in order to ensure regular engagement regarding safety priorities. Thirdly, the study recommends that safety related issues such conflict resolution, mediation, anger management and tolerance education be incorporated into the curriculum, if not possible then under the auspices of learning field, Life Orientation. This will enable schools to inculcate preventive education into the minds of children from an early age on a consistent basis and not just once-off initiatives. The fourth recommendation emphasises the importance of employing more human resources to support schools such as sport assistants, learner support officers and securities, which is a policy matter. Schools should also lobby with government to employ more safe school co-ordinators and social workers at district level. At the moment there is only one co-ordinator and one social worker per district, which is inadequate for a district which services an average of 200 schools. This study recommends that each town or circuit in a district should at least have one safe schools coordinator and social workers to service an average of 20 schools. The last recommendation in this category highlights the placement of safety and security in the WCED hierarchy. The study recommends that Division Safe Schools be promoted to a Sub-Directorate in order to enable them prioritise and negotiate with Top Management and schools regarding the importance to build safe and secure schools. At the moment they are being under-mind by schools and the WCED because of their inferior position in the bureaucracy due to rank, salary status and value. For example, the provincial safe schools manager earns less than a school principal and the safe schools coordinator at the EMDC earns the same as a deputy principal. The fact of the matter is, all the above-mentioned can only be realised if government amends legislation and policies.

The next section deals with crime and violence statistics. It is important for schools to have uniformed recording systems, which will enable them to identify major problems and challenges. The lessons learnt from the recording systems will also help schools to design preventative initiatives in order to reduce identified problems such as illegal substances and fights. Schools should also be encouraged to submit crime and violence statistics to the Provincial Safe Schools Centre in order to plan appropriate intervention and other preventative projects. The Safe Schools Call Centre on their part, should undertake road shows in all districts to highlight the importance of recording and reporting crime and

violence data as well as advocating the services that the centre can render.

Following upon all the above-mentioned recommendations are integrated approaches. The first recommendation in this category lobbies for the strengthening of the safe schools cluster system. In order to ensure the sustainability of the initiative, makes the regular attendance of school safety representatives at cluster meetings of utmost importance. The cluster representative, whether in a circuit or town, should also be granted the opportunity to table a school safety and security report at staff, circuit and EMDC quarterly meetings to advocate prevention. In addition, cluster activities should be monitored regularly and challenges should be identified. One of the challenges to engage is administrative costs such as cell-phones, transport and other operational expenditure. An inter-cluster executive in this regard should also be established to discuss and negotiate operational costs and other agreed safety and security priorities with the relevant role-players. Fundamentally, schools need to work together in order to build safe and secure schools for learning.

Another essential element for building a safe and secure learning environment is a close working relationship between schools and the community. Practical examples to strengthen this relationship include parental training, home visits, utilisation of school buildings by community organisations, disseminating of information via newsletters, reading lessons by parents, motivational evenings where transport is arranged, holiday programs, the availability of sport facilities for community clubs and even coaching certain sport codes. A close working relationship with the community also includes a partnership with community-safety-forums. SGBs and SMTs should ensure that safety representatives attend CPF meetings regularly and CPFs should be visible in schools to assist with crime control and prevention. One must remember that the CPF's consist predominantly of community members who determine the safety and security priorities in a particular community, but most importantly they also have the budget to finance preventative programs such as youth countering initiatives. In addition, the school should also build partnerships with community-based-organisations, faith-based-organisations and non-governmental organisations, which have certain capabilities that are beneficial to schools. Their competencies should be utilised in order to create opportunities for effective learning and to divert delinquent behaviour.

Closely attached to the above-mentioned is intra and interrelationships between state

institutions in the interest of schools. An example of intra is the working relationship within the IMG component at EMDC level between the safe school co-coordinator and the circuit managers. It often happens that safety matters and priorities are interpreted and conveyed differently by team members. However, this study recommends that everything possible should be done to strengthen the relationship within IMG through strategies such as joint school visits and also to make safety a compulsory agenda item at IMG meetings. Another intra-relationship worth mentioning is a closer relationship between Division Safe Schools and the Directorate Physical Resources regarding the rendering of fences, security cameras, intercom systems, access control and other safety and security strategies. Regular meetings should be structured on a quarterly based to identify priorities and to avoid duplication. In contrast to intra-relationships are interrelationships, which in the context of the study refer to a working relationship between state institutions on a national, provincial, regional and local level for example between the Department of Education and the Department of Safety and Security. Challenges for engagement include the retention of departmental representatives at integrated meetings to ensure sustainability, the avoidance of duplications, the merger of preventive youth budgets, to halt small projects which have no effect, victim empowerment, trauma rooms, crisis management, administrative budgets for learner support officers and the visibility of neighbourhood watches at schools. This cooperative relationship also includes the relationship between the DoE and the Department of Social Development regarding abuse protocols, the utilisation of social workers, social grants versus school fees and youth projects. In addition, this study recommends a stronger relationship between Provincial Departments of Culture & Sports and the WCED regarding sport facilitations, the management and coordination of school sports and cultural festivals as well as with the Department of Justice regarding learner convictions, child witnesses and preventive projects such the drug master plan. Finally, the establishment of a shared commitment among state institutions is vital to build safe and secure schools for effective learning.

The next recommendation deals with preventative strategies such as infrastructural reinforcements and developmental initiatives. This study lobbies for the reduction in the infrastructural budget on a provincial, regional and school level in order to make provision for a larger budget for developmental projects. One must remember that human behaviour creates safety risks, which implies that prevention should focus on initiatives that modify human behaviour. For example skills development, conflict resolution, mediation,

communication and cooperative behaviour are ingredients essential to change behaviour and simultaneously reduce crime and violence. In addition, projects such as anger management, human rights and tolerance education, safety management, youth clubs, substance abuse, trauma debriefing, school and the community, after-school life-skills, art & cultural activities, self defence courses and many other projects are as vital to channel learner behaviour constructively. However, this study recommends that schools and EMDCs should narrow their projects to a few sustainable programs, which are measurable and not many small projects which is scattered all over. All the above-mentioned developmental initiatives do not mean that infrastructural support is not important. In fact, proper access control, intercoms, metal detectors, securities and even video cameras are becoming necessities in many schools, especially in high crime areas. It is also important to mention that schools in their quest for funding should not just approach the WCED for safety and security measures, but also Departments such as Community Safety, District and Local Municipalities, who is alternately responsible for safe and secure environments.

The next section encapsulates recommendations that demand ongoing networking and lobbying such as the reduction in learner/educator ratios. The problem with the current ratios of 40 learners per educator in primary schools and 35 learners per educator in the high schools are because SMT's are included into ratio. This has a direct impact on class sizes, especially in the lower grades. One of the options recommends stronger labour organisations and principal forums in order to pressurise the DoE and the WCED to prioritise smaller classrooms and the reduction in ratios. Coupled to this are learning deficiencies, which refer to learners in the mainstream schools who do not cope with the new curriculum and consequently causing many disciplinary problems. This study recommends that the Department budget to build more specialised-skills-schools for specialised learning, but most importantly is to re-train teachers, especially in the Revised National Curriculum Standards for grade 1-9, the National Curriculum Standards for grade 10-12 as well as subject specific outcome-based assessment.

In conclusion, all the above-mentioned recommendations are vital elements for the improved building of safe and secure schools for effective learning and it encapsulate effective governance and management principles, ways how to give effect to legislative and policy matters, strategies to strengthen integrated approaches and preventative initiatives.

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## **APPENDIX A**

### **Relevant Legislation**

Criminal Procedures Second Amendment Act (Act 85/1997)  
Drugs and Drug Trafficking Act (Act 140 of 1992)  
Employment of Educators Act (Act 76 of 1998)  
Education Law Amendment Act 53 of 2000  
Firearms Control Act (Act 60/2000)  
Government Gazette 22754, 2001: Notice No 1040  
Labour Relations Act of 1995  
National Constitution of South African Act 108 of 1996  
National Crime Prevention Strategy (NCPS) (National RDP Office, 1996)  
National Education Policy Act (Act 27 of 1996)  
Occupational Health and Safety Act (OHSA) (Act 85/1993)  
Compensation for Occupational Injuries and Diseases Act (COIDA) (Act 181/1993)  
Prevention of Family Violence Act No. 133 of 1993  
South African Schools Act (SASA) (Act 84/1996)  
The Adult Basic Education and Training Act (Act No 52 of 2000)  
The General and Further Education and Training Quality Assurance Act No 58 of 2001  
The Promotion of Administrative Justice Act No 3 of 2000  
The Promotion of Information Act of 2000  
The Western Cape Provincial School Education Act 12 of 1997  
The Public Finance Management Act No 1 of 1999

## APPENDIX B

Name : Anton Jacobus Titus  
Student No. : 8535893  
Course : Masters in Public Administration  
Supervisor : Professor J.J. Williams  
Topic : Building Safe and Secure Schools for Effective Learning in the Western Cape

### QUANTITATIVE RESEARCH METHOD: STRUCTURED QUESTIONNAIRES

#### A: School Governance and Management

- |   |                          |                          |
|---|--------------------------|--------------------------|
| (a) Does your school have a functioning Governing Body?   | Yes                      | No                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> |
| (b) Does the Governing Body have a sub-committee dealing with safety and security?  | Yes                      | No                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> |
| (c) Does a member of the Governing Body chair the safety sub-committee meetings?  | Yes                      | No                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> |
| (d) Does an integrated relationship exist between the Governing Body and the School Management?                                   | Yes                      | No                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> |
| (e) Is safety managed as part of the whole school development?  | Yes                      | No                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> |
| (f) Does your school have a budget to deal with safety needs, priorities and other challenges?                                    | Yes                      | No                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> |
| (f) Does your school use democratic management principles in decision-making processes such as teacher and learner participation? | Yes                      | No                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> |
| (h) Does the school set high expectations for student learning and performances?  | Yes                      | No                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> |
| (i) Are learners aware of the consequences for delinquent behaviour and other forms of crime and violence?                        | Yes                      | No                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> |

#### B: Institutional Matters

- |  |                          |                          |
|--|--------------------------|--------------------------|
| (a) Does the school have an elected safety representative that serves on the safety committee of the school? | Yes                      | No                       |
|  | <input type="checkbox"/> | <input type="checkbox"/> |
| (b) Does your school have a documented safety plan?  | Yes                      | No                       |
|  | <input type="checkbox"/> | <input type="checkbox"/> |
| (c) In your opinion, is the safety plan fully operational?   | Yes                      | No                       |
|  | <input type="checkbox"/> | <input type="checkbox"/> |
| (d) Does the school practice regular evacuation and fire drills?   | Yes                      | No                       |
|  | <input type="checkbox"/> | <input type="checkbox"/> |
| (e) Does your school conduct searches and seizures on a regular basis.                                       | Yes                      | No                       |
|  | <input type="checkbox"/> | <input type="checkbox"/> |

- (f) Do all visitors report to the reception of the school using proper access control systems? Yes No
- (g) Does your school have first aid equipment? Yes No
- (h) Are written contracts signed with service-providers who render services? on the school premises such as renovations? Yes No
- (i) Are the rules and procedures in the codes of conduct clear, transparent and fair? Yes No
- (j) Are you in possession of the Signpost document of the Department of Education and the Safety Manual of the Western Cape Education Department? Yes No
- (k) Has the staff been trained in crisis intervention such as Disaster Management, Occupational Health and Safety as well as preventative educational programs. Yes No
- (l) Does the school regularly record and report crime and violent events to the Provincial Safe Schools Call Centre? Yes No
- (m) Kindly stipulate how many incidents of crime and violence in your school have occurred over the last six months in the following categories:

CATEGORY	Number of incidents
Burglaries/Theft	
Child abuse	
Death	
Fighting/Assault	
Robbery	
Shootings	
Substance abuse	
Vandalism	

**C: Integrated Partnerships and Co-operation**

How will you rate the following partnerships regarding the implementation of safety? policy (Please make a cross in the relevant block):

School and Parents

1	2	3	4	5
<input type="checkbox"/>				

School and the Community

1	2	3	4	5
<input type="checkbox"/>				

School and the Police

1	2	3	4	5

School and Safe Schools Call Centre

1	2	3	4	5

School and the EMDC (District Office)

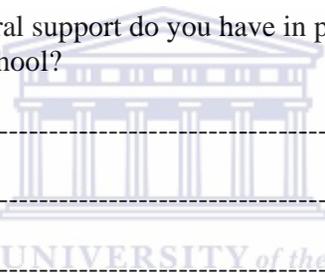
1	2	3	4	5

Your school and schools in the area

1	2	3	4	5

**D: Preventative measures**

- (a) What kind of infrastructural support do you have in place to safeguard the buildings and other assets of the school?



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- (b) It is often said that prevention is cheaper than rehabilitation and interventions. What kind of developmental programs and strategies does your school embark on in order to make an impact on delinquent behaviour?

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- (c) If you are requested to table some solutions for safety and security risks at schools, what would they be?

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Name : Anton Jacobus Titus  
 Student No. : 8535893  
 Course : Masters in Public Administration  
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 Topic : Building Safe and Secure Schools for Effective Learning in the Western Cape

**QUALITATIVE RESEARCH METHODS:**

**A: PARTICIPATORY OBSERVATION**

Please indicate whether the following measures are in place that builds safe and secure schools for effective learning.

	<b>OBSERVATION</b>	<b>YES</b>	<b>NO</b>
1	Are boards visible to emphasise that trespassers will be prosecuted?		
2	Are there written notices regarding access control such as: 'Please report to the reception'?		
3	Does the school have a signed visitors' book?		
4	Are safety signs visible to assist school during emergencies?		
5	Are the fire extinguishers clearly indicated?		
6	Are the 'No Smoking' zones clearly indicated?		
7	Do you think emergency numbers such as the police ambulance, safe schools call centre and other emergency numbers are visible to educators and learners?		
8	Does the school have a security system such as alarms, panic buttons and intercom?		
9	Are the school grounds adequately fenced?		
10	In your opinion, does the school practise democratic management principles?		

**B: SEMI-STRUCTURED INTERVIEWS**

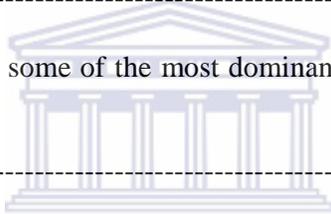
(a) This research assumes that the implementation of safety related policies and other departmental guidelines are the foundation for building effective schools. Do you agree or disagree with the statement? Please motivate your answer.

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(b) Do you think safety and security is a priority in schools? Kindly motivate your answer.

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(c) In your opinion what are some of the most dominant safety and security problems in schools?



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(d) What in your opinion are some of the greatest challenges facing schools today?

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(e) Which awareness strategies does the school have in place to make learners, educators and parents aware of the importance of prevention.

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(f) If you are requested to table some solutions for safety and security risks at schools, what would they be?

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