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**IMPLEMENTATION OF SAFETY MEASURES IN SELECTED PUBLIC HIGH
SCHOOLS IN THE ALFRED NZO EAST EDUCATION DISTRICT**

By

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*A dissertation submitted in fulfilment of the requirements for the degree of
Master of Education (M.Ed.)*

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School of Further and Continuing Education (SFCE)**

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STATEMENT OF ORIGINALITY

I, **Mditshwa Simbongile**, student number: **201109074**, hereby declare that, to the best level of my knowledge, the dissertation entitled “**IMPLEMENTATION OF SAFETY MEASURES IN SELECTED PUBLIC HIGH SCHOOLS IN THE ALFRED NZO EAST EDUCATION DISTRICT**” is my profound work. This dissertation has not been submitted to any other institution of higher learning for the purposes the awarding of any degree or qualification. In cases where I have utilised work from the published or unpublished work of other scholars, I ensured that I have acknowledged such sources both in the text and in the list of references.

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Date: 27 - January - 2020

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DECLARATION ON RESEARCH ETHICS CLEARANCE

I, **Mditshwa Simbongile**, student number **201109074** hereby declare that I am fully aware of the University of Fort Hare's policy on research ethics and I have taken every precaution to comply with the regulations. I have obtained an ethical clearance certificate (see attachments) from the University of Fort Hare' Research Committee and my reference number is **MAC031SMDI01**. Furthermore, I obtained the research permission from the Eastern Cape Department of Education (see attachments).

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The logo of the University of Fort Hare is a shield-shaped emblem. The top half is blue with a yellow sunburst. The bottom half is yellow with a blue border. Inside the shield, the Latin motto 'IN VIDE LUMINE TUO' is written in blue. Below the shield, the text 'University of Fort Hare' is written in a serif font, and 'Together in Excellence' is written in a smaller, italicized serif font below it.

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DEDICATION

I dedicate this study to my late father, Thembalipheli Templeton Mditshwa, who always insisted that education would emancipate his kids and the family at large. This belongs to you *Hlangu!! Mzize!! Ngqitshela!! Bumbantaba!! Nozitshetshe!! Mnkawu !!...*



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LIST OF ABBREVIATIONS

ACE	Advanced Certificate in Education
AGSA	Auditor general of South Africa
B.Ed	Bachelor of Education
B.Sc	Bachelor of Sciences
BA	Bachelor of Arts
DBE	Department of Basic Education
ECDoE	Eastern Cape Department of Education
ETB	Educator Targeted Bullying
HDE	Higher Diploma in Education
HOD	Head Of Department
NATU	National Teachers Union
NPO	Non-Profit Organisations
OAU	Organization of African Unity
PAM	Personnel Administration Measures
PE	Peace Education
RCL	Representative Council of Learners
RDMM	Rational Decision Making Model
SACE	South African Council for Educators
SADTU	South African Teachers Union

SASA	South African Schools Act
SBV	School Based Violence
SGB	School Governing Body
SISSG	School Infrastructure Safety and Security Guidelines
SLB	Street-Level Bureaucracy
SMT	School Management Team
STD	Senior Teachers Diploma
UNICEF	United Nations International Children's Emergency Fund
WHO	World Health Organisation



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LIST OF TABLES

Table 1: *Focus Areas in the Regulations.*

Table 2: *School & participant labels*

Table 3: *School A profile of participants*

Table 4: *School B profile of participants*

Table 5: *School C profile of participants*



ABSTRACT

The main aim of the study was to find out how safety measures are implemented in selected public high schools in the Alfred Nzo East Education District. The study was motivated by multiple media reports about incidents that have to do with the safety of learners especially in rural public schools. This case study was grounded in the interpretive paradigm and the qualitative approach was adopted. The study was theoretically guided by the principles from both the Street-Level Bureaucracy (SLB) and the Rational Decision Making Model (RDMM). The data was collected from three schools in the Alfred Nzo East Education District, Eastern Cape, RSA. A purposive sampling technique was utilized to choose the research participants. A total of 21 human participants were involved in interviews where two teachers per school, two learners per school, two SGB parents and a principal were interviewed. Interviews were supplemented with short observations and document analysis. The findings of the research include the following: educators get a minimal empowerment to manage school safety in terms of access to school, scholar transport and on. The researched schools had no school-based safety policies. Some of the challenges included the level of roadworthiness of the vehicles that are used to transport school children which exposes learners to a high risk and that puts more pressure on school safety. Drugs and dangerous weapons are other factors which contribute to the instability of school safety. The researcher recommended that educators should be empowered through support from the principals and from the district coordinator through frequent policy implementation conference using online platform to minimize the costs of physical conferences. I recommended that the community must be active whistle-blowers for drug smuggling because drugs in schools emanate from the communities. Indemnity forms, release forms and school-based policies must be made available for implementation and referencing purposes. Schools should establish healthy relationship with external stakeholders like traditional leaders, SAPS and the Department of Social Development to curb lack of safety in schools.

KEY CONCEPTS: *Implementation, safety measures, empowerment, challenges to school safety, monitoring of safety measures.*

TABLE OF CONTENTS

STATEMENT OF ORIGINALITY.....	II
DECLARATION ON RESEARCH ETHICS CLEARANCE	III
ACKNOWLEDGEMENTS.....	IV
DEDICATION	V
LIST OF ABBREVIATIONS	VI
LIST OF TABLES	VIII
ABSTRACT	IX
1 CHAPTER ONE – INTRODUCTION	1
1.1 BACKGROUND	1
1.1.1 <i>International law</i>	4
1.1.2 <i>Constitutional framework</i>	6
1.1.3 <i>Legislation</i>	9
1.1.4 <i>Case law</i>	12
1.1.5 <i>Common law</i>	13
1.1.6 <i>Regulations</i>	14
1.2 PROBLEM STATEMENT	20
1.3 PURPOSE OF THE STUDY.....	21
1.4 RESEARCH QUESTIONS	21
1.5 SIGNIFICANCE OF THE RESEARCH	22
1.6 SCOPE OF THE STUDY	22
1.7 DEFINITION OF KEY CONCEPTS	23
1.8 OUTLINE OF THE RESEARCH CHAPTERS	24
2 CHAPTER TWO - LITERATURE REVIEW	26
2.1 INTRODUCTION	26
2.2 EMPOWERMENT OF EDUCATORS FOR IMPLEMENTATION OF SAFETY MEASURES.....	26
2.3 CHALLENGES IN IMPLEMENTING SAFETY MEASURES IN SCHOOLS	31
2.4 MONITORING AND COMPLIANCE WITH THE REGULATIONS FOR SAFETY MEASURES IN PUBLIC SCHOOLS.....	44
2.5 INTERNATIONAL STUDIES ON SCHOOL SAFETY	47
2.6 CONCLUSION	50
3 CHAPTER THREE - THEORETICAL FRAMEWORK	52
3.1 INTRODUCTION	52
3.2 ORIENTATION TO THEORETICAL FRAMEWORKS AND THE ASSESSMENT OF THEORIES	52
3.3 STREET-LEVEL BUREACRACY.....	54
3.4 RATIONAL DECISION-MAKING MODEL	58
3.5 CONCLUSION	61
4 CHAPTER FOUR - RESEARCH METHODOLOGY	62
4.1 INTRODUCTION	62
4.2 RESEARCH PARADIGM.....	62

4.3	RESEARCH APPROACH	64
4.4	RESEARCH DESIGN	65
4.5	DATA COLLECTION METHODS	66
4.6	SAMPLING	67
4.7	DATA ANALYSIS	69
4.8	TRUSTWORTHINESS	70
4.9	ETHICAL CONSIDERATIONS	72
4.10	THE ROLE OF THE RESEARCHER	74
4.11	CONCLUSION	75
5.	CHAPTER FIVE: PRESENTATION OF FINDINGS.....	76
5.1	INTRODUCTION	76
5.2	SCHOOL A	77
5.2.1	<i>Background</i>	77
5.2.2	<i>Empowerment of educators about safety in public schools</i>	79
5.2.3	<i>Challenges that hinder the implementation of safety measures</i>	88
5.2.4	<i>Monitoring of safety measures at public schools</i>	94
5.3	SCHOOL B	98
5.3.1	<i>Background</i>	98
5.3.2	<i>Empowerment of educators about safety in public schools</i>	99
5.3.3	<i>Challenges hindering implementation of safety measures</i>	103
5.3.4	<i>Monitoring of safety measures at public schools</i>	109
5.4	SCHOOL C	112
5.4.1	<i>Background</i>	112
5.4.2	<i>Empowerment of educators about safety in public schools</i>	113
5.4.3	<i>Challenges that hinder implementation of safety measures</i>	117
5.4.4	<i>Monitoring of safety measures at public schools</i>	125
5.5	CROSS CASE FINDINGS.....	128
5.5.1	<i>Background</i>	128
5.5.2	<i>Empowerment about safety in public schools</i>	129
5.5.3	<i>Challenges that hinder implementation of safety measures</i>	130
5.5.4	<i>Monitoring of safety measures at public schools</i>	132
6	CHAPTER SIX - DISCUSSION OF FINDINGS, RECOMMENDATIONS AND CONCLUSIONS.....	134
6.1	INTRODUCTION	134
6.2	DISCUSSION OF FINDINGS	134
6.2.1	<i>Empowerment of educators on school safety</i>	134
6.2.2	<i>Challenges in school safety</i>	137
6.2.3	<i>Monitoring of safety measures at public schools</i>	144
6.3	SUMMATIVE RECOMMENDATIONS	147
6.4	SUMMATIVE AREAS FOR FURTHER RESEARCH	149
6.5	LIMITATIONS OF THE STUDY.....	150
6.6	CONCLUSION	151
	REFERENCES.....	152
	SOUTH AFRICAN COURT CASES.....	172

APPENDICES	173
APPENDIX 1: RESEARCH PERMISSION	173
APPENDIX 2: ETHICAL CLEARANCE	175
APPENDIX 3: EDITOR'S CERTIFICATE	177
APPENDIX 4: DATA COLLECTION TOOLS	178
APPENDIX 5: CONSENT FORMS: CHILDREN	189
APPENDIX 6: CONSENT FORMS: ADULTS	191



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1 CHAPTER ONE – INTRODUCTION

1.1 BACKGROUND

Safety of learners in schools is a serious issue in South Africa (Hannan, Juan and Reddy, 2016). They further argue that safety concerns in South African schools include bullying, homophobic bullying, physical harm and sexual harassment; and emerging threats, like cyber bullying, are increasing quickly. Learners are stabbing each other, teachers are being stabbed, rape cases are being reported and some teachers are negligent (Van Der Merwe, 2015). Three pupils at a Vanderbijlpark school were killed when a walkway fell on them (Njilo, 2019). Robbers in Port Elizabeth accumulated school cash and valuable equipment while pointing a gun at everyone on the school premises (Wilson, 2018). Within a period of five days, in North West, a Zeerust High School learner was arrested for stabbing his educator to death (Gous, 2018) and a fight over a missing cell phone led to pupil's death in Peddie, Eastern Cape (Dayimani, 2018a).

Moreover, a five-year-old boy died after falling into a pit latrine at Luna Primary School in Bizana (Shange, 2018). Six pupils from Mount Fletcher in the Eastern Cape died when they drowned in the river when they were coming back from the school to their homes (Ngcukana, 2019). A minor child who was doing Grade R was moving within the school premises near the classrooms when she was electrocuted by an electric wire; she died instantly (Shange, 2018). A primary school teacher in Bushbuckridge, Mpumalanga was shot dead by her husband in front of learners at school (Pijoos, 2017). A Grade 12 pupil died and seven others were injured when a bakkie they were travelling in overturned in Ngqeleni, in the Eastern Cape (Feni, 2017).

These above recent incidents and accidents that occurred in Bushbuckridge, Vanderbijlpark, Bizana, Port Elizabeth, Zeerust and Ngqeleni imply that learners are not safe and they suffer from trauma and external issues that affect the safety of children in schools. These incidents affect the core business of the schools, which is teaching and

learning because the time and energy that should be used for teaching and learning is utilised to come up with strategies to curb these incidents.

Safety in schools does not only bring physical threats, social threats and emotional bankruptcy, but it also brings bad monetary implications for government. This argument is supported by the on-going case between *Komape v Limpopo Department of Education*, where the Komape family is trying to claim R2 million after their child died drowned in a pit toilet at Mahlodumela Primary School, outside Polokwane in 2014.

Another shocking case involved an East London taxi driver who was arrested for reckless and negligent driving after he was caught carrying 32 school children inside a 14-seater Toyota Quantum minibus taxi (Dayimani, 2018b). In fact, there were 34 passengers in total inside the taxi including the driver and his conductor. In situations such as the aforementioned, the possibility of claims against government for hospitalisation and funeral costs, as well as Road Accident Fund (RAF) claims may cost taxpayers millions of rands.

The above accident implies that the issues of safety are a serious problem and need to be addressed before something else terrible can occur to someone. These issues affect school safety in the manner that learner can be exposed to danger and that may cause physical harm, affects the academic performance and might cause consistent worry for learners which can affect their emotional stability. Of course, government may not be liable for all the accidents or safety threatening cases occurring on transportation of learners because there are parents that use independent contractors for their children and there are schools that use a school-based scholar transport (Mokwena, 2020). Such incidents also cause a threat to the care and protection of learners which is outlined on section 28 (2) of the Constitution.

The issue of safety and violence in schools is not only a South African problem. A study conducted by Beninger (2013) in sub-Saharan Africa established that learners in schools suffer from multiple unsafe conditions like gender-based violence, gang rapes, and teacher-to-learner sexual abuse. A three-year-old boy in one of the schools in Egypt was sexually attacked by the security personnel at school (Hidji, 2016). School

safety in the African context is indeed a serious issue because a report by Zimbabwean newspaper, Bulawayo24, in 2014 reported that a school in Gweru admitted an act of negligence whereby an eight-year school child drowned in the school swimming pool. This was an act which was embedded with negligence because the school head admitted that there was no person who was monitoring learners while they were swimming. This indeed signifies that safety in African countries seems to be a problem. This obviously negatively affected the teaching and learning process in that school and it signifies the improper implementation of safety policies in schools.

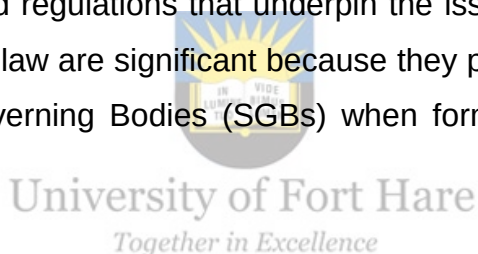
Furthermore, high school new comers in United Kingdom were at risk of being forced by senior student to be in a sexual relationship with multiple partners. Such a case will exist until juvenile delinquency is addressed by the society or even by government (Leach & Humphreys, 2007). The results of a study piloted in China by Ji-Kang and Ron (2009) demonstrated that “gender, age, direct victimization, witness victimization, alcohol use, smoking, anger traits, lack of impulse control, attitudes toward violence, poor quality of student-teacher relationships, and involvement with at-risk peers were significantly associated with school violence in Taiwan”.

Moreover, the study conducted by Alcaraz, Kim, & Wolbeck (2010) in Southern California showed that during 2007 and 2008 there were 43 primary and secondary schools which involved children as victims of school-associated violence and death. A Florida high school student shot and wounded a classmate while other students around the United States were busy protesting against school gun violence. This protest was initiated because of the incident that took the lives of 17 people (14 learners and 3 adults) who were killed by a former troubled learner at Douglas High School in Parkland, Florida. In 2018, ten school kids died, another ten were left with serious injuries and other students were left traumatised after a gunman invaded a school in Texas in the United States (Fernandez, Fausset & Bidgood, 2018). Furthermore, a report presented by Swanson, Thompson & Fingerhut (2019) revealed that most

Americans believed that schools have become less safe because of bullism, the influence of the internet, television, music and video games. It is therefore clear that the matter of unsafe schools is an international issue.

An academic study conducted by Tulis (2013) in German schools showed that teachers tend to shout at students or respond to learners in a humiliating manner. Another study conducted in the United States by Skiba (2014) supplements that schools are not safe and automatically they produce citizens who are either victims of unsafe conditions or perpetrators of violence. This therefore means that a right to dignity of learners is violated sometimes.

A series of these incidents that have to do with the safety of learners in schools reflect the need to reshape the state of the regulations and codes in South African schools. Therefore, I will introduce the international law, constitutional framework, legislation, case law, common law and regulations that underpin the issue of safety for learners in schools. These sources of law are significant because they play a critical role in guiding principals and School Governing Bodies (SGBs) when formulating and implementing safety policies.



1.1.1 International law

International law refers to the rules and norms that regulate the conduct of states and other entities which at any given time are recognised as possessing international personality (Etinski & Tubic, 2016). South Africa does not operate in isolation from other countries of the world, it subjects itself to international standards because section 39 (1) (b) and (c) of the Constitution of South Africa makes it clear that when interpreting the rights and law in courts, tribunals or forum, the process of interpretation must promote the values of international law. It is therefore important to look at the international law regarding the safety of children.

Article 3 of the United Nations Universal Declaration of Human Rights (1948) states that, "Everyone has the right to life, liberty and security of person". It is not only the South Africa Constitution that requires children to be protected from any harm and to be secured; universally, everyone including learners has to have security of person.

Section 1 of the preamble to Article 19 of the United Nations Convention on the Rights of the Child (1990) states that “States parties shall take all appropriate legislative, administrative, social and educational measures to protect children from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parent(s), legal guardian(s) or any other person who has the care of the child”. This implies that the protection of children from violence, negligence and abuse must be properly ensured by government. This responsibility is supported by Article 32 of the United Nations Convention on the Rights of the Child.

Furthermore, the Manual for Child Friendly Schools of the United Nations Children's Fund (UNICEF) (2009) was adopted to promote friendly schools. According to UNICEF (2009:20), “school authorities need to foresee imminent risks or possible dangers that could affect children within the school, its vicinity or the wider community”. Section 5 of this manual points out that “the physical learning environment must be able to accommodate all children in the community in safe locations with access to energy for school electricity, an especially important consideration in rural locations that are off the grid. The environment needs to be designed to meet the basic needs of children”. Schools must offer access to clean water for drinking, hand washing, and consider gender by providing separate and private restrooms for boys and girls. The State of the World's Children Report issued in 2016 by UNICEF recommended that every country in the world must have at least one social safety net programme in place, and specific child and family benefit programmes rooted in legislation.

The African states have not been resting on the issue of safety of children because there are multiple policies, conventions, commissions and reports that have been compiled to address the issues of safety for children. The Declaration on the Rights and Welfare of the African Child (1979) adopted by the Organization of African Unity (OAU) stipulated in their preamble that the “OAU recognize the need to take appropriate measures to promote and protect the rights and welfare of the African child”. Furthermore, section 3 of the Declaration on the Rights and Welfare of the African Child (1979) declares that the African countries should thoroughly examine cultural legacies

and practices that are harmful to normal growth and development of the child such as child marriage and female circumcision, and should take legal and educational measures to abolish them. Therefore, it means that government at all levels (even at schools) must ensure that children are not being exposed to harmful cultural practices that cause destruction or delay in their development.

Article 4 of the African Charter on the Rights and Welfare of the Child (1979) states that in all actions concerning the child undertaken by any person or authority the best interests of the child must be the primary consideration. This means that school administrators must create or implement safety policy that will be favouring learners in terms of safety. Additionally, in the African Charter on the Rights and Welfare of the Child (1979), Article 14 (1) declares every child shall have the right to enjoy the best attainable state of physical, mental and spiritual health. This implies that the learners' physical health must be ensured at schools by making sure that teachers do not use corporal punishment that might cause danger to their bodies. Shouting and insulting learners at schools reduce the confidence of a learner and subsequently his or her thinking ability gets affected.

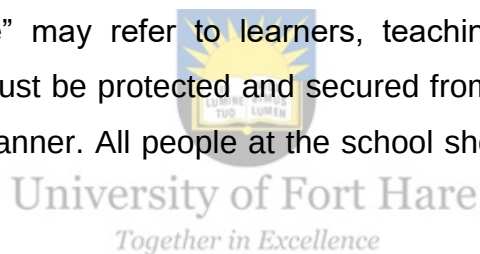
Therefore, schools have to promote the development of mental abilities of learners and general development and maintenance of a mind. Lastly, Article 21(1) of the African Charter on the Rights and Welfare of the Child suggests that countries have a responsibility to take all appropriate measures to eliminate harmful social and cultural practices affecting the welfare and dignity of a child. This means that schools that are having a hidden culture of bullies and initiation practices for both newcomers and existing learners are not safe and they are infringing learners on this above right. The afore mentioned international documents are universal measures that are trying to ensure that children all over the world are kept safe, but there are school incidents that prove non-adherence to these laws.

1.1.2 Constitutional framework

Section 7(2) of the Constitution specifies that the state must respect, protect, promote and fulfil the rights in the Bill of Rights. Although it is the responsibility of the provincial department of education and districts to create a conducive environment for schools

within a district area, at a school level the principal and the educators as appointed by government represent the state, and the SGBs have the power given by government. It therefore means that the principals and educators have the responsibility of ensuring proper implementation of the Bill of Rights at the school level. In the school context, the administrator, which is the principal, may not undermine the laws and policies that are coming from the government that are put in place to ensure protection of learners. The principal, educators and the SGB can promote the provisions on the Bill of Rights by not acting in an unlawful manner when dealing with issues of safety in schools. Moreover, the principals, teachers and SGBs must always have a sense of promoting democratic values such as human rights.

According to section 12(1) of the Constitution (RSA, 1996), everyone has the right to freedom and security, which includes the right not to be treated or punished in a cruel, inhumane or degrading way and the right to be free from all types of violence. In a school context, “everyone” may refer to learners, teaching and non-teaching staff. Learners and educators must be protected and secured from any harm. Learners must be treated in a humane manner. All people at the school should be protected from any form of violence.



Firstly, section 28(2) of the Constitution states that the best interests of a child are of paramount importance in every matter concerning the child (RSA, 1996). This means that districts and schools as legal entities and its legal employees (provincial officials, district officials, principals and teachers) have a constitutional responsibility to act in a way that put the children's interest at the forefront. Moreover, section 24 (a) of the Bill of Rights which states that every citizen has a right to an environment which is not harmful to their health or well-being (RSA, 1996). This means that districts and schools as legal entities and its legal employees (provincial officials, district officials, principals and teachers) have a responsibility to create an environment which is secure and safe enough for effective teaching and learning. Section 29(1) (a) of the Constitution states that everyone has the right to basic education. The learner's right to receive education implies that the learner has the right to attend school and that this right should be protected. Since formal education can take place in a safe and secure school

environment, everything possible should be done by the school, SGB and Department of Basic Education (DBE) to ensure that the learner experiences safety at school.

The Bill of Rights provides that people must be entitled to human dignity, and section 10 stipulates that everyone has inherent dignity and the right to have their dignity respected and protected. All the stakeholders in the education sector are also subject to the right to human dignity. For example, learners as the key stakeholders in the schooling system are not expected to suffer from emotional problems because a certain person in the school has shouted or has addressed a learner in an unappealing manner. Emotional discomfort threatens learner safety at school. When human dignity is ignored or not given to learners, the school environment does not accommodate safety.

Section 27 of the Bill of Rights indicates that everyone has the right to have access to health care services, including reproductive health care, sufficient food and water, and social security (RSA, 1996). In the context of the school, “everyone” means learners and teachers and any other individuals within the school premises. Schools as legal entities, therefore, have to adhere to this right by ensuring that the school nutrition committee checks the expiry dates in food, damaged tins which can cause food poisoning and the cooking equipment must be clean to maintain the hygiene. Although schools are not legally obligated to provide sanitary services, a caring school may strive to ensure that sanitary services are provided for all learners who might not be able to afford to buy them. Social security may refer to the programmes of government intended to promote the welfare of the population through meeting basic needs like shelter, food and health care services. In a schooling situation, the SGB together with the principal and teachers have to ensure that the basic needs of learners are met by ensuring that they have safe shelter (classrooms) and the sanitation facilities are safe.

The study piloted by Brock and Brundige (2014) about sexual violence by educators in South African schools also found that a right to receive education in a safe environment is being violated for most school learners due to teacher sexual harassment. Another academic research, which was done by Smit (2015), illustrated that learners’ right to privacy in schools is infringed because some of their fellow learners or even teachers do cyber bullying. This affects one of the key constitutional rights, the right to privacy which

is stated as follows in section 14 of the Constitution: “Everyone has the right to privacy, which includes the right not to have - (a) their person or home searched; (b) their property searched; (c) their possessions seized; or (d) the privacy of their communications infringed”. Moreover, this implies that section 28 (2) of RSA (1996) which states that “a child’s best interests are of paramount importance in every matter concerning the child” is violated.

1.1.3 Legislation

Section 10A (1) of the South African Schools Act (hereafter referred to as SASA (84 of 1996) prohibits any form of initiation practice against a learner at a school or in a hostel accommodating learners of a school. High schools, especially those that are situated in townships, have learners who are victims of these unlawful initiation practices (Huysamer & Lemmer, 2013); meaning safety in these schools is a critical issue. Section 8 of the School Infrastructure Safety and Security Guidelines (SISSG) (2017) states that when a school is installing or doing renovations to a school building, it has to ensure that electric wires and dangerous tools do not interfere with the safety of learners and the supply of electricity has to meet the national safety standards.

Although corporal punishment is prohibited by section 10(1) of the South African Schools Act (84 of 1996), some schools or individual still practice it (Makhasane & Chikoko, 2016). This still reflects that there are some schools that are putting children safety in danger. On the other hand, learners who commit serious misconduct may cause a threat to the safety of other learners and such learners must be removed from schools to protect other learners. This has been advocated in section 9 (7) (a) of SASA (84 of 1996) as it indicates that Head of Department (HOD) “must take reasonable measures to protect the rights of other learners at the public school” when deciding to expel or not to expel a learner who is implicated in a serious conduct.

Learners have a right to basic education, but once they commit a serious act that impose a threat to other learners, the SGB may write a recommendation letter of expulsion (section 9 (1c) (b) to the provincial Head of Department (HOD) of Education.

The professional body for educators in South Africa is known as the South African Council for Educators (SACE) and the Council is governed by the South African Council for Educators Act, 31 of 2000 (hereafter referred to as SACE Act (31 of 2000)). Section 2 (c) of the SACE Act, 31 of 2000 gives power to the Council “to set, maintain and protect ethical and professional standards for educators, by means of the functioning of the council”. This therefore gives power to SACE to regulate behaviour and practices by teachers or any individuals who are attached to schools that can harm the learners or infringe the right of learners to safety. The Council for educators in South Africa has code of conduct which is the set of rules outlining norms, rules and responsibilities or proper practices which must be adhered to by educators. Under SACE, this is known as the Code of Professional Ethics.

Section 3.11 of the Code of Professional Ethics in SACE Act of 2000 states that an educator “takes reasonable steps to ensure the safety of the learner”. It is therefore a professional role of an educator to find strategies to ensure that learners at schools are always safe in all spheres. An educator must be dismissed if he or she is found to be committing a serious misconduct and misconduct as outlined in sections 17 and 18 respectively of the Employment of Educators Act 76 of 1998 as amended in 2011. Therefore, if an educator breaches the any of the laws stated in section 17 and 18 of Employment of Educators Act 76 of 1998 as amended in 2011, then that educator might be removed from the SACE register if “the educator was found guilty of a breach of the code of professional ethics” (section 23 (1) (c)).

Another major practice that might threaten learner safety in schools is bullism (Laas & Boezaart, 2014). “Bullying involves repeatedly picking on someone with the aim of hurting or harming them physically, emotionally or socially” (DBE, 2012). Bullying, as stated in section 11 (M) on the Guidelines for the Consideration of Governing Bodies in Adopting a Code of Conduct for Learners (1998) is an offence for which one might be suspended or expelled. Many of the constitutional rights are infringed when bullying occurs, and the problem is escalating (Laas & Boezaart, 2014).

When teachers are appointed, they are appointed based on the regulations stated in the Employment of Educators Act of 1998. Based on section 18 (1) (d) of the Employment of Educators Act of 1998, an educator may be found guilty if he or she is negligent in the carrying out of the duties attached to the educator's post. According to section 18 (1) (e), an educator may be found as committing a misconduct if he or she “in the course of duty endangers the lives of himself or herself or others by disregarding set safety rules or regulations”. This implies that teachers are obliged to act in a way that may not cause any damage or threatening learner safety.

Although government has put in place multiple pieces of legislation to ensure that South Africa schools are safe and conducive for teaching and learning, academic studies show that some of these attempts by government seem to be ineffective in some schools. A research study done by Smit (2015) agrees that bullies attack or threaten innocent learners, and other learners who want to address unresolved break-time issues might make use of the time when educators choose to leave the classroom.

The South African government in its processes to strengthen democracy has developed many laws which attempt to promote rights of children and to protect them in all spheres. These laws include specific laws that affect education and those that indirectly affect the education sector. The Mental Health Act 18 of 1973 section 4 gives provision for any person over the age of 18 to give consent for medical attention for a child who is emotionally disturbed. At a school level, this might imply that the principal and safety or disciplinary committee must ask for permission from the parent or legal guardian to conduct drug testing because some learners might appear to be on drugs when they are on medication.

The Protection from Harassment Act 71 of 2001, section 2, may grant relief to victims of bullying by providing for protection orders, and therefore adds to the legislative framework available to victims. Teachers, based on this act, have a legal power to use this law in favour and in protection of learners. The Children's Act 38 of 2005, section 18 (2) (a), (b) and (c) states that the parental or guardian responsibilities and rights that a person may have in respect of a child include the responsibility and the right to care for the child; to maintain contact with the child; and to act as guardian of the child. It is

therefore clear that teachers are given power by the law, similar parents, to take good care of the learners.

1.1.4 Case law

Case law, which is also known as judicial precedent, is the ruling handed down previously by various courts in specific cases that are used as a reference or guide to present and future cases of a similar nature (Joubert & Prinsloo, 2008). Moreover, case law forms part of the sources of educational law which provides guidance on how legislation and rights ought to be interpreted for ensuring safety and it serves to punish those who break the law.

Minister of Education v Highlands Primary School v Peter Wynkwart [2004], the Cape Town High Court ruled in favour of a man who sued the Minister of Education and Highlands Primary School in Mitchell's Plain for R1,3-million after his son was paralysed in a fall when he tried to climb over a school gate. However, the appeal which was made by the defendant, the court-ruling was in favour of the defendant. If the Department of Basic Education could have been found negligent, a financial cost of R1.3 million was going to be incurred. This case which almost costed the department of Basic education millions should be an alert to all the Department officials about the possible financial costs if one acts in a negligent manner.

In a court case between the *School Principal v Mpumalanga Education Department [2017]* it has been identified that the Department found that the principal violated the pupil's right to be protected in the school because the principal had beaten the 14-year-old boy at school and the boy later died in hospital because of heart disease. Hence, the principal was fired and the case was to be reviewed at a later stage by the Middleburg Magistrate's Court. Another case which depicted negligence in a school was in Mpumalanga Province. This was a case between *Dlamini v MEC Education Mpumalanga [2017]* which proceeded in the Pretoria High Court in Gauteng. The High Court ruled in favour of a mother who sued the Mpumalanga Department of Education for injuries caused by a tank stand that fell on three learners. These cases put more financial constraints burden to government because the costs of running these cases are often settled by government.

These above mentioned court cases signify that school safety is a serious issue in schools because they affect multiple factors negatively in a school and for government such as teaching and learning, the school atmosphere, government's image, the school budgets and the general well-being of both teachers and learners .

1.1.5 Common law

Roos, Oosthuizen and Smit (2009) defines common law as uncoded (i.e. not recorded as statutes) legal principles and traditions emanating from Roman-Dutch and English law that have been developed and adapted to the South African legal background and culture. Section 39 (3) of the Constitution states that "The Bill of Rights does not deny the existence of any other rights or freedoms that are recognised or conferred by common law, customary law or legislation, to the extent that they are consistent with the Bill". The common law in the context of education is significant because it is one of the sources of law for education and section 39 (2) and (3) of the Constitution promotes the use of common laws which are in line with the Bill of Rights.

There are common law principles that relate to schools in terms of safety. These principles are *in loco parentis*, *audi alteram partem ultra vires* and *intra vires*. Teachers as required by law and SACE are obliged to create conducive school environment by using or acting *in loco parentis* when dealing with learners (Hall & Manins, 2001). This means that a teacher has a responsibility to ensure that learners are protected from harm and learners have a safe environment. Oosthuizen (2009) adds that according to *in loco parentis* principle, educators at schools are obliged to ensure that pupils are supervised all the time to ensure their physical and psychological welfare. He further argued that, apart from the duty of caring for the well-being of learners, an educator is obliged by this common law principle (*in loco parentis*) to supervise learners' physical welfare in many places, like sports grounds, science laboratories, and workshops.

Although there are principles of common law that teachers have to follow or apply, it is evident that these principles are not obeyed. Even the study conducted by Smit (2015) established that teachers who are not on playground duty, or who leave their classes unattended, seem to be, according to the learners' responses, contributing to the creation of an unsafe environment for learners. It is also evident from the study done in

Kwa-Zulu Natal by Gina and White (2014) that some principals are negligent and are ignorant when they are implementing policies that enhance security and safety. This implies that teachers who fail to apply the *in loco parentis principle* in schools put the lives of learners in danger.

1.1.6 Regulations

Section 61(a) of South Africans Schools Act (SASA) (1996) as amended in 2002 gives power to the Minister of Education to make regulations that ensure safety in both private and public schools. Therefore, the Minister of Education in South Africa introduced the Regulations for Safety Measures at Public Schools (SA, 2006), which was published in 2001 and amended in 2006. Moreover, The Personnel Administrative Measures Act (2016) which is promulgated in terms of the Employment of Educators Act of 1998 is another regulation which contains provisions that also attempt to ensure safety in schools.

SACE Act of 2000, Regulations to prohibit initiation practises in schools, Personnel Administrative Measures (2016), National Minimum Uniform Norms and Standards for School Infrastructure (2005) and the Regulations for Safety Measures at Public Schools are some of the regulations that are trying to combat conditions of unsafety in schools. Therefore, the Personnel Administrative Measures (2016) section 3.2.1 states that teachers have a duty to assist the Head of Department to identify aspects which require special attention and assist in addressing them. This could imply that teachers may assist in identifying areas that might cause threat to safety of learners in schools. Some of the responsibilities of a teacher according to section 3.2.3 of the Personnel Administrative Measures (2016) amended in 2016 is to assist in overseeing learner counselling and guidance, careers, discipline and the general welfare of all learners. Furthermore, section 3.1.1.6 of Annexure 7 of PAM suggests that the school principals have a role of implementing policies and legislations. This means that even the implementation of Regulations for Safe Measures at Public Schools is also under the responsibilities of a principal.

The Department of Basic Education developed a framework for ensuring that physical infrastructure in schools is up to standard, hence the National Minimum Uniform Norms

and Standards for School Infrastructure (2005). Therefore, section 3.15 of the National Minimum Uniform Norms and Standards for School Infrastructure (2005) states that a school will be provided with appropriate fencing around it, its outbuildings and sports field to a minimum height of 1.8m. Moreover, section 17 and 18 indicate that school buildings must meet the standards of the National Building Regulations, and schools must have working fire extinguishers in all key areas of the school including laboratories. Although there are such provisions, most schools still lack basic safety kits and equipment.

In 2018 March 16, the South African president Cyril Ramaphosa “directed the Minister of Basic Education, Angie Motshekga, to conduct an audit of all learning facilities with unsafe structures, especially unsafe ablution facilities, within a month, and to present him with a plan to rectify the challenges as an emergency interim measure while rolling out proper infrastructure within three months”. This directive by the President of South Africa shows that media publications about unsafe schools degrades the government’s name and these unsafe conditions put pupils lives into a danger.

The South African Council for Educator (SACE), the South African Teachers Union (SADTU), the National Teachers Union (NATU) and the National Professional Teachers Organisation of South Africa (NAPTOSA) had a joint rally in 2016 against any sexual harassment directed against any individuals within the education sector. This alone signifies that school safety is threatened by sexual harassment. It is very unfortunate that sexual harassment spreads to all people in education, which includes learners, teachers, parents, subject advisors and Education District officers (EDOs) (Smit & du Plessis, 2011).

To ensure that cases of negligence do not arise in scholar transport, the principal needs to check many aspects including motor road worthiness, insurance, professional driving permits, driver’s licence and other important aspects (South African Schools Act 84 of 1996). Although there are these measures that are put in place by the Department of Basic Education in the form of SASA 84 of 1996, there are still problems in the scholar transport. This is supported by the reported death of seven learners that occurred in January in 2015 in Imbali township in Pietermaritzburg (Sharika, 2015) and a report that

ten learners died and 113 were injured in KwaZulu Natal during January 2017 (Kakaza, 2017), the death of five learners who died in a horrific accident between Lukholo and Lugwijini villages in Bizana in June 2017 (Palezweni, 2017).

Although South African government in conjunction with the Department of Education attempted to address the issues of safety in schools by developing safety policies for schools, violence still exists in schools. This is reflected in the study conducted in Cape Town by Nadasen (2008) because the study showed that children are exposed to multiple incidences of violence.

According to Burton and Leoschut (2013) “Both male and female learners are affected by violence; however, certain types of crimes have been more strongly associated with the individual sexes. Gender based violence; acts of sexual harassment, sexual assault and rape are experienced at far higher levels by female learners, while males are usually found to experience higher levels of physical assaults”. These studies supplement the notion that school safety is a serious matter in South Africa.

Although this background is an overview of the legislations, laws, regulations for safety measures at public schools etc, this study will mainly focus on three sections of the regulations for safety measures at public schools. Section 4 is about violence and drug free public schools, section 7 focuses on visits to public schools by the public and political office bearers, and section 8 deals with visits to public schools by parents, transport safety, emergency and fire procedures, focusing on sub-sections 8A, 8C 8D,8E,8F and 8G. In summary, 8A deals visits to schools, 8C relates to consent, 8D emphasises school transport, 8E alludes to issues of physical activities, 8F refers to emergency and fire procedures and, lastly, 8G summarises measures on early release from school.

Section 4(1) of the Regulations for Safety Measures at Public Schools suggests that “all public schools are declared drug free and dangerous free zones”. Therefore, it means that no one (unless permission is granted) should use or carry dangerous objects like a dangerous weapon, explosive material, firearms, etc. within the school premises. A school that has learners who use drugs like mandrax, dagga, cocaine and alcohol make

the school unsafe for other children. It is section 7(1) of the Regulations for Safety Measures at Public Schools (SA, 2006) that regulates visits by the public and politicians. As per the regulation, any person may visit the school but they must have good intentions and it must be ensured that they will not disturb the operations of the school.

School principals or school managers have a task of ensuring that the vehicles which are used or hired for school purposes are safe and are in good conditions all the time. During normal school transportation times and during special school trips, a principal or a teacher concerned must ensure that everything is up to standard in terms of transport. Section 8D (1) (a) of the Regulations on Safety Measures at Public Schools states that the scholar transport should be roadworthy, must be insured, have a fire extinguisher and have all other items that will ensure safety (SA, 2006).

Regulations on Safety Measures at Public Schools reinforces that “the principal, supervising educator or member of the school governing body must intervene if there is any doubt about the roadworthiness of the vehicle or the competence of the driver of the vehicle”. Safety measures for (1) access to school premises, (2) drugs and dangerous weapons, (3) scholar transport can be summarised below using this table:

Table 1: Focus Areas in the Regulations.

AREA OF SAFETY	EXPECTATIONS ACCORDING TO THE REGULATIONS
Access to school premises	Section 5: Access to public schools premises <i>(1) Subject to the Constitution, laws and national and provincial policies, the HOD or principal of any public school may and for such timeframes as may be necessary - (a) Take such steps as he or she may consider necessary for the safeguarding of the public school premises, as well as for the protection of the people therein; and (b) direct that the school may only be entered in accordance with the provisions of sub regulation (2).</i> <i>(2) No person shall without the permission of the principal or HOD enter into any public school premises in respect of which a direction has been issued under sub regulation (1)(a), and for the purpose of the granting of that permission the principal or HOD may require of the person concerned to - (a) furnish his or her name, address and any other relevant information required by the principal or HOD; (b)</i>

	produce proof of his or her identity to the satisfaction of the principal or HOD if necessary; (c) declare whether he or she has any dangerous object or illegal drugs in his or her possession or custody or under his or her control; (d) declare what the contents are of any vehicle, suitcase, attaché case, bag, handbag, folder, envelope, parcel or container of any nature which he or she has in his or her possession or custody or under his or her control, and show those contents to him or her; (e) subject himself or herself and anything which he or she has in his or her possession or custody or under his or her control to a search by a person of the same gender, an examination by an electronic device, sniffer dogs or other apparatus in order to determine the presence of any dangerous object or illegal drug; and (f) hand to the principal or HOD anything which he or she has in his or her possession or custody or under his or her control for examination or custody until he or she leaves the premises. (3) Without derogation of the provisions of the Trespass Act, 1959 (Act No. 6 of 1959), the principal or HOD may at any time remove any person from any public school premises if (i) that person enters the public school premises concerned without the permission contemplated in sub regulation (2);(ii) that person refuses or fails to observe any steps contemplated in sub regulation (1)(a); and (iii) the principal or HOD considers it necessary for the safeguarding of the public school premises concerned or for the protection of the people thereon. (4) If it is not practicable to examine or keep in custody, on or in the public school premises concerned, anything which may be examined, or kept in custody under sub regulation (2), it may be removed to a suitable place for that purpose.
Drugs and dangerous weapons	Section: Violence and drug free public schools (1) All public schools are hereby declared drug free and dangerous object free zones. (2) No person may - (a) allow any dangerous object in the public school premises; (b) carry any dangerous object in the public school premises; (c) store any dangerous object in the public school premises except in officially designated places identified by the principal; (d) possess illegal drugs on public school premises; (e) enter public school premises while under the influence of an illegal drugs or alcohol; (f) cause any form of violence or disturbances which can negatively impact on any public school activities; (g) wittingly condone, connive, hide, abet, encourage possession of dangerous objects or refuse, fail, neglect to report the sighting or presence of any dangerous objects to the departmental authorities or the police as soon as possible; (h) directly or indirectly cause harm to anyone, who exposes another person who makes an attempt to frustrate the

	<i>prevention of the dangerous objects and activities.</i> <i>(3) A police official or in his absence, the principal or delegate may, without warrant - (a) search any public school premises if he or she has a reasonable suspicion that a dangerous object or illegal drugs may be present in the public school premises in contravention of the regulations; (b) search any person present on the public school premises; and (c) seize any dangerous object or illegal drugs present on public school premises or on the person in contravention of these regulations.</i> <i>(4) No educator, parent or learner, and no other person, may possess or use - (a) alcohol; (b) illegal drugs; (c) any illegal substance; or (d) dangerous objects, during any school activity.</i>
Scholar transport	Section 8D: Transport <i>(1) A public school must ensure that - (a) if it owns vehicles for transporting learners, such vehicles have insurance and roadworthy certificates; (b) the drivers of such vehicles are in possession of valid driving licences and professional driving permits; (c) the transport company or the owner of the vehicles provides the school with the following: (i) insurance and roadworthy certificates for each vehicle; (ii) passenger liability insurance; and (iii) valid driving licence and professional driving permit of the driver; (d) the transport company or the owner of the vehicle provides a substitute driver and a transport support system en route; and (e) the vehicle transporting learners has a fire extinguisher.</i> <i>(2) The principal, supervising educator or member of the school governing body must intervene if there is any doubt about the roadworthiness of the vehicle or the competence of the driver of the vehicle.</i> <i>(3) The principal, supervising educator or member of the school governing body must liaise with the driver or the owner of the vehicle in connection with reporting any accident to the police, and must report the accident himself or herself, within 48 hours, if the driver or the owner of the vehicle fails to do so.</i>

1.2 PROBLEM STATEMENT

The assurance of learner safety and care is not solely attached to a teacher, however, teachers are trusted and obliged to ensure safety in schools or in all activities which are school related. School safety, in particular the learner safety, is currently one of the sensitive issues in the education sector in South Africa because it leads to disturbance of the teaching and learning process. Recently, there were court cases where school principals and educators were charged because of negligence, there are learners who are stabbing each other inside school premises and schools, especially high schools, are having unruly learners with a negative behaviour; hence safety in schools is becoming a serious matter. A court case like *Dlamini v MEC Education Mpumalanga [2017]* identifies the issue of learners being unsafe at schools as a threatening factor.

Education researchers like Oosthuizen (1998), Newnham (2000), Matsitsa (2011) and Coetzee (2015) have explored much on who should ensure learner safety and care and when should learner safety be ensured, but there is little research that has been conducted on how learner safety measures are being implemented by teachers in rural high schools using a street level bureaucracy theory and Rational Decision-Making Model. Rungani (2012) and Halu-Halu (2013) are some of the scholars who have studied safety-related issues in South African schools. An intensive research in rural schools is significant because the Eastern Cape has more schools that are rural and that signifies that more research on rural schools can be of paramount importance. Hence, this study will be located in schools situated in rural areas.

Artz and Heath (2017) cite that “the school environment is a place where children are safe and are protected from violence, or of any risks of violence. Crime and violence occurring within educational contexts are of growing public concern and studies are beginning to show the multiple negative implications of school violence for the physical, social and emotional well-being of South African children”. These are indications that schools are not safe because Artz and Heath (2017) further found out that one out of every six learners in primary or secondary school experiences at least some form of violence while at school, including threats of violence, assault and robbery.

Mathews, Mtshizana, Zuch, Jones and De Koker (2013) argued that parents in Cape Town are reluctant to send their kids to Cape Town schools, especially those that are situated in township, due to risks related to gangsters and general safety in schools. Moreover, an ethnographic research which was based social-interpretive tradition conducted by White, Gina and Coetzee (2015) agreed that the absence of appropriate management of safety in learning centres has an adverse effect on schooling in rural and township schools of Kwa-Zulu Natal. This strengthens the need to study the implementation and management of safety measures. The problem might be that policy implementers at school level do not know how safety measures at public schools must be implemented.

1.3 PURPOSE OF THE STUDY

The purpose of this study was to find out how safety measures are implemented in selected public high schools in the Alfred Nzo East Education District.

1.4 RESEARCH QUESTIONS

Key question



How are safety measures in selected public high schools in the Alfred Nzo East Education District implemented?

Sub-questions

1. How are teachers empowered to implement safety measures at public schools?
2. What are the challenges that may hinder educators to implement the safety measures in public schools?
3. How is the implementation of the safety measures at public schools monitored?

1.5 SIGNIFICANCE OF THE RESEARCH

Although this is a case study of one education district, the study might contribute to both practical problem solutions and to education law scholars. Practically, the research might be significant because it might determine the practical issues and measures that are currently used in schools to curb cases that arise from negligence and improper or little care given to learners in schools. Moreover, the research could be important because at the end it might provide a direction on how teachers should implement measures of safety and care for their learners at schools.

Teachers, especially high school teachers, who might get a chance to read this study may be equipped on how and when should learner safety skills be applied and they will get an insight about issues around negligence, safety and care in schools. School principals, teachers and Department of Education officials may get an insight from this research in terms of how to prevent cases of unsafety, negligence and lack of care in schools, especially in public schools. Not only practitioners of the Department of Education might benefit from this research, but also researchers or scholars in the field of education law could get some knowledge.

This research will be significant since it may contribute literature or information in the field of education law and management, meaning the research will help to shape the literature on learner safety because the output of this research can be used by other researchers who are also interested in safety and care of learners. Since little has been researched or analysed on the implementation of learner care and safety measures, the research will attempt to close the gap on implementation of learner safety and care. A study of this nature may also close the gap on the theoretical frameworks that are used.

1.6 SCOPE OF THE STUDY

The scope of the academic research refers to the planned geographic and phenomenon sphere where the study will be conducted (Eze, 2018). This research is also focusing only on safety, specifically learner safety. It also focuses on rural schools. Therefore, the researcher decided to narrow the scope of the research to Alfred Nzo East Education District which is situated in a historical town called Bizana, Eastern Cape, South Africa. This district reports to the Eastern Cape Department of Education. In

terms of municipality demarcations, this district belongs to Mbizana Local Municipality. Lastly, this study (from research proposal stage to submission of research report) took a period of four years to complete.

1.7 DEFINITION OF KEY CONCEPTS

Implementation: “relates to translating the objectives into practice” (Becker, Bryman & Furguson, 2012). In this research, implementation should be understood to mean a process of translating the objectives in the form of law and rules contained in the Regulations for Safety Measures in Public Schools into practice, especially as it relates to access to schools, violence and drug-free zones and scholar transport which concerns learners’ safety in schools.

Regulations: “imposition of rules by executive authority, backed by the use of penalties that are intended specifically to modify the social behaviour, economic behaviour etc. of individuals and entities” (Khemani and Shapiro ,1993). In this study, regulations will refer to the rules that are put in place by the Minister of Basic Education to ensure every person in the school environment is safe and not exposed to any dangerous object or thing. These regulations are necessary for teaching and learning to take place because a safe environment creates a conducive learning atmosphere. Contextually, Regulations was utilised to mean Regulations for Safety Measures at Public Schools.

Violence: according to the World Health Organisation (2002) violence is “the intentional use of physical force or power, threatened or actual action, against oneself, another person, or against a group or community that either results in or has a high likelihood of resulting in injury, death, psychological harm, mal-development, or deprivation.” Violence in this study means actions that are done by other people like learners, teachers, parents, outsiders, etc. that threaten other people’s safety in the schools.

Educator: “means any person who teaches, educates or trains other persons or who provides professional educational services, including professional therapy and education psychological services, at any public school, departmental office or adult basic education centre and who is appointed in a post on any educator establishment

under this Act”, as it is defined in section 1 of the Employment of Educators Act 76 of 1998.

Safety: “Freedom from (unacceptable) risk of harm to human being” (The Institution of Engineering and Technology, 2017). Therefore, in this study safety refers to an environment in schools that is conducive in all spheres and the absence of harm so that school activities can be effective.

Measures: “a course of action adopted to obtain a particular goal for the purpose of welfare and well-being” (Becker, Bryman & Furguson, 2012). Measures in this research should be understood as prevention strategies and actions that are put in place in schools to ensure a safe and conducive environment.

Empowerment: “involves individuals gaining control of their lives and fulfilling their needs, in part, as a result of developing competencies, skills and abilities necessary to effectively participate in their social and political worlds” (Robinson, 1994). In this research, empowerment can be understood as a process of developing teachers with necessary skills and knowledge that are needed to implement the issues around learner safety.



Negligence: according to Joubert (2008), negligence is defined as “giving insufficient attention, or acting deliberate-carelessly and failure to act as expected by standards”. In this context, negligence should be understood as wilful actions that are taken by teachers that put the lives of the learners in danger.

1.8 OUTLINE OF THE RESEARCH CHAPTERS

Below is the sequence in which chapters are presented which assisted the researcher to logically present the study. Because the researcher has dealt with Chapter 1 which is the introduction and background, the next chapters in this research were structured as follows:

CHAPTER TWO: Literature review: In this chapter, the information from authors who had investigate a similar topic are critically analysed and their thoughts are aligned with this study.

CHAPTER THREE: Theoretical framework: This chapter outlines the theory, philosophy and beliefs that inform this study. It also serves as the ‘spectacles’ that the researcher uses to understand the phenomenon that is being investigated. The study used the Street Level Bureaucracy (SLB) and Rational Decision-Making Model (RDMM) as theoretical lenses throughout the study.

CHAPTER FOUR: Research methodology: The methods and style of the research are described in this chapter. Research paradigm, design, method, sampling style, collection tools, analysis techniques and ethical concerns are considered too.

CHAPTER FIVE: Data presentation and findings: The data, which was collected through interviews, short observation and document collection, is logically presented in terms of the three sub-questions.

CHAPTER SIX: Discussion of findings, recommendations and conclusion: This chapter critically evaluates the finding of the research and provides recommendations and conclusions based on the case that was investigated.



2 CHAPTER TWO - LITERATURE REVIEW

2.1 INTRODUCTION

A literature review is a process of reading, interpreting, synthesizing and getting the insight that has been established by other authors or researchers about the concept of interest (Cohen, Manion & Morrison, 2018). Therefore, the concept of interest in this study is the implementation of safety measures. There are benefits that are associated with doing a thorough literature review. A literature review offers a context and content for the study, justifies the research, shows where the research fits into the existing body of knowledge, enables the researcher to learn from previous theory on the subject and illustrates how the subject has been studied previously (Boote and Beile, 2005). The most useful purpose of the literature review is to provide some information about the situation of the issue being researched and the research gap in the specific research area as suggested by Johnson and Christensen (2012).

In this study, the literature review is structured systematically using themes. These themes emanate from the discussions extracted from the research questions. The following themes were reviewed: empowerment of educators for implementation of safety measures, challenges in implementing safety measures in schools, monitoring and compliance with the regulations for safety measures in public schools and international studies on school safety. After reviewing the above themes, a conclusion was made.

2.2 EMPOWERMENT OF EDUCATORS FOR IMPLEMENTATION OF SAFETY MEASURES

Carl (2012) defines empowerment as a process of supplying people with the learning chances, skills, knowledge and essential resources to make them accept, believe and have a sense that they understand their sphere and have power to change it. Carl's (2012) definition can be broadened by incorporating an earlier definition penned by Robinson (1994) which states that the empowerment process involves individuals gaining control of their lives and fulfilling their needs, in part, as a result of developing

competencies, skills and abilities necessary to effectively participate in their social and political worlds.

Carl (2012) provides some of the benefits of developing and empowering educators in the education system. An empowered educator owns any task that is allocated to him or her, and always has a willingness to contribute positively to their work environment. Furthermore, people who are empowered are likely to take any challenge or crisis as a learning curve not a problem. Lastly, Carl (2012) emphasises that empowered teachers are needed because they perform their duties with high motivation and enthusiasm. These characteristics of empowered people are almost the same as the qualities that teachers need to possess in order for them to ensure that safety in schools is achieved with high magnitude. In the implementation of a policy these qualities might include positive attitude, willingness to go the extra mile, and knowledge about law or regulations, motivation, support, etc.

In the organisation, people may be empowered at different levels. Some people can be empowered at a technical level, operational level and at a strategic level (Williams, 2011). In a school, there are different role players who are educators, principals, SGBs, learners and other external stakeholders who serve at different levels and on different aspects, hence empowerment at different levels (technical, operational and strategic) is necessary. Teachers, school principals, and School Governing Bodies (SGBs) need empowerment for them to effectively and efficiently manage and govern safety in schools. Based on the study conducted by Ronoti (2014) in King Williams Town Education District (currently known as Buffalo City District), where interviews were used as the data collection method, the findings were that the education system of South African lacks the empowerment element, especially in rural and semi-urban areas.

The majority of SGBs, particularly the parent component in rural and semi-urban areas, have low levels of education. As a result, it is difficult to empower members because they have little or no basic knowledge, skills and expertise with regard to school governance. The manner in which SGBs function and carry out their duties, roles and responsibilities indicates that SGBs received inadequate training. These were significant findings by Ronoti (2014). School Governing Bodies and educators are some of the

important stakeholders in education but there is little or no attention given to them in terms of capacitating and empowering them on managing school safety effectively.

The magnitude of educators' negligence and care can be caused by lack of empowerment as each job needs specialised training for it to be performed effectively and efficiently (Newnham, 2000). The training can be in a formal manner (meaning that a person would need to acquire a certain professional qualification from a recognised institution of learning or the training can be informal (meaning it can be acquired through observation, etc.) (Verma, Mohapatra & Löwstedt, 2016). Some of the educators in schools are not proficient in taking good care of learners or they lack expertise to control or to implement safety measures in schools. Personal experiences of teachers also determine the magnitude of giving care to their learners. Someone who has been a victim of unsafe circumstances and negligence is likely to offer less or no support to others because of trauma and bad flashbacks (Mohapi, 2007).

Singh and Surujlal (2009) argue that educationalists have a moral and legitimate commitment to design and present rational safety plans of physical activities at a learning centre. Prevention becomes significant, as many injuries are litigated, and such lawsuits often result in schools, hence the school districts having to pay costly damages to injured individuals. A teacher's job scope does not end in the classroom nowadays, but it goes far beyond it (Adendorff, Mason, Modiba, Faragher & Kunene, 2010).

"When children are trained, they learn how to train others in turn. Children who are lectured to, learn how to lecture; if they are admonished, they learn how to admonish; if scolded, they learn how to scold; if ridiculed, they learn how to ridicule; if humiliated, they learn how to humiliate; if their psyche is killed, they will learn how to kill", said Miller (1987).

The job scope of the school heads includes a duty of ensuring that physical education (PE) facilities and tools adhere to the minimal standards of safety. This means that the school leaders which are the principals are also accountable for a supervisory role concerning the repairs and continuous maintenance of facilities for sports and game (Singh, 2004). Singh (2004) and Miller (1987) studied safety implications of physical

education and lack of empowerment on handling safety issues in physical education classes. They found that schools were still backward in terms of ensuring that safety is taken care of during physical education sessions. However, little has been explored about empowerment of educators in dealing with illegal drugs, unauthorised access to schools and scholar transport.

According to section 4.5 (e) (ii) of the Personnel Administrative Measures Act (2016), caring forms part of the responsibilities of a teacher. Oosthuizen and Botha (1998) outlined that educators in a school have a legal duty in terms of the common law principle, *in loco parentis*, to ensure the safety of learners in their care. Educators as legal persons *in loco parentis* are vested with special status that empowers them to act accordingly in terms of the law. Teachers as adults and professionals are vested with powers to ensure that operations of the school are running smoothly, especially in safeguarding learners all the time. Teachers are also granted authority over the learners during extramural activities on or away from the school grounds. Singh and Surujlal (2009) suggested that minimising physical activity related injuries and illnesses among learners is a joint responsibility of educators, supervisors, coaches, instructors or trainers, as well as learners themselves and their families during breaks and physical activities. The following findings by Singh and Surujlal (2009) indicate very clearly that there is still a gap in terms of empowerment for safety purposes: The results indicated that:

There is a reasonable amount of principals who fail to fulfil the minimum measures for safety. These research outputs supplement previous reports that teachers are not adequately conscious of, or do not fully understand the repercussions of their legal liability which are relative to activities in Physical Education in schools (Singh & Surujlal, 2009).

Bhana (2013) indicates that corporal punishment, learners' violence against teachers, sexual harassment of girls in schools by male teachers and peers as well as girl-on-girl violence are some of the reported forms of violence. Parents and school principals have the right to take legal action against any educator, learner or person who unlawfully violates the constitutional rights of their children by, for example, corporal punishment or

injury to a child. Learners are not only exposed to unsafe physical conditions, physical maltreatment and emotional instability but are also faced with unhealthy and unsafe conditions in their teaching and learning centres. A less empowered educator might administer corporal punishment not knowing that it can implicate him or her and it even threatens learner safety. This seeks to say that schools in general are faced with problems of discipline. Even in the 21st century there are still educators who believe that corporal punishment plays a pivotal role in maintaining discipline. However, corporal punishment is one of the practices that make issues of safety in schools to be extremely bad. Corporal punishment in schools causes the school to be unsafe and violent.

Nunan (2018) studied victims' experiences of challenging learner behaviour in primary schools in Phoenix, Kwa-Zulu Natal, and in South Africa generally. This study was guided by the principles of the qualitative approach under the interpretivism paradigm. The data was collected via interviews. The research found that some learners in schools who were facing challenges (adolescent stage changes) of change in behaviour were not tolerated in schools and got punished by their educators through the use of corporal punishment. Some learners who experienced challenging change in behaviour were not even safeguarded by educators. To the researcher, it is likely that a less empowered educator who might have not been through workshops on alternative methods of discipline may think that learners who experience challenging change in behaviour will classify those learners as silly and misbehaving. Although misbehaving and silly actions cannot be applauded, it must be understood that children grow through change in behaviour and teachers have a role in protecting them. Although Nunan's (2018) study attempted to expose how learners who are experience change in behaviour are treated, it did not expose the safety implications of enforcing discipline through corporal punishment.

In summary, the already established researchers noted that the school managers and teachers have a huge scope in terms of their duties. Safeguarding learners at schools add more pressure on their roles. Moreover, studies reveal that SGBs are not fully empowered to manage areas of safety in schools. Teachers who administer corporal punishment do not only subject learners to suffer physically, but they also tend to be

disturbed mentally, socially and emotionally (Nijhara, Bhatia & Unnikrishnan, 2017). Although some areas of management or operation for educators and school leaders seems to have been addressed in terms of empowerment, the literature still lacks in terms of addressing issues of empowerment on safety in schools.

2.3 CHALLENGES IN IMPLEMENTING SAFETY MEASURES IN SCHOOLS

It is always expected that whenever a policy is implemented challenges may arise and that can lead to the policy failure or low level of effectiveness and efficiency. Weekes (2017) suggests that for a policy to be implemented well:

There should be a realistic policy, the policies and procedures should be publicised, be consistent in your policy implementation, review all policies and procedures regularly, create a environment, customised policy and rules, and consultation and implications or consequences (Weekes, 2017).

As it was suggested by Weekes (2017), a proper physical sphere and atmosphere must be provided, if outcomes of teaching and learning are to be attained effectively. According to a study conducted by Eberlein (2009) east of Pretoria, Gauteng, South Africa, the above sentiment is contradicted. Utilising a qualitative method with interviews and observation as collection methods, Eberlein (2009) discovered that the premises of most schools were found to contain a high degree of hazards to the safety of the learners enrolled in those schools that were studied. The presence of broken glass, building rubble, unguarded water towers, a garbage fire, broken and/or unstable and rusted playground equipment, poorly erected barbed wire fences, carelessly strung washing lines and litter (including glass bottles and fluorescent light tubes) etc. all present a real danger to the safety of learners (Eberlein, 2009). These physical aspects that are not addressed could affect the implementation of the safety policies in schools because, for a policy to be well implemented, it needs an environment that is conducive and an environment that has no potential of undermining the measures that are put in place.

It is clear that most of these dangers can be linked to poorly planned and managed or carelessly executed maintenance. Eberlin's (2009) sentiments are supported by the study conducted by Pahad (2010) where she was studying educators' experiences of school violence. In Pahad's (2010) study, one of the findings was that no participant in this study believed that schools are safe places. As a result, learners, educators, the government and ordinary citizens no longer hold the perception that schools are safe.

Although Eberlin (2009) and Pahad (2010) studied educators' perceptions and experiences on violence but they gave little attention to educators' involvement in implementing regulations for safety measures in rural public high schools. Perceptions of educators on violence can establish a sense of fear in them and it may result in them detaching themselves from school safety programmes because they fear for their lives (Crump, 2009).

Kafaar and Leoschut (2017) studied the relationship between crime that is committed in the communities and school safety. The data for this study was collected using a population-based survey that was targeted at households as well as schools. Kafaar & Leoschut (2017) found that South African children, especially those who reside in townships and suburbs, are more exposed to violence than those in rural areas. The study further established that learners at schools do not report abuse or violence because they think it is something that is "normal" since they experience it on a daily basis in their communities or homes in particular. This indicates that South African schools and South Africa as a whole still lack educating its citizens in terms of reporting violence, abuse and crime, meaning people are still reluctant to report unsafe conditions in our societies. Therefore, information deficiency could be a barrier when a school based safety committee attempts to revise safety policies because the committee would not be a position to know what is actually happening on the school grounds and plan accordingly. This might shows that people are not yet informed about the anonymity and confidentiality considerations when one is reporting crime (Lancaster, 2017). Although there are safety regulations contained in the South African Schools Act (84 of 1996), the presence of these hazards threatens each learner's right to an environment that is safe and free of harm.

Globalisation, unemployment and urbanisation have pushed people who are living in rural areas to shift to big cities in areas which put learner safety in danger (Geyer, 2015); however, government attempts to build schools near agricultural farms and mines so that the children of the working class can study in schools near their working places (Mhlongo & Dacosta, 2016). The polluted air that comes from the firms and mines affects these schools. This puts the children's health in danger. A study that was done in Gauteng and North West provinces by Nkosi, Wichmann and Voyi (2017) indicates that learners in schools near mines and firms in these two provinces suffer from asthma and were often diagnosed with TB. To the researcher, this means that economic activities surrounding the school can be a challenge to the educators during policy implementation because sometimes educators have little or no control over the social economic commitments.

When educators, the SGB, the principal and the district and provincial department deal with the safety of learners in schools, they have to understand social issues that are trapping the learners. Learners are exposed to multiple practices at their homes that are done by adults which subsequently affect the school atmosphere. Good and bad behaviour that learners are exposed to are likely to affect schooling. Sexual prostitution that occurs in our society has indirect safety implications for learners in schools. A study conducted in villages in the rural Eastern Cape province by Dunkle, Jama, Jewkes, Nduna, Levin, Sikweyiya and Koss (2007) agrees that transactional sex (famously known as prostitution) has a huge impact on the dysfunctionalisation of schools and it threatens the safety of learners in schools. In the above study, 1288 men aged 15–26 from 70 villages in the rural Eastern Cape province of South Africa were sampled for the study and face-to-face interviews and questionnaires were used as data collection instruments.

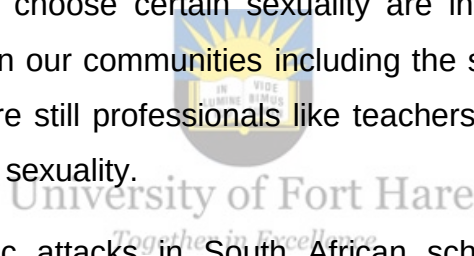
From the above study, it was found that transactional sex perpetrates gender-based violence, which affects a learner's stability and momentum when it comes to the classroom situation. As a result, the majority of learners who come from families that are affected by gender-based violence are likely to become violent to other fellow classmates because they see or even experience violence every day at their homes

(Perrin, Marsh & Clough, 2019). Moreover, the names of the people who are involved in transactional sex or prostitution often leak and the person becomes known for her or his unethical actions.

Broadly, school kids are affected by transactional sex prostitution because prostitution services promote human trafficking, especially for girls between the ages of 10-26 (mostly school girls), hence the safety of learners becomes a serious concern. Some academics in South Africa relate the famous concept of 'sugar daddies' and 'sugar mummies' to indirect prostitution. For instance, in a study that was piloted in the post-apartheid era by Brouard and Crewe (2012) in KwaZulu-Natal, it suggests that some high schools learners contract HIV and other sexually-related diseases from sugar daddies. The study also revealed that most people who are targeted by sugar daddies are high school girls and university students. Therefore, this indicates that sugar daddies and mummies may cause school children to get sexually transmitted diseases (STIs) which include HIV, gonorrhoea, herpes, drop, etc. Hence, it would be difficult to implement safety measures in schools.

According to Altinay, Dagli and Ozberk (2017), the core duty of teaching and learning for educators is overwhelm by other duties. The study established that in the process of teaching and learning teachers are responsible for managing their classrooms, engaging in sports, providing emotional support, taking care of learners etc., On top of those duties, they have to ensure safety in terms of an unsafe gender-based context (Msibi, 2012). In the study which was executed by Msibi (2012), the researcher attempted to explore how sexually marginalised black high-school students from conservative schooling contexts in KwaZulu-Natal experience schooling. This study revealed that the safety of bisexual, gay and lesbian learners and teacher was at stake because they were prejudiced by other learners and teachers. The participants were of different genders (seven males and seven females). The participants also involved a wide range of sexualities. The learners consisted of gay male identifying individuals (3), lesbian identifying individuals (3), a questioning male identifying individual (1) and a 'straight' identifying male individual (1). The university students, on the other hand, consisted of two lesbian women, one gay man and one questioning male.

The above study established that in this democratic era educators and learners in schools have different sexual orientations and that has reshaped the whole schooling system in South Africa, especially in township high schools. The study also has a shocking finding that “Teachers are scared that these kids are going to be raped if they don’t stop being lesbians. We all know how bad these rapes are. Teachers often tell learners to stop being lesbians because if they don’t, they will be raped” (Msibi, 2012). These intolerant educators are making it difficult for learners to reach their educational potential because the study which was conducted by Masitsa (2011:163) suggested that, “the opportunity to pursue an education, particularly quality education, is meaningless unless the student is able to pursue his/her educational rights in an environment that is both safe and secure”. This reflects how intolerant, xenophobic and unsafe our schools are. Homosexuality therefore becomes a challenge to the educators when they are trying to stabilize issues of safety in schools when applying safety regulations. Learners who choose certain sexuality are in danger of being attacked verbally by some citizens in our communities including the schools (Bhana, 2012). It is also shocking that there are still professionals like teachers and nurses who are lacks tolerance when it comes to sexuality.



The effects of xenophobic attacks in South African schools were also examined because, according to a study which was undertaken by Thirusellvan and Saloshna (2017), xenophobic attacks can lead to instability in schools. Thirusellvan and Saloshna (2017) studied a combination of both racism and xenophobia in Gauteng Province schools using the qualitative method. They also adopted purposive sampling by selecting schools with mixed race and diverse socio-cultural settings. The study found that black South African learners and foreign learners were not on good terms academically and socially. It is clear that managing safety in a mixed (multiracial, multicultural, multinational) schools poses challenges to the educators because in mixed schools conflicts erupt, xenophobic attacks and violence emerge and that automatically puts more workload onto the educators because at the end of the day the element of diversity must not be compromised. The study further found that learners from foreign countries were receiving unfavourable treatment from South African educators. Although xenophobia has been examined from the point of exclusion and

racism, there has been little that has been researched about safety implications of xenophobic attacks in South Africa and especially in rural schools in the Eastern Cape.

Children's schooling is a huge challenge to single mothers today. This is as a result of work and other personal obligations (Schneider & Coleman, 2018) and Umansky, 1999). One of the significant decisions that a parent needs to take is deciding on the school for her or his child. Some of the criteria that parents look at when they are choosing a school for their children include the following: excellence of the school, history of the school, learner safety and affordability (Truter, 2015). This therefore puts more pressure on both school leaders and educators because they have to maintain school safety because the level of safety safeguards the reputation of the school and people associated with that school.

South Africa is one of the dominating countries when it comes to sexual harassment. Although the South African legal framework contains multiple laws that seek to prevent sexually related cases, it can be said that South Africa is still leading in terms of the number of reported court cases that involve sexual harassment and rapes. Peterson (2017) categorises sexual harassment from different points of view. There is sexual harassment by teachers to learners, sexual harassment by learners to other learners, sexual harassment by gangsters to learners and teachers and, lastly, sexual harassment by principals and EDOs to teachers.

Ngcukana (2018) exposed the fact that learners are not safe in schools because some educators, especially those that are teaching tend to take advantage of learners by asking for sexual favours from learners if learners want their marks to be inflated to obtain a pass in their difficult subjects. A teacher-learner sexual relationship is prohibited by common law (*in loco parentis*) and even by the South African Constitution. These kinds of sexual harassment have multiple negative long-run effects. Learners who suffer from sexual harassment and violence may suffer from educational and intellectual deficits, social isolation and internalization of difficulties (Chindoti, 2013). Dealing with victims of sexual harassment during the implementation of safety measures would mean that educators must be more emotionally intelligent because they will need to be sensitive when addressing safety measures. This therefore means

that an educator's job is accumulating because he or she must also acquire the skills of a psychologist or social worker. The accumulation of educator's duties indicates that educators might be ineffective in terms of implementing safety regulations because they are overloaded.

Although harassment by learners on other fellow learners is not that much popular and significant, it imposes a sense of lack of safety in our schools. Sexual comments that are made by learners to other learners discomfort a fellow learner. Some learners even drop out of school when they receive uncomfortable comments about their weight (obesity) and sexual comments (Lanza & Huang, 2015). On the other hand, according to a study conducted in Philippi, Cape Town, South Africa on factors that contribute to learners dropping out of schools, Ngari (2013) revealed that learners drop out of school because of gangsters, sexual harassment, poverty and lack of academic progress.

On top of the studies conducted by Msibi (2012), Thirusellvan and Saloshna (2017) and Prinsloo (2006) added that in South African schools rape, assault, and sexual harassment of girls are widespread. Girls are frequently massaged, raped in school toilets, in empty classrooms and hallways, subjected to aggressive sexual advances and verbally degraded, and these acts are committed by both teachers and male students.

"Our domestic violence legislation is clearly a toothless bulldog, so are the implementing institutional frameworks. Our women and children are assaulted, raped and killed like nobody cares" (Sibanda, 2019:1). Judging from what is occurring in schools and near school, I would argue that generally the South African legislation is not strong enough about gender-based violence, hence teachers are sometimes challenged and misguided in terms of defending the safety of female learners in schools. Weak legislation on gender-based safety issues add more challenges in implementation of safety measures in schools. This reflects that, comparatively, school girls are more exposed to unsafe practices compared to the school boys. Hence, South Africa has such a high-unplanned teenage pregnancy rate, emotional unfit female teenagers and non-progressing female learners.

Schools that are situated in township settings have a problem of gangsters that are affecting the schooling process. Extreme cases especially in the well-known and big townships in South Africa like Gugulethu, Kwa-Mashu, Umlazi, Soweto, Mdantsane, Khayelitsha and Philippi have been reported where gangsters come to school to loot school assets, teachers' belongings, learners' assets and even gang-rape school teachers and learners. The most painful act by gangsters is that they use children for drug circulation in the school (Mncube & Madikizela-Madiya, 2017). Therefore, these incidents reflect how some of the South African schools are not conducive for learners.

Gang related violence has serious implications for learners and the general school atmosphere (Hlatshwayo, 2018). The findings that came from Mncube and Harber (2013) in the report about school violence in South Africa, where a mixed approach was utilised, emphasised that, apart from political violence and war, other forms of external violence could affect educational provision. Violence affects the implementation of safety measures in the sense that schools that are affected by violence have teachers who have developed fear and a sense of fear tends to change the school climate to be unfavourable and an unfavourable climate leads to less positive energy, motivation and attitude for educators (Mncube & Harber, 2013). Therefore, the level of commitment on the implementation of the regulation by educators might be withdrawn by educators because of fear (Mncube and Harber, 2013).

Furthermore, Kalie (2012) supports and points out that there is huge relationship between lack of learner academic performance and violence and crime. Violence and gender relations in primary and high schools indicate that boys and girls are both agents and victims of violence from as early as age six. The manifestation of toxic masculinities at an early stage of schooling has led to increasing calls to start addressing gender relations and gender equality early from age six (Bhana, 2005). It therefore sets a challenge for educators to implement policies in a society where gender equality is still a crisis because, if an educator of a certain gender gets offended and disrespected in a working environment, the level of motivation and commitment to duties which are allocated to him or her automatically decline.

Bhana's (2005) work has increased awareness of the problem of violence in schools and the value of early interventions, which also includes the need to involve boys as part of the solution. In developing a more complex understanding of violence, we also know that violence is not only the area of male power, but girl on girl violence has been established as an area of necessary work in South Africa. In a study conducted by Mncube and Madikizela (2014) at the University of South Africa on gangsterism as a cause of violence in six selected provinces, it came to the fore that the schools that have a presence of gangs have a higher violent victimization rate than those that do not have a gang presence and teenagers who are gang members are far more likely to commit serious and violent crimes than other teenagers. Gangsterism is like a virus in community because it destroys the reputation of the institution, degrades the conducive environment, and destroys physical resource and installations. All the above unethical acts by gangs make it difficult for school leaders to plan for the safety of learners.

The consequences of intergroup conflicts (gangsterism) in schools are far reaching and include among others: disruption affecting teaching time, poor learner performance, poor learner attendance and school learner enrolment with fears and safety concerns (Mkhomi, 2016). These are the results that were generated by the study that was conducted by Mkhomi (2016) in Gauteng Province, Johannesburg Central Education District Schools. The study was evaluating the role of intergroup conflict in school-based violence. Initially, the study wanted to provide answers and strategies towards Peace Education (PE). The data that was generated through semi-structured interview, focus group interviews and non-participatory observation methods shows clearly that intergroup conflicts create a non-conducive environment for school operations. One of the reasons for the school-based violence (SBV) is as a result of aggressive and violent parental behaviours that become a model to children (Mkhomi, 2016). Indeed, this could hamper the implementation of safety measures.

South Africa is a diverse country where there are many cultures and religious practices which are practiced by people based on their beliefs and based on their region or area. South Africa is segmented into Christians, Muslims, Africans, etc. There are some conflicting cultural values like initiation schools and Christianity against Muslim culture.

Although a diverse school signifies democracy and a rainbow nation, a diverse school may experience conflict because of the differences in terms of the attire, morning prayers and beliefs amongst learners. For example, Mohapi (2007) noted that diverse cultural activities affect schooling. For an example, when boys return from the initiation schools, the majority of them refuse to take instructions, especially from women and uninitiated male teachers, and that subsequently leads to a conflict in many schools. Cultural diversity therefore puts policy implementers in a huge dilemma because some learners might not take orders or instructions that are attempt to safeguard their safety because of their cultural beliefs.

In a recent study, which was piloted by Tillyer, Wilcox and Fissel (2018) on violence in schools, repeat victimization and the mitigating influence of school effectiveness suggested that learners and teachers are being victimized at schools not just once but repeatedly. Moreover, using a random sampling method in data collection, the study established that victims were reluctant to report violence cases because they feared for their lives if the perpetrators were not charged for violence or when they were released from prisons because the state does not have enough evidence. This implies that violence in schools may cause both teachers and learners to lose self-confidence and both teachers and learners tend to lose interest in developing a school that is always embedded in violence. This may further push school administrators to be reluctant on being hands-on in school programmes.

The failure of policy implementation is very common whenever a policy is introduced. Poor communication, resources, attitudes and bureaucratic structures during implementation could result in policy implementation failure (Modipa, 2014). This could mean that the absence of the factors listed by Modipa (2014) may subsequently lead to poor monitoring and coordination of the safety policy. The failure of any regulation or policy implementation may be caused by many things in the education sector. Raats (2016) claims that school policies are very significant because they provide direction for teachers, principals, SGB members, learners and any other stakeholders at the school. At this point, the researcher assumed that one of the factors the leads to school violence, unsafe schools, negligence and carelessness maybe be the lack of

understanding and monitoring of the safety measures by the school management. However, the implications of negligence in schools have not been studied deeply from the perspective of street-level bureaucracy theory and the rational decision-making model.

Rural high schools in South Africa use the scholar transport which government pays for or which parents hire privately. Section 4.1 of the Personnel Administrative Measures Act (2016) states that:

“In addition to the core duties and responsibilities specified in this section, certain specialised duties and responsibilities may be allocated to staff in an equitable manner by the appropriate representative of the employer”.

This implies that the principal may allocate certain responsibility to a teacher. Therefore, since there is an introduction of scholar transport, that means there is an increase in the job scope for educators because there is an added role of managing the transport so that children come to school safely and they also have to arrive at their homes safe and protected. However, some schools do not have their own scholar transport and parents organise the transport of their children privately. Rogan (2006) studied dilemmas in learner transport and did an impact evaluation of a school transport intervention in the ILembe Education District, KwaZulu-Natal where a mixed approach was utilized. The findings of the study suggest that intervention could potentially improve travel times, reduce excessive walking distances, improve the safety of travel to schools and curb the rates of absenteeism in public schools. The most interesting findings of this study are that sometimes learners from rural schools become absent from school because the scholar transport vehicles suffer from mechanical breakdowns because the vehicles are not roadworthy.

Bakkies are used in rural schools as scholar transport, and that puts learners' lives in danger because bakkies are not made for transporting human beings. This puts more pressure on the implementation of the safety measures because, by nature, educators are primarily trained to administer teaching and learning rather than to ensure that roadworthiness is maintained by scholar transport service providers. Disconnected

knowledge about roadworthiness might disturb educators from implementing safety measures for their school children.

Rogan's (2006) research findings included absenteeism, which is triggered by the scholar transport owing to the fact that learners reside far away from school and that forces them to take about three connecting taxis to the school. These connecting taxis could cause delay by using long routes to the desired school and automatically delay learners getting to school or sometimes they even do not reach the school. Moreover, according to Rogan (2006) with respect to the safety of learners, the use of private cars and vans to transport learners became a contentious subject in rural communities throughout KwaZulu-Natal. The study found that the Department of Transport in KwaZulu-Natal formed "Operation Shanela" which aims to enforce the immediate stoppage of transporting learners in bakkies and light delivery vehicles (LDVs) for profit.

Portwig (2017) studied the impact of learner transport on Grade 3 learners' physiological, emotional and educational well-being in Winelands, Cape Town. The study employed a mixed approach with interviews, focus group meetings and questionnaires as data collection methods. In this research, it was established that when learners get involved in a car accident they normally suffer from emotional instabilities that lead to lack of concentration in class. The research also found that these learners can suffer from long-term memory loss if they do not get emotional support from the Department of Basic Education. This literally implies that if the scholar transport is not safe it could result in learners being exposed to losing emotional stress and intellectual degradation.

Joubert, Fraser and Sentsho (2013) conducted a study on road safety in Moloto Village in Mpumalanga Province, South Africa. The study was grounded on interpretivism and it employed focus interviews and observation to obtain rich data, which was analysed using a constructive grounded theory. Joubert, Fraser and Sentsho (2013) established that learners in primary schools do not possess enough knowledge about road safety and, because of that, some learners would cross the roads without even considering the phrase "Look right, look left, look right again and then walk across the road". The level at which the accidents occur in scholar transport creates doubt if the school

administrators do their duties well because it is expected that the presence of policy like the regulations on the safety of learners in public schools minimises these road accident cases. This seeks to say learners at a young age are still illiterate in terms of understanding road safety and they mostly depend on educators in term of planning safety programmes for primary school learners. Teachers in South Africa are resigning. Poor salaries and benefits, poor discipline, learners and gangsters assaulting teachers and corruption are some of the factors that push teachers to resign (Nesane, 2008).

The study above established that educators in township high schools resign due to gangsters and learners assaulting teachers. Career discomfort because of violence directed to teachers cultivates some sort of insecurity and demoralizes educators to perform their duties with diligence. Poor salaries and benefits deny mental safety and self-actualization needs of educators. Campher (2016) agrees with Nesane (2008) that the verbal abuse from learners is the most prominent form of educator targeted bullying (ETB) leading to emotional damage, feelings of incompetence and reduced motivation to teach with innovation and enthusiasm. This in turn leads to the very concerning fact that ETB negatively affects successful teaching and learning in classrooms, adding more problems to an already embattled education system.

A study conducted in Alexandra in Gauteng Province in two schools located in low-income communities by Pahad (2010) revealed that violence in schools was found to increase the dysfunctionality of educators' coping mechanisms, absenteeism, attrition and burnout and to compromise teaching efficacy and the performance of the school. This finding strengthens the argument that lack of safety and prevalence of violence in schools contributes to dysfunctionality in all spheres of the school, including ensuring that educators work towards ensuring the safety of learners.

The education sector is perceived as one of the sectors where there are minimal chances of getting a promotional post. Most teachers spend their entire teaching careers on post level one. When the respective provincial departments of education advertise promotional posts for principals, deputy principals and head of departments (HOD), the majority of teachers have some hope of getting those promotional posts. Coetzer and Zengele (2014) studied the perceptions of educators on the involvement of

teacher unions during the filling of promotional posts. The results of their study established that teachers “fight” for the posts rather than “competing” for posts. Teachers beg for these promotional posts from their respective unions in an unacceptable and unethical manner by even being willing to compensate by offering sex to the top leadership of unions. Some teachers find it hard to accept the fact that they are not suitable candidates for promotional posts and subsequently refuse to perform their duties like teaching, monitoring school children, developing school policies, school committee commitments and other school submissions (Zengele, 2013) and (Coetzer & Zengele, 2014). This indeed signifies that it is not only the learners who are not safe at schools; teachers are also not safe at all because there are individuals who want to take advantage and take radical steps to get posts.

In conclusion, as it was expected, there are multiple challenges that hinders educators from implementing the safety measures in schools. These challenges include inadequate resources that are required to implement safety measures like violence, gender-based violence, gangsterism, physical resources, past experiences of educators and poor coordination. If these challenges continue to exist, they may lead to policy failure and generally unsafe teaching and learning environments. Most of the literature which was reviewed in terms of challenges in implementing safety regulations focused on township or urban schools. Therefore, this study which was located in a rural setting might help in exploring challenges in the rural context.

2.4 MONITORING AND COMPLIANCE WITH THE REGULATIONS FOR SAFETY MEASURES IN PUBLIC SCHOOLS

One of the key stages in the process of implementation of any policy is to check if what has been planned is occurring according to the plan actions. Policy monitoring is a process by which stakeholders follow and assess policies to ensure they are developed, endorsed, enacted, and implemented as intended (Molepo, 2011). This might mean that monitoring is significant because it provides a report on the progress of the implementation. Moreover, monitoring assists in discovering the challenges, failures and gaps of the plan. Monitoring of policy implementation requires that there is a legal policy, a policy that is well-oriented, a policy which has consequences, a conducive environment to implement it, and leaders who will monitor the policy and do on. In this

study, the researcher also examined the monitoring of the regulations for safety measures in schools.

Eberlein and Moen (2016) studied the Implementation of the Safety Regulations prescribed by the South African Schools Act using four schools where data was collected using interviews and non-participant observations. They then employed document analysis as one of the methods to analyse data. This study found that the presence of hazards such as garbage fires and broken glass on the schools' premises could be linked to poorly planned and managed or carelessly executed maintenance. Moreover, the study also established that most schools do not have policies that speak to the issues of safety and, because of that, correct implementation and monitoring measures are compromised. This simply means that lack of knowledge in policy formation, analysis and implementation might affect operations in many South African schools. Therefore, the top management at the school level needs to advance their implementation to ensure effective and efficient school operations, especially in ensuring safety.

Mncube and Madikizela (2014) conducted a study about gangsterism as a cause of violence in South African schools in six provinces of South Africa. They emphasised that "Schools that experience problems of violence need an active safety and security committee that monitors violence; recommends violence prevention measures; and oversees its implementation". This clearly means that schools fail to provide effective committees that can deal with the monitoring of the implementation of the safety policies.

Legros and Newman (2015) studied managerial integration and delegation in the business industry. They found out that, although delegation can assist the management on managerial roles which include planning, organising, directing and leading, delegation can cost the institution if it's not well monitored. This is the same thing that could happen at schools when the principal who is responsible for monitoring of safety policies at school delegates this responsibility to an educator who is not fit and dedicated enough to perform the monitoring duties. Poor monitoring of the delegates could result in policy failure.

When institutions set their objectives, goal, targets and policies, it is always advisable that they should be SMART (specific, measurable, attainable, realistic and timely) (Erasmus, Rudansky-Kloppers & Strydom, 2016). One of the most important principles of SMART is measureable. Most policies at schools are compiled but very few institutions set out clear standards and expectations of the policy. This therefore opens a loophole in terms of monitoring because the policy is not clear on certain aspects.

Mncube (2011) studied relations of family and school attachment to forms of learner violence in secondary school communities in Amathole Education District, Eastern Cape Province and discovered interesting points on this topic. Using a mixed research approached with questionnaires and focus groups, Mncube (2011) acknowledged that teachers' negligence or demotivation of learners creates inward anger in learners. He further argued that negligence by teachers usually emanates from teacher incompetence and teacher incompetence includes poor attitude towards work and a negative attitude to change. Negligence in most cases is a result of poor monitoring because being negligent means that someone is not meeting the stipulated standards and in this case it means that teachers are negligent because there is poor monitoring in terms of meeting the standards of the regulations for safety measures. This argument sheds some light on us as researchers by revealing that caring and loving teachers are of high importance in caring schools.

Mgushelo (2018) conducted a study in secondary schools of Idutywa, Eastern Cape, South Africa where the following methods were used: a qualitative case study, purposive sampling of 47 learners for face-to-face interviews and thematic analysis. The study found that, generally, scholar transport vehicles are suitable for transportation of learners despite the fact that service providers substitute them with bakkies when their mainstream vehicles have broken down. Unsuitable scholar transport affects the running of the school and monitoring adversely, because this causes inconsistency in scholar transport and it affects learner's schedules.

In conclusion, monitoring plays a vital role in ensuring effectiveness and efficiency of the policy. Monitoring creates room for improvement on the performance and possible calls for policy modification where necessary. On the monitoring of safety measures at schools, they still lack resources such as drug or weapon detecting devices, strong fencing etc. to monitor effectively (Bipath, 2017). Therefore, monitoring is a grey area that needs to be investigated because all the schools are subject to policy implementation which, in turn, requires policy monitoring and evaluation.

2.5 INTERNATIONAL STUDIES ON SCHOOL SAFETY

Safety on different dimensions in schools is an international crisis. Safety concerns in terms of scholar transport are not only a problem in South Africa. Countries like the United Kingdom, Brazil and Colombia also have a battle with providing school transportation that is safe in all angles. Carvalho (2014) conducted a research for European countries on the safety of scholar transport and he found out that a European child travelling by car is seven times more likely to be involved in a road traffic accident than a child travelling by bus.

The conditions which lead to lack of safety in schools can be caused by lack of empowerment, maybe in the form of insufficient training and lack of community support and motivation. A study which was piloted by Basri, Dahiru, Hassan and Pihie (2017) in Zamfara state in Nigeria showed that there is an immerse correlation between teacher empowerment and school effectiveness. This could show that an effective school could be found in a safer environment. Basri *et.al* (2017) further applauded the relationship between business entrepreneurs and school leaders as a way of exchanging managerial skills for the betterment of the school effectiveness. The study further established that empowering teachers leads to the actualization of an effective school system. This indicates that if teachers are given autonomy to decide on their jobs, carried along school decision making and given an opportunity to widen their knowledge they will be more effective. The study was not specific to the areas of safety like the management of illegal drugs at schools, unauthorised entry at schools and safety issues under scholar transport.

The previous study which was piloted by Basri *et.al* (2017) seems to correlates with a study which was done by MacPhail and Tannehill (2017) about teacher empowerment in disadvantaged schools through engagements strategies in Ireland. Using eighteen teachers as participants they established that perceptions of power, support, autonomy and efficacy each interlink and shape each other. They suggested that for educators to feel empowered, they must believe that they can influence all material aspects of their students' lives through active and on-going engagement in decision-making that affects their classrooms, teaching and student learning.

According to a research done in Wales by Lewis (1999) where structured interviews with 20 key informants, in-depth interviews and postal survey were used as data collection instruments, unacceptable acts in schools that are directed at educators by their superiors include bullying, sexual harassment, unfair promotional opportunities, sex discrimination and racial harassment. This study proves that sexual harassment by superiors to subordinates based on gender and level is not only a South African but also an international problem.

Panfil (2014) also piloted a study that reflects clearly that homosexuality is one of the contributing factors in unsafe conditions in schools. Panfil's (2014) study was piloted in American schools using 53 recruited respondents by utilizing a snowball sampling design. The study found out that gays and lesbians in American middle schools suffer from verbal assaults and verbal abuse. Verbal assaults or abuse have power to degrade one's image and dignity. The study also found that lesbians and gays are usually labelled as violent and short-tempered individuals because in most cases "straight people" provoke them. The factors that influence their decisions to fight back include low official intervention, lack of consistent social support, and pre-existing risk factors for violence.

For each and every incident or accident that occurs, there are implications that are attached to people or communities which were involved. These implications can manifest in a long run or in a short run. A study conducted in two major cities in Africa, Cape Town that is located in South Africa and Nairobi that is situated in Kenya, illustrates how stress and trauma because of witnessing unfavourable incidents that

occur within and beyond the school environment could affect learner safety in terms of their emotional safety. This study which was conducted by Njenga, Nyamai, Seedat, Stein and Vythilingum (2004) sought to assess post-trauma stress that adolescents suffer as a result of being exposed to trauma-triggering incidents. This reveals that unfavourable safety conditions may affect learners emotionally.

The study discovered that more than percent reported exposure to severe trauma, either as victims or witnesses. Kenyan adolescents, compared with South African, had significantly higher rates of exposure to witnessing violence (69 percent vs 58 percent), physical assault by a family member (27 percent vs 14 percent) and sexual assault (18 percent vs 14 percent). However, rates of current full-symptom post-traumatic stress disorder (PTSD) (22.2 percent vs 5 percent) and current partial-symptom PTSD (12 percent vs 8 percent) were significantly higher in the South African sample. This could mean that adolescents (which mostly include school children) are in danger of being mentally unsafe because of the stress and trauma they are exposed to. It is to be remembered that safety of learners covers several items, which include emotional safety, physical safety, psychological safety, biological safety and social safety.

Moreover, it can also be drawn from this study that dangers of post-trauma stress could result in negative life events which include school failure and suspension, teenage pregnancy, legal difficulties, and trouble with drugs or alcohol. Rates of exposure to certain types of assaultive violence, e.g. robbing or mugging, beating by a person other than a family member, sexual assault, etc. can shape learners' perception about safety in our communities, schools in particular. Indeed post-trauma stress poses a threat to learner safety in schools.

Teenagers - more especially girls - still encounter violence and harassment in the places where they should be the safe, like in schools, churches and sports clubs. Ombati (2012: 118) said, "On a daily basis in schools across the sub-Saharan Africa, pernicious forms of gendered violence, whilst not easily quantifiable, including physical, verbal and sexual assault and harassment happens to girls making it impossible for them to realize their right to education". Safety is discriminatory in

nature because it varies based on location, gender or even according to the rank of an individual.

As per the research which was conducted in Zimunya community of Mutare in Zimbabwe by Chindoti (2013), where a qualitative approach was used to gather data through interviews and focus groups, it was confirmed that gender intolerance is not only a South African problem but it is also an international crisis. Marginalisation of gay and lesbian learners in schools means that the education system deprives them of their safety needs and sense of belonging as suggested by Maslow's hierarchy of needs. This gender-based marginalisation becomes a challenge to educators when they try to control school safety.

In support of what has been articulated by Weeks (2009), other scholars like Mutto, Nakitto and Lett (2006), who conducted a study on environmental hazards and access to injury care at 20 primary schools in Kampala, Uganda, found out that school playgrounds were bare ground in 70 percent of cases. Moreover, the playground areas were not clearly drawn and prepared and half of the researched schools had potentially injurious materials such as sharp sticks or broken glass in the playgrounds. Seventeen schools had unprotected open water sources nearby. Clearly, this indicated that the issue of care and safety in schools is a global issue that needs serious attention from government officials in partnership with education law scholars.

2.6 CONCLUSION

In conclusion, many studies [both locally and internationally] have been conducted concerning the issue of safety and care in schools. The reviewed academic work had the following focus points on safety in terms of violence, corporal punishment, playgrounds safety, discipline, homosexuality, gangsterism, illegal drugs and scholar transport. However, the focus of these studies had little focus on the Eastern Cape Province, hence; it would be an academic injustice if as emerging researchers we did not conduct the studies of safety in the Eastern Cape because it is one of the biggest provinces in South Africa with a rich history and a large population. Yes, many aspects have been covered about safety in schools, but very few researchers have used Street Level Bureaucracy combining it with the rational decision-making model as theories that

give lenses to understand safety and care in schools, hence, my study will be significant. Moreover, the majority of the scholars in this literature review studied safety of learners using a mixed approach, township studies and questionnaires. There is, therefore, a need to conduct more studies in a rural context using a pure qualitative research approach and using face-to-face interviews and observation as data collection methods.



3 CHAPTER THREE - THEORETICAL FRAMEWORK

3.1 INTRODUCTION

Grant and Osanloo (2014) define a theoretical framework as a collection of interrelated concepts, which gives a guide in research about what must be measured and what is considered as significant in a particular phenomenon. In this study, the interrelated concepts include the safety of learners, empowerment in relations to implementation of safety measures, challenges faced by school and monitoring of safety measures. A particular phenomenon that is researched in this research project is the safety of learners, particularly in terms access to school, scholar transport and on drugs and dangerous weapons. Some purposes of a theoretical framework are to specify which key factors influence a phenomenon of interest and highlight the need to examine these factors (Lederman, 2015).

Some researchers investigate complex cases (Gaillet & Guglielmo, 2014) that are mostly characterised by social welfare issues, economic fluctuations, political landscapes and environmental crises. Therefore, researchers may consider the above aspects to ensure that their studies have fundamental bases, strong principles, are rich in knowledge and generally to be used as academic lenses for the data and output in general. Weideman (2010) advocates that the adoption of a theory is needed when one are conducting a research so that the line of thinking of the researcher is grounded in a theory and it helps in setting the language usage in the study. The Street-Level Bureaucracy and the Rational Decision-Making Model are two theories which will be guiding pins to the study.

3.2 ORIENTATION TO THEORETICAL FRAMEWORKS AND THE ASSESSMENT OF THEORIES

According to Adom, Agyem and Hussein (2018), a theoretical framework is defined as:

“a theory which explains the path of a research and the grounds it firmly in theoretical constructs. The overall aim of the frameworks is to make research findings more meaningful, acceptable to the theoretical constructs in the research field and ensures generalizability”.

In this research, a theoretical framework is understood as a tool that is utilised to align theoretic beliefs with the researcher's ideas about the study.

The structuring of the literature review and the construction of research questions were mostly influenced by a set of beliefs based on the two theories that underpinned this study. A theoretical framework is significant because “theory-driven thinking and acting is emphasized in relation to the selection of a topic, the development of research questions, the conceptualization of the literature review, the design approach, and the analysis plan for the dissertation study”, according to Grant and Onsaloo (2014). A theoretical framework can connect the researcher to the already existing knowledge about events or cases that are happening. Moreover, a conceptual framework stipulates which key factors influence a certain event and shows the need to study how those key factors might differ and under what circumstances. In this research, the theoretical framework assisted the researcher with the lenses in terms of establishing research questions. The beliefs, the routines and culture of each theory assisted in the construction of research questions. The theoretical framework also assisted the researcher to select appropriate methods, which included research approach, collection methods, sampling method, analysis method, and research ethics for conducting the study. For an example, when the researcher was selecting the research participants, the theory had an influence. Lastly, the theories in this research supported the research to establish themes, which were appropriate for discussion of the research findings. These themes are as follows: empowerment of educators for implementation of safety measures, challenges in implementing safety measures in schools, and monitoring and compliance with the regulations for safety measures in public schools.

Before the selection of the appropriate theory, multiple theories concerning the implementation were studied and examined carefully. The Normalization Process Theory (NPT) and Risk-Based Theory (RBT) form part of the theories that the researcher reviewed. In the process of examining these theories, I found that Normalization Process Theory is a novice theory that was core developed by May and Finch in 2009. This theory provides a set of sociological tools to understand and explain the social processes through which new or modified practices of thinking,

enacting, and organizing work are operationalized in healthcare and other institutional settings (May, Mair, Finch & MacFarlane, 2009). The Normalization Process Theory was not appropriate because its focus was more commercial and profit-oriented.

Risk-Based Theory, which was also examined, looks at how the risks in an organisation can be managed (Fung & Hsieh, 2004). The theory holds the notion that there should be pre-management techniques, reactive strategies and post-management techniques put in place in every organisation whenever something is being implemented to ensure smooth operation. Although this is one of the useful theories of implementation because it covers a lot in terms of risk prevention, it was slightly unsuitable because it focuses only on risk prevention and it talks less about implementation. Lastly, the Street Level Bureaucracy and Rational Decision-making Model were closely studied and the researcher felt that these two theories could be utilised to guide the study in the right direction and address the research questions and come up with meaningful discussions, recommendations and findings. Therefore, the researcher utilized two theories, the Street Level Bureaucracy (SLB) and the Rational Decision-Making Model (RDMM). RDMM can be classified as a top-down approach and SLB as a bottom-up model. According to Lehtonen, Saari and Toivonen (2015), a top-down approach in policy studies operates whereby top and senior authorities come with an already prepared policy that must be implemented by the subordinates or by the lower level personnel, while a bottom-up approach embraces more ideas that come from lower level personnel to the top management.

3.3 STREET-LEVEL BUREACRACY

Street-Level Bureaucracy (SLB) is an adopted theory of implementation, which is famously utilized in multiple disciplines including the likes of Social Studies, Health, Education and Social Welfare. Therefore, in this research the SLB was utilised as a theory or a model that underpinned the study. The SLB granted the lenses for viewing and understanding the research problem which was investigated. Street-Level Bureaucracy is a framework of policy implementation, which was developed by Michael Lipsky in the early 1970s in North America. Michael Lipsky primarily developed the

Street-Level theory with the aim of critically examining the implementation processes in the health care services in particular:

“Street-level bureaucrats are the frontline workers or policy implementers in government agencies such as the health service, schools or police service. Nurses, doctors, police officers and teachers are typical street-level bureaucrats. As a group, they are characterised by regular and direct interaction with citizens, or the recipients of government services; and the power to exercise a degree of discretion over the services, benefits and sanctions received by those recipients” (Lipsky, 1980:3).

In this study, frontline workers or policy implementers are educators and principals and they can be referred to as government agents in schools. These frontline workers (educators and principals) are directly interacting with the problem (safety issues) on the streets (schools and immediate environment) and they are vested with powers to exercise control measures so as to benefit people on the ground (learners in this case). Hence, SLB suited as an underpinning theory.

According to Lipsky’s Street-Level Bureaucracy, as cited in Bergen and White (2004:2), has the belief and understanding that “Low level employees function within a stipulated law; ideally, and by training, they respond to the individual needs of clients within a humanistic ideology, but they do this from within a bureaucratic structure orientated towards needs defined on a mass basis”. In this study, low-level employees who are educators have to ensure that safety is ensured for clients (who in this context are learners) in a way that upholds human dignity and pride. This is applicable to this study because educators function within stipulated frameworks like the SASA Act, the Constitution and regulations.

The Street-Level Bureaucracy supporters are also of the belief that the work at street levels (communities) is characterised by many aspects such as resources, diverse cultural activities, multiple races and unpredictability of clients, which may cause inadequacy and improper functioning of institutions in a society (Lipsky, 1980). In this study, the availability of resources like physical buildings in a school might poses safety

implications for the school. Although multiple racial schools are a sign of democracy, they may bring questions of safety for learners when racial intolerance and xenophobic attacks arise. Therefore, these aspects may all lead to uncertainty, confusion, conflict and a tendency to cope by developing practices such as modifying objectives in acts or policies and rationalising other activities so that they can match the performance of the institution. Therefore, it can be said that street level bureaucrats have to establish working routines that will reduce uncertainty in schools and try to constantly modify policies to ensure inclusivity.

The same theoretical belief was applied in this study in the sense that implementing policies that have to do with learner safety and care is done by the teachers at street-level (in this case, it is school or classroom level). Although principals and teachers practise learner safety and care measures that are mostly prescribed by the Department of Basic Education, they usually draw on extra measures that are best suitable to their context (Wilson, Schweingrube & Nielsen, 2015). In the context of this research, extra measures would include ensuring that principals, educators and SGB members are organising resource that would meet safety standards. Lipsky (1980) argued that in a community there must be people that ought to make decisions and to treat other citizens in public services. These stipulated decision makers also modify the existing government policies to accommodate their needs at school level (street-level). Erasmus (2014) supports this notion when he says street-level bureaucrats can 'make policy' in this way because they can exercise discretion (make a choice about how they will exercise their power). Their discretion comes partly from the fact that they are regarded as professionals and therefore expected to exercise their own judgement in their fields of expertise. Therefore, educators can modify safety policies by using their own experience and professional expertise to ensure that they implement safety measures effectively and efficiently.

This is a suitable theory because most policies are drawn from generalization perspectives without considering the facts or needs of a specific context. For example, one policy may function very well in a suburban school but the very same policy may not work out for a rural public school. "Citizens directly experience government through

street-level bureaucrats, and their actions are the policies provided by government in important respects” argued Lipsky (1980). Therefore, it is very relevant for teachers and principals (who are citizens) on the ground level to be involved in the planning and formulation of safety policies that will directly suit their clients which include learners, school buildings and the immediate environment. The street level bureaucrats (educators and principals) have the discretion to modify certain practices and routines for the betterment of implementing safety policies so that the basic clients (learners) are secured. In the process of modification, the acts, rules or policies on safety of learners may be wrongly analysed and that might have negative effects on the implementation of the measures. In the study conducted by Alden (2015), it is noted that street-level bureaucrats sometimes make the mistake of misinterpreting rules. Misconception is also experienced and that might cause ill-treatment to their subordinates, imbalance in the distribution of power and rules and that might lead to society not functioning well.

In a book written by Gilson (2015) it was highlighted that, street-level bureaucrats manage their difficult jobs by developing common routines of practice covering ways of organizing their work, modifications of how they understand their jobs and modifications of how they conceive of their clients. This is an advantage for subscribers of this theory because it advocates that employees (educators, principal) must establish work routines that favour clients (learners). This is relevant because it can support the establishment of school-based routines that can improve safety conditions in schools. For instance, some schools have internal control measures that include school routines like security ground circulation, prayers for safety, etc.

Since the implementers on the ground are the people who know exactly what is happening in street-levels (schools) in terms of safety of learners, that automatically drives the researcher to collect that data from teachers, principals and learners at the street levels. Furthermore, if someone wants to get an accurate overview of what is occurring in schools about the safety and care of learners, he or she would need to communicate with people who get involved on the cases of safety in schools. Therefore, having interviews and discussion groups with learners, teachers, principals and SGB members was a relevant way of collecting data. These participants are

anticipated to give relevant data because they experience the issues of safety and care almost every day. The data was not only collected from human participants, documents were collected and short observation was conducted to ensure data triangulation.

3.4 RATIONAL DECISION-MAKING MODEL

The researcher decided to use another theory to supplement the Street-Level Bureaucracy, the Rational Decision-Making Model (RDMM). The Rational Decision-Making Model was developed by an American academic called Simon Herbert in 1979. The use of RDMM was motivated by the fact that it articulates the challenges and dynamics of management. Moreover, it gives clear direction on proactive and reactive measures that managers can adopt so that they can lead an organisation to a better state. Heracleous (1994) suggests that RDMM also put more emphasis in ensuring that organisations are led to reach their best levels of efficiency. Schools need managers (principal) and leaders (SGB) who can be trusted to lead and manage schools effectively and efficiently.

The RDMM is based on the assumption that leaders make organisational choices or decisions to ensure that benefits are maximized and that any costs are minimized in any given situation (Uzonwanne, 2016).

In this study, leaders like the Minister of Basic Education and his or her advisor were responsible for formulating the regulations for safety measures at the national level. Provincial leaders and principals who are sometimes represented by unions also form part of policy formulation. On the other hand, at a school level, leaders are the principals, SGB members and teachers who formulate school based policies and make sound school decisions that will be beneficial to the learners and school community at large. Moreover, before a leader or people take those decisions, they must possess complete information on which to base their decisions or choices (Leoveanu 2013). Moreover, it must be understood that decision-making can be a group decision and an individual decision and these decisions that are taken have a level of certainty (Turpin & Marais, 2004). The same beliefs shared by the RDMM on decision making can be understood and be adopted by school principals and SGBs. Some decisions at schools are made by the principals and some decisions require a group of leaders (SGB). The

RDMM can be aligned with the phenomenon that is investigated in this study because school leaders need to make decisions so that safety measures can be realised.

This theory is ideal to this study because it provides lenses for a researcher to understand the management practices and justification by the school leaders. This theory put more focus on management routines and this can be an ideal theory in this study because the study involves the school leaders and even social leaders who are involved in taking informed decisions about school safety. These leaders involve principals, SGB members, commissioners of school-based safety committees, village headmen, safety organisations, and LRC members. It is also appropriate to embrace this theory because these leaders must take decisions about safety in schools that are going to be in favour of developing a conducive environment for learners. The Rational Decision-Making Model also puts more emphasis on the belief that leaders must possess quality or perfect information about their fields of management (Herbert, 1979). In this study, this could mean that the school principals and SGB chairpersons must be individuals who are well-informed about specific and overall management of safety in schools. In a more practical perspective, the school heads ought to have an insight about all areas of safety in the school, the resources needed for safety, factors affecting school safety, the consequences for schools that are not safe, legislation or law about school safety and corrective measures for lack of safety.

Furthermore, the RDMM is also based on the principle that decision makers have experience in their field, they have cognitive ability and resource to maintain situations (Herbert, 1979). Clearly, the type of leaders who are needed in schools must be leaders who have studied extensively about school safety and legislation embedded in school safety, a leader who is naturally intelligent to deal with cases of safety in schools. In addition, this theory favours formal processes in all decisions or choices that are made. In this research, this is applicable because safety of learners is very critical and it involves law; hence, there is a need for thorough proceedings in everything that is done in ensuring safety. This could also mean that, when leaders formulate school-based policies, they have to base these policies on the legislation point of view and also consider contextual issues.

The RDMM has six stages of decision-making (Kristina, 2008). According to Kristina (2008), these six decision-making stages are as follows: define the problem, establish criteria, consider all possible alternatives, identify the best alternative, develop and implement a plan of action, evaluate and monitor the solution. These decision-making stages can be associated with the process that school leaders must follow in ensuring that schools are safe and conducive for all teaching and learning activities. The evaluation and monitoring step is also an important initiative when implementing safety regulations. It helps in identifying working formulas and areas that need improvement.

It is important for principals and SGB chairpersons to base their actions on the six stages proposed by the Rational Decision Making Model (RDMM). In that light, principals and SGB chairpersons must first decide about the precise problem of safety at school. After that, they must establish well-thought out criteria about dealing with the problem. Thirdly, the leaders must establish all possible avenues that they can use to deal with a safety issue in hand. These established multiple alternatives would then be used to select the most appropriate alternative that is going to be utilised to deal with a safety issue that is a problem. A well-thought out plan of action must be developed and implemented. This action plan must be feasible and realistic. After the action plan has been put into practice, a thorough and constructive evaluation must be carried out by the leaders. The evaluation process assists in refining the action plan and closing gaps that might arise during implementation.

In conclusion, this theory is suitable for the study because it strengthens accountability from all levels of implementation and it helps in ensuring that all relevant legislation is followed in order to avoid negative consequences that might come with improper implementation of an action plan. This theory has indeed provided some lenses to view the implementation of safety regulations from multiple perspectives. It further shaped the researcher's mind in terms of choosing the appropriate research methods. This theory indeed promotes good governance which is also needed the most in managing school safety.

3.5 CONCLUSION

It is therefore on those bases that the researcher decided that the Street Level Bureaucracy (SLB) and Rational Decision-Making Model (RDMM) could successfully be used in trying to address the issue of safety in public schools. These theories, therefore, provided lenses for the researcher to select suitable research methods for this study. For instance, these theories also assisted the researcher to select appropriate methods, which include research approach, collection methods, sampling method, analysis method, and research ethics for conducting the study. These theories were useful because they assisted the researcher in terms of construction of the research questions and the structuring of the literature review, and these theories also assisted the researcher to be more critical when the discussion of findings was performed. Lastly, the two theories played a crucial role in formulating data collection tools that led to relevant research findings.



4 CHAPTER FOUR - RESEARCH METHODOLOGY

4.1 INTRODUCTION

One of the crucial stages of the research is to compile a section where a researcher outlines the methods that were adopted so that a study could be carried out; this stage is known as research methodology. In this study, the research methodology section will reveal the paradigm that the study was based on, and also show the research approach and design which were adopted. Data collection, sampling approach and analysis methods will be outlined in this section too. Lastly, trustworthiness, ethical considerations and the limitations of the study will be discussed. I argue that a section about research methodology is important because it served as a guide to the researcher and the reader. Therefore, this chapter aided the researcher in choosing an appropriate paradigm and approaches which are informed by the theoretical framework. Data collections tools and data analysis methods were adopted based on ideas which underpin the paradigm, theoretical framework, research approach and in a manner that is suits the research setting.

4.2 RESEARCH PARADIGM

Bell and Bryman (2011) noted that a paradigm is a cluster of beliefs, philosophies and dictates which influences what should be studied, how it should be studied and how the results or data should be collected and analysed. This therefore means that a researcher must place his or her study in a certain school of thought, which is perfectly in line with beliefs and framework used in that particular paradigm. In societies that we live in, people can have different views or perceptions about events or activities that occur in communities. Schools form part of the society; therefore, it means that people will have different views of anything that is happening within or outside the school premises. Therefore, interpretivism as a research paradigm suited the study because it was likely to obtain different views or opinions about the implementation of learner safety and care measures. Research method expert writers like Bobbie and Rubin (2011) suggest that interpretivists attempt to gain an empathic understanding of how people feel inside, seeking to interpret individuals' everyday experiences, deeper meanings and feelings and idiosyncratic reasons for their behaviours.

As a researcher, it is significant to understand the philosophical background that might influence both the researcher and the research participants. The basic principles of philosophy in education include ontology or metaphysics, epistemology, axiology and methodology. Akinpelu (1981) defines ontology as a theory about the nature of a human and the nature of the world in which he lives. Henderson and Lemmon (1959) defines epistemology as the process which investigates the sources of our knowledge. The set of values and beliefs that people adore, cherish, appreciate and need are referred to as axiology by Akinpelu (1981) while methodology refers to the ways, systems and methods of performing something.

In this paradigm, subscribers believe that reality is subjective. What is considered as reality depends on the individual's perceptions and reality changes as time goes on (Okeke & Van Wyk, 2016). Educators, learners and parents had multiple and diverse understanding of the reality of safety issues in schools. Hence, interpretivism was appropriate. Epistemologically, interpretivists believe that knowledge is socially constructed and people construct knowledge based on their experiences and views. The same belief shared by interpretivists was applicable in this study because the findings from it were extracted from different people who viewed safety issues based on their lived experiences, which always occurred in their society. The axiological aspect of interpretivism is that a researcher becomes part and parcel of what is being investigated and seeks to come with solutions that will heal the society, resulting in social cohesion and stability. As a researcher I have established this study of safety in schools to ensure that findings can help to improve safety conditions in schools and, subsequently, social stability. In terms of methodology, this study adopted methods which are in line with interpretivism because this paradigm requires data to be collected on small scales, and the cases and the data must be qualitative.

Meissner (2016) qualifies the choice of this paradigm when he says in the interpretivist paradigm action is contained in the lived experiences from the point of view of those who experience them and there are a multitude of views or opinions and they are equally valid realities. The assumption was that in this study the people who were affected by the lack of safety in schools had different ideas and different opinions based

on different perspectives, so interpretivism was a suitable paradigm because it is based on the assumption that there is multiple understanding of any phenomenon based on individual experiences.

4.3 RESEARCH APPROACH

McMillan and Schumacher (2010) says that an approach to research can be said to be a way that researchers analyse or believe about certain thing occurring in the world and these beliefs will automatically influence the way the researcher perceives or administers research. A qualitative approach was adopted in this study of understanding how educators implement the measures or policies of learner safety and care in schools. The qualitative approach is an approach of researching which is concerned with the understanding of how a particular phenomenon, individual or group of people think and how they attach meanings to their actions or a phenomenon (Okeke & Van Wyk, 2016).

Jane (2003) says that qualitative research is important because its aims are directed at providing an in-depth and interpreted understanding of the social world of research participants by learning about their social and material circumstances, their experiences and perspectives. One of the qualities of a qualitative research study is that this approach relies on people's experience on a particular phenomenon. The goal of a qualitative researcher is to enter the inner world of each participant to understand his or her perspectives and experiences or even their culture (Johnson & Christensen, 2012). This research looked at the deep issues of safety and care which obviously arise in social institutions like churches, schools and other community organs. Therefore, the qualitative approach was suitable for this study because it was a study based on social experiences and events that occurred in schools. Moreover, this approach served the purpose because this study wanted to understand and interpret the issues of safety of learners in schools. The researcher adopted this approach because in this study he wanted to get a deeper understanding of what is exactly happening in schools in terms of implementing safety and care measures. In this study, the researcher intended to investigate deeply and to get to the main challenges about implementing the regulations

regarding learner safety in schools, specifically the rural high schools in the rural province of the Eastern Cape.

4.4 RESEARCH DESIGN

According to Okeke and Van Wyk (2016: 165), a research design is “a detailed plan of how and where you are going to conduct your research”. The researcher decided to adopt a case study design. Harrison, Birks, Franklin and Mills (2017) defined a case study as a strategy and empirical inquiry that investigates a phenomenon within its real-life context, a case can be in period, geographic area, an issue. In this research, in three schools in a particular district (Alfred Nzo East Education District) specific aspects (access to school, drugs and dangerous weapons and scholar transport) about safety in schools were investigated. Moreover, an exploratory case study allows a researcher to study a particular issue or problem in a certain context or place in specific time, but the study findings or results can be used in other contexts or places as well (Bell, 2005).

Suter (2006) promotes the use of a case study because he believes that case studies provide rich description and explanation of the issue being investigated. Therefore, in this study, the researcher looked at the cases of three high schools of Alfred Nzo East Education District, but the results or findings of the case can be utilized in other contexts with a similar problem of learner safety and care.

In this study the focus was put more on safety measures in terms of access to school premises, unauthorised dangerous weapons and drug use and scholar transport. It was advantageous to use a case study design because it explicitly shows how complex a study is. Jane (2003) strengthened the choice of this design by saying that case studies are used where no single perspective can provide a full account or explanation of the research issue and where understanding needs to be holistic, comprehensive and contextualized. This research also favoured case study design because the study needed more critical analysis.

4.5 DATA COLLECTION METHODS

Johnson and Christensen (2012) define data collection methods as techniques for physically or electronically obtaining data to be analysed in a research study. The researcher collected the data in three high schools in Alfred Nzo East Education District, Eastern Cape, South Africa. The data was collected using three methods which were interviews, short observation and documents. Firstly, the data was collected systematically and purposefully by conducting face-to-face semi-structured interviews. An interview is a face-to-face conversation between two or more people where the interviewer asks questions to the interviewee (Rock & Putman, 2018). The use of structured-interviews during data collection is reinforced by Delport, Fouche, Strydom and de Vos (2015) when they say that interviews can be complicated but they provide an opportunity for great insights from the respondents about the problem being investigated. This means that interviews are advantageous because it is easy to get first-hand information about something without editing, and it helps in getting to know how the person felt about the event which occurred. Moreover, an interview permits the interviewer to probe for more data from the interviewee.

Semi-structured-interviews were employed in this study to collect the data from the participants. Moreover, In-person interviews were specifically used because Johnson and Christensen (2012) believe that interviews assist in getting the sense of what is happening on the ground. This means that this also allows the interviewer to ask questions for in-depth knowledge for parts that seem to be interesting. The interviews were conducted with the school principals and their school governing bodies, teachers and learners were used to collect necessary information. These interviews lasted about 20 minutes per interview session.

A short-observation was also used to collect the data. Baker (2006) defines an observation as a process that “involve(s) the systematic recording of observable phenomena or behaviour in a natural setting”. Observation is beneficial to the researcher because it provides first-hand experience for the researcher about what he or she is researching. In this research, a short observation on the schoolyards was conducted to check all the school buses arrival and departure times, access points to

school premises, security screening for drugs and weapons. Furthermore, properties, tools and equipment that affect the safety of learners in schools will be observed to supplement the data for the focus areas. The short observation was suitable because it provided the researcher with more understanding of what was actually happening on the school grounds that may affect the safety of learners. The researcher also collected some data from the documents supplied by government regarding safety as well as other safety documents which were developed internally by the schools. For example, the researcher collected some of the following documents from the schools: school-based safety policy, learner code of conduct, disciplinary committee policy, learner enrolment schedule, staff establishment schedule, indemnity form, visitor book / logbook and the drivers register.

Already printed and soft copies of data which is known as documents are utilised in research. Documents provide background and context, additional questions to be asked, supplementary data, a means of tracking change and development, and verification of findings from other data sources (Bowen, 2009). Furthermore, documents may be the most effective means of gathering data when events can no longer be observed or when informants have forgotten the details. Therefore, the collection of document was necessary to balance the data collected through interviews with the documents the schools had. “The qualitative researcher is expected to draw upon multiple (at least two) sources of evidence; that is, to seek convergence and corroboration through the use of different data sources and methods”, said Bowen (2009). Documents which were collected included, but not limited to: school-based safety policy, learner code of conduct, disciplinary committee policy, learner enrolment schedule, staff establishment schedule, indemnity form, visitor book / logbook, drivers register.

4.6 SAMPLING

According to Bobbie and Rubin (2011) sampling is a process where a researcher selects a smaller representation of the whole population. Therefore, the study adopted a non-probability sampling technique, purposive sampling to be specific. In non-probability sampling, not all the people in the population stand a chance to be selected. Instead,

the researcher picks those who have a clear and sound knowledge about the matter being investigated (Rafael & Russell, 2009). Purposive sampling allows the researcher to choose the most knowledgeable about the content of the research; the researcher also picks those who meet the purposes of the study (Maphosa, 2016). The study also adopted purposive sampling because the teachers, principals, SGB and LRC were the ones who possessed sound information about safety in schools. These participants, which some of them are street-level beauracrats (educators and principals) ought to be knowledgeable because they were the ones who experience the first hand implications of incidents that affect school safety, and safety issues are reported to them as they are the ones responsible for safety in schools and this was reinforced by the fact that people on the streets have a better understanding of what is happening on the ground (Lipsky, 1980).

In this study, the purposive random sampling method was used to select the three schools. These schools were purposively selected because they had high enrolments, cultural diversity, were rural and had numerous reported cases of safety issues by media which could make them more affected by safety issues because of the general school diversity. School Governing Body (SGB) plays a pivotal part in the governance of the school because they have power to take reasonable measure in ensuring that all school proceedings are carried out in a safe and conducive environment. SGB members are likely to know what is happening in terms of safety in schools because they are labelled as an eye for the school.

Therefore, two members (parents) of the School Governing Body (SGB) in each school were selected to participate in the study because according to section 20(e) of South African Schools Act 1996, the SGB must “support the principal, educators and other staff of the school in the performance of their professional functions”, and this makes them to be a supportive pillar to the principals when implementing safety in South African schools. Beside the fact that the law allow parents to form part of the SGB, parents are likely to know what is happening in the school because they reside in the same community where the school is situated. SGB members are further likely to know what transpires in communities in terms of drugs and dangerous weapons and general

transportation which is utilised by the community, learners, employees etc. The information from the parents can therefore assist in addressing the key questions and areas of the study.

Secondly, the three principals from the selected schools took part in the study. Thirdly, in each of the selected schools, two teachers who were on the school safety committee participated in the study. Principals, as advisors and head of the school, are always involved in the planning and organising of safety measures in school, so their inclusion played a pivotal part in the study. Moreover, in each school, two learners from the Learner Representative Council (LRC) were requested to participate in the research because the study was primarily concerned about their safety around and outside the school premises. This means that in each school there were seven participants which made a total of 21 participants who were sampled for the whole study (more details are in the following chapter and see tables 2, 3 and 4).

4.7 DATA ANALYSIS

After the data has been collected, a researcher needs to critically interpret, comprehend and analyse the data that is collected from the participants. Qualitative data analysis, which is a process of creating and comprehending the meaning from the raw data (Johnson and Christensen, 2012) was conducted. Some of the activities that are carried out during the analysis process involve looking at the similarities and differences that emerged from the participants during the data collection period and the researcher has to draw meaningful outcomes from the data. The researcher analysed the data from interviews using a sequence of actions which is described by McMillan & Schumacher (2010) as gathering data, arranging data, transcribing data into segments, coding data, describing data, appropriating data and developing patterns.

In this research the organisation of the data was achieved by storing the data in multiple storages places so that it could never be lost or to ensure a backup in case of unforeseen circumstances. Transcribing the data refers to the changing audio data into written text (Johnson & Christensen, 2012). The researcher transcribed the data from the audio interviews to written scripts by listening carefully to the audio interviews and converting them into written scripts. According to Johnson and Christensen (2012: 520),

“Coding is a process of marking segments of data with descriptive words or with symbols”. This would entail getting the lowest level of meaning from what the interviewee has said concerning a certain area of interest (safety in this case). This was achieved by reading the responses of the participants thoroughly to get the meaning of what they were saying about issues of safety. Categorizing the data refers to grouping the data which has a similar meaning in one place. After grouping the data, a research pattern was developed.

Document analysis is another data analysis tool that was employed in this study. “Document analysis is a systematic procedure for reviewing or evaluating documents both printed and electronic material”, said Bowen (2009). Analysis of multiple documents such as school-based policies, indemnity forms, safety regulations and code of conduct regarding safety and care of learners occurred. Diversity in analysis of documentary evidence is important in any research project because it grants different perspective of an issue for the researcher (James, Phillip & Trevor, 2010). Diversification was achieved by collecting different documents. Document analysis requires that a researcher be involved in interpreting, reading, appropriating and synthesizing the data from government, commission or even school policies. I analysed the documents by first repeatedly reading them thoroughly. This assisted the researcher to compare what is being practised in schools with what is recommended according to the documents. According to Burton, Brundrett and Jones (2008) analysing documents may assist in triangulation of other evidence. Notes that were taken during the short observation were analysed critically. I analysed data from the short observation by categorising certain common safety trends of the three schools that participated.

4.8 TRUSTWORTHINESS

Trustworthiness in research is understood by Denzin and Lincoln (2018) as a process of addressing how qualitative scholars establish that the research study’s findings are sincere, movable, provable, and dependable. The achievement of trustworthiness in this study was attained by making sure that the researcher met the four above principles of balancing trustworthiness. The ability of the researcher to ensure that the findings which are generated out of the data show a true reflection is regarded as credibility by Bell

(2010). The researcher of this study achieved this by ensuring that the questions for interviews were not shared before time as this would have allowed the participants to discuss the answers and those answers would not have been the personal views of the participants. Interviewing one participant in a private room allowed the researcher to get the true and accurate responses from participants. He also used multiple methods to collect the data to strengthen the credibility of the data and findings in this study. This was achieved by using multiple data collections tools like interviews, short observation and document analysis.

The researcher was honest all the time, avoided the sense of bias, and was consistent throughout the study. This was achieved by presenting the correct purpose of the visit to schools where I collected data on, I also did not lead the participants when they were giving answers and the data was presentation to show true perspectives of the participants about the research interests. Transferability can be defined as how the qualitative investigator shows that the research findings can be utilised in other contexts (Given, 2008). In this research, this was achieved by suggesting the recommendations which can be applicable to other schools, districts or even in other provinces which have the same experiences of safety in schools.

Conformability in research can be understood as the ability of a researcher to be neutral when being involved in research. This means that the researcher does not influence the outcomes of the findings, is not biased and does not lead the participants so as to generate findings that are desirable for the researcher (Burton, Brundrett & Jones, 2008). The researcher in this study avoided being biased and also ensured that participants were fairly selected in terms of gender. As well, the researcher did not interfere with the participants' answers during the research and did not lead the participants in a certain direction. Deviant actions were not committed by the researcher because that would have compromised the quality and trustworthiness of the study. Sticking to the integrity principle during data analysis and avoiding deviant actions during the data analysis also assisted the researcher to achieve trustworthiness as was suggested by Patton (2000).

Lastly, dependability refers to the ability of the research to generate the same findings even if another researcher redid the research using similar methods (Given, 2018). The ability of the researcher to choose appropriate and flexible research methods like collection tools, sampling and approach assisted in achieving the goals of dependability in research.

4.9 ETHICAL CONSIDERATIONS

As per Suter (2006), ethics in research refers to established legal guidelines that encourage responsible research practices and assure the protection of human participants or even non-human participants. In this study, the following ethical principles were adhered to: harm-free, respect, voluntary participation, confidentiality, dignity, privacy, informed consent, permission and approval.

In this study, the participants were assured that no one would suffer physical harmed as the research had less physical requirements. Participants were informed that they would not suffer emotional distress because they were allowed to withdraw from the interview if they do not feel like continuing with the interview. The researcher ensured that each participant was not forced to take part in the study and this was done through asking the participants politely about their willingness to take part in the study and consent forms [see attached as APPENDIX 5 for children and APPENDIX 6 for adults] were issued to them for approval. As a researcher, I ensured that their views or ideas were honoured and respected and this was promoted through letting the participants express themselves and I accepted all their responses with respect. The researcher's voice projection and gestures were professional and respectful.

A research permission document [see attached as APPENDIX 5 and 6] was issued that explained the purposes of the research and the expected duration of the subject's participation and a description of the procedures to be followed. Voluntary participation was also used in this study. This was achieved by informing the participants that whenever they did not feel like continuing with the interviews they were free to withdraw their involvement. In this study what is 'secret' was to be kept secret all the time. For an example, some learners disclosed information about their teachers or about some other learners who were selling drugs in schools. Some secrets were personal and did not

need to be disclosed. Furthermore, anonymity and confidentiality were maintained because the participants' names were not disclosed anywhere in the study. In summary, confidentiality, privacy, voluntary participation and respect were highly maintained through a polite and respective way when conducting interviews or when requesting documents from schools.

Informed consent forms were issued to all the research participants before interacting with them so that no participant was forced to take part in the study. The approval from the University of Fort Hare Research Council was achieved through seeking an ethical clearance (see APPENDIX 2) for the study. The Faculty of Education Research and Higher Degrees Committee approved the research because the researcher presented the proposal at both campus and institutional level and he was granted permission to continue with the study. The research approval (see APPENDIX 1) to conduct this research in schools was also approved by Eastern Cape Department of Education. The participants were all required to sign informed consent forms. Privacy during the data collection was maintained by interviewing the participants in a private room. The participants were also informed that the study might not be of direct benefit to them. It must be noted that if the participants received physical or emotional injuries during or after the research, they would have been assisted in terms of counselling sessions provided by the education district psychologists. Lastly, the researcher ensured that the University of Fort Hare Research Committee was well informed about this research and its proceedings so that if there was any foreseeable harm, measure to protect that could be taken into consideration.

With all the above attempts, the confidentiality and dignity of the selected sample or participants were protected. Ethics are crucial during the research process because it protects participants, institutions and society in general (Flick, 2006). Suter (2006) asserts that all investigators in the field of education must adhere to legal codes and conform to ethical guidelines in the code of research. The approvals from the Eastern Cape Department of Education, University of Fort Hare Research Council and Faculty of Education indicated that, when dealing with the data like documents or even with observations, the researcher had to be professional all the time and maintain high

ethical standards. This meant that the documents that the researcher collected from schools could not be shared with anyone.

4.10 THE ROLE OF THE RESEARCHER

Denzin and Lincoln (2018) emphasises that a researcher (as a human being) must know his or her roles, responsibilities and position when carrying out a study. This is important for a researcher so that he or she can eliminate the conflict of interest so as not to influence the participants. It is therefore important for the researcher to outline his roles and responsibilities.

Firstly, the researcher is a 27-year-old male who was born in a rural town called Bizana in the Eastern Cape, South Africa. The researcher is an educator who teaches Accounting and Business Studies in Grade 10-12 in a rural public high school. I believe that education can be used to transform societies and it plays a pivotal role in stabilising a country. I believe that people who understand the schooling system are people who interact with the system every day. To me as a researcher, I believe knowledge must not be generated for documentation in libraries only; it must be used to transform and emancipate the society. Lastly, I subscribe to the belief that a researcher becomes part and parcel of what is being investigated and seeks to come with solutions that will heal the society, resulting in social cohesion and stability.

Identifying the research area and topic was my primary role. The development of the research proposal and presenting it to the Faculty of Education Higher Degrees Committee was my responsibility. With the guidance of my supervisor, I prepared for and obtained the ethical clearance. Moreover, data collection instruments, data analysis and ensuring ethics (protecting participants) in the research process formed part of my research job description. In conclusion, I am responsible for ensuring that a well-structured research report is compiled in accordance with all the standards prescribed by the University of Fort Hare Research Council and those unique to the Faculty of Education of the University.

4.11 CONCLUSION

In this chapter the researcher has outlined all methodological aspects of the research. An interpretivist paradigm was adopted in this qualitative study. A case study as a research design was incorporated. The data that informed the findings was collected using three methods, namely: Interviews, short observation and documents. A purposive random sampling technique was used. Ethical considerations such as informed consent, research permission, anonymity and privacy were considered. The researcher analysed the data using themes extracted from the research questions.



5. CHAPTER FIVE: PRESENTATION OF FINDINGS

5.1 INTRODUCTION

The qualitative presentation of findings chapter focuses on moving raw data collected from participants into understanding, explaining and interpreting the phenomenon in question (Cohen, Manion & Morrison, 2018). The purpose of this chapter is to present findings collected through interviews, short observation and documents so that there could be a construction of knowledge, understanding and explanations from the perspective of the participants about the implementation of the regulations for safety measures in public high schools.

The sequence of the presentation of findings will unfold per school. For each school there will be a background provided. This is to ensure that the readers understand the contextual issues that affected the responses of the research participants. Each background is followed by the presentation of findings under three sub-headings which are in line with the research questions. The interviews are the main source of data and they are supplemented by documents and the short observations. After the presentation of findings per school, findings are compared and contrasted in a cross-case presentation. The three schools are labelled School A, B and C; participants are labelled in terms of each component, sequence of interviews, and label of each school (see Table 2 below). The presentation of findings will start with School A, followed by B and then C.

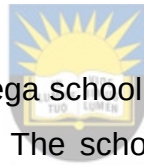
Table 2: School and participant labels

PARTICIPANT COMPONENT	SCHOOL A	SCHOOL B	SCHOOL C
EDUCATOR	EDUCATOR 1A (E1A)	EDUCATOR 1B (E1B)	EDUCATOR 1C (E1C)
	EDUCATOR 2A (E2A)	EDUCATOR 2B (E2B)	EDUCATOR 2C (E2C)
LEARNER	LEARNER 1A (L1A)	LEARNER 1B (L1B)	LEARNER 1C (L1C)
	LEARNER 2A (L2A)	LEARNER 2B (L2B)	LEARNER 2C (L2C)
PARENT SGB	PARENT 1A (P1A)	PARENT 1B (P1B)	PARENT 1C (P1C)
	PARENT 2A (P2A)	PARENT 2B (P2B)	PARENT 2C (P2C)
PRINCIPAL	PRINCIPAL 1A (PR1A)	PRINCIPAL 1B (PR1B)	PRINCIPAL 1C (PR1C)

5.2 SCHOOL A

5.2.1 Background

This school is situated in a rural area, which is about 30 kilometres from Bizana town. It offers classes from Grade 10 to Grade 12. The school had three streams, which were commerce stream, sciences stream and humanities stream. The school had children who were coming from about six villages, which have junior secondary schools (Grade R- Grade 9) that are feeder schools. The school learner enrolment at the time of collecting data in 2018 was 971. Out of these 971 learners, 531 learners were female and 440 were male learners. The school had 34 teachers in total. Of the 34 teachers, 19 were female teachers and 15 were male teachers. Moreover, the school had 10 non-educator personnel, comprising one security guard, three cleaning staff and six school nutrition staff.



This school was a mega school. A mega school is a school that has a minimum of 900 learners with 23 educators to infinity. The school is classified as a quintile 1 school. Quintile 1 schools are public schools that are declared as the poorest schools because of the relativeness of the poverty of the community surrounding the school and other factors like unemployment, infrastructure, economic development, etc. This means that the main source of financial support for these schools is the government and parents do not pay school fees. It is a Section 21 school in terms of the South African Schools Act. The schools that meet the requirements of Section 21 manage their own finances. The Education Department deposits the school budget into the school's special bank account at the beginning of every financial year. In terms of the management structure of the school, the school had one principal, two deputy principals, and five HODs.

In the 2018 academic year, the school achieved a 43.6 percent compared to 46 percent which was obtained in 2017, in terms of Grade 12 results. Historically, this has been a well performing school and attracted learners from other towns as far as Lusikisiki, Flagstaff, Port Shepstone, Ntabankulu, Mount Frere, Mount Ayliff, Harding, Kokstad and Matatiele. The school had 19 teaching classrooms, one specialised classroom which

was a computer lab, eight administration offices which cater for the principal, two deputy principals and five HODs, one resource room which stores the textbooks and other learning material, 25 restrooms for educators and learners and one kitchen for school nutrition. It can be recalled that it is significant to outline contextual factors clearly because they affect issues of safety of a school, for instance, the socio-economic landscapes affect how society functions.

As it was indicated in the previous chapter, in each school there would be a total of seven participants who would include the principal, two educators, two parents from the School Governing Body and two learners from the Learner Representative Council. Below is Table 3, which shows a brief profile of the seven participants in this school. Data will then be presented on the empowerment of educators in order to meet the demands of ensuring safety measures are well implemented.

Table 3: School A profile of participants

Participants	Details of the participants
PRINCIPAL A (PR1A)	He holds Diploma in Education and Bachelor of Arts. Before becoming a principal, he served as a teacher and as a deputy principal within a space of 30 years. He has been a principal for 2 years now.
EDUCATOR 1A (E1A)	He holds the Bachelor of Education (B.Ed.) with 10 years' teaching experience. He is part of the safety committee.
EDUCATOR 2A (E2A)	She studied for a Diploma in Education, B.A., B.Ed. and B.Ed. Honours in Mathematics Education and she has been teaching for 36 years. She is part of the safety committee.
SGB PARENT 1A (P1A)	A married male parent who forms part of SGB as a parent component. He is the Chairperson of the SGB.
SGB PARENT 2A (P2A)	A married male parent who forms part of the SGB as parent. He is the deputy chairperson of the SGB.
LEARNER 1A (L1A)	A girl who is 16 years old and doing Grade 12. She is the president of the Representative Council for Learners (RCL).
LEARNER 2A (L2A)	A girl who is 16 years old and doing Grade 12. She is the secretary of the Representative Council for Learners (RCL).

5.2.2 Empowerment of educators about safety in public schools

Initially, the researcher wanted to understand how the educators are empowered to be able to implement the regulations for safety measures at public schools. The development of the staff through empowerment engagement plays a pivotal role in effective management of all activities in an organisation. Educators are supposed to be developed because they form part and parcel of the implementation process. Hence, these teachers must be empowered in managing safety in schools. This section seeks to answer the sub-questions which are about how educators are empowered to implement the regulations for safety measures at school A.

It is evident from the data that there was some form of empowerment in terms of managing the schoolyard, behaviour of learners, drug abuse and an interaction with other stakeholders. Although training sessions were conducted, educators felt that the training was insufficient, inadequate and there was too long a gap between training periods. It was further established that there was no training on violence and drugs. Teachers end up using their own capabilities because of insufficient empowerment programmes. It is evident that educators also received some element of support from the community and the SGB through engaging them in parental meetings and via SGB disciplinary actions respectively.

It is evident that there has been a training that has been provided to educators in terms of managing school safety in areas like managing safety in schoolyards/grounds, testing for drugs, interaction with stakeholders, behaviour of learners, learner abuse and scholar transport. The participants articulated the following about training:

...safety in school yard ... it was on our first workshop which only specifically was based on school grounds and how must interact with the other stakeholders that is police forum we were only told about that ... trained on the behaviour of the learners and performance of the learners and testing the drugs (E1A).

In terms of safety, I was specifically trained on, if, for instance learners should be safe about abuse, they should not be abused by other learners, they should not be abused by teachers and yes that's it (E2B).

Managing scholar transport mhh, what is happening is only the coordinator of the scholar transport is trained on managing scholar transport, not all the educators. It is the principal and coordinator [who] is running the scholar transport (PR1A).

Although PR1A suggested that there was training on managing scholar transport, E1A suggested otherwise because he was not trained on scholar transport.

No, no we are not trained [on scholar transport] (E1A).

This contradiction might be caused by the fact that the PR1A is a principal and the training was provided to the principals not to the educators.

It is evident from the data that the empowerment was in the form of workshops and trainings. This is evident because E1A and E2A had this to say:

...on our first workshop... (E1A)

...specifically trained on... (E2A)

Although a safety support programme was conducted, it was revealed that the training was not enough and inadequate. For example, when EDUCATOR 1A was asked if they received any form of training or empowerment in ensuring that learners are safe, EDUCATOR 1A had this to say:

Mmh! Well I am not going to lie it was only last week, it was our first training which only took one day on Thursday last we were taken for training ... No no we are not trained, since it was on our first workshop ... Mmhh I was trained years ago I think it was 2011 when I was trained ... No it is not enough (E1A).

As it comes from the data, no training was done for ensuring that drugs do not cause lack of safety in the school:

No there is no [training], as far as I know there is no one who has been trained on safety ... That's another problem, teachers are not trained on drugs. They are not supposed to beat the children, they are not supposed to do anything to children if they are found with drugs ... It's a big problem because our learners are violent, they come to school being drugged sometimes they are unruly but teachers do not have an accurate way of dealing with those violent learners (PR1A).

No the manuals just come to us (E1A).

E1A sentiment might reflect that some teacher training programmes for empowerment were autocratic in nature and educators were trained in a passive manner.

No we are not trained on dealing with violence but we use our capabilities like being a teacher you know you have the way of dealing with things in a professional way (E1A).

No warning board at its school gate about a school as a drug, violence and accident free zone ... overloads the vehicles had in the morning and in the afternoon (Observation).



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The SGB parent acknowledged that the issue of safety is a complicated and wide issue.

Yes, ngoba ke i-wide kakhulu into ene-safety. [Yes, the issue of safety is too wide] P1A.

The support from the community and the SGB included a whole range of issues like the safekeeping of stationery, locking classes and discipline - language, fights, liaison with police and the Department of Social Development:

So, thina inxaxheba yethu sihlala phantsi noprincipal. Okokuqala, i-stationary fanele sibe safe zonke ezozinto njengoba kukhona ookhiya kweziklass. Utitshala lo in-charge kufanele abenokhiya xa ezohamba. Kufanela azi ukuba ukhiyile. Two, siye sithi akungabikho le nto enokwenza ukuba utitshala xa etitshala kungabikho vulgar language ezokwenza ukuba kubekhona abantu abazoba

nomoya ozonyuka, kugcine kungabikho control, bangaphatheki kugcine sekuliwa nasebantwaneni. Senza ke naphaya egatini xa bengena, bayaseshwa ukuba abangeni nasikhali na, ngangoba sikwiphulo lokuba si-include amapolisa akwazi ukubasesha kuyo yonke indawo ngoba asikwazi ukusetsha amantombazana. [Yes, safety is wide but our role is to sit down with the principal and ensure that the stationery that is given to learners is safe. As there are keys in these classes, the teacher concerned in each class must have a key and ensures that he/she locks all the time after classes. We also assist educators in ensuring that there is no vulgar language used at school because it might make other people to be angry and the school will lose control and fights thereof. We are in a campaign to include police to work with us because sometimes we can't search female learners everywhere] (P1A).

Into esiye siyithethe kakhulu kakhulu yinto ene-discipline, esiye siyijonge kakhulu ebantwanene ukuba abantwana kufanele sibayale, sihlale nabo mabazazi ukuba into abayizela apha esikolweni bazofunda, bafundiswa so kufanelekile ahloniphe, athobele njengoba eshiya umzali ekhaya, ngumzali nalona ulapha esokolweni umtitshayo ekufanele amhloniphe amthobele kuyo yonke egqubekayo. [What we do the most is to ensure discipline to learners and let them know their main aim of coming to school, that learners are supposed to behave well on teachers because teachers are almost the same as parents they left at their homes]. (P2A)

Ewe kwezi-communities around the school babalusi ngalondlela ukuba akunosuka umntu wakude le nto njee ibalapha ebantwaneni and le nto ihlupha kakhulu le nto ineDrugs [Yes communities around school become loose because there can never be an outsider who smuggles the drugs, these drugs come with our kids and us] (PA).

Yah ikhona into abayenzayo, kuba xa kukhona into abangayiqondiyo njengoba kubiywa nje, bayakwazi ukukhawuleza bathinte elinye ilungu le-SGB ukuthi hayibo! naku kusenzeka ukuba alifowunele baphuthume ke abo bakhelene nesikolo" [Yes they support in safeguarding the school especially now that there

is a fencing project, if something goes wrong they call the SGB and neighbors to attend to the problem or call SGB members who are nearer to the school] (P1A)

The police are there, we call them, and they come if there is anything violent in nature (PR1A).

Kunephulo lokuba kuthathwe le nto kuthiwa yiSocial Development ukwenza i-awareness malunga nokuba idrugs ziyingozi kangakanani na xa uthe wayamana nazo [There is an awareness by Social Development about the danger of drugs when someone is glued to them] (P1A)

Although E2A said that she was trained, the training was received a long time ago and it might be in need of improvement or adjustment so that it can meet today's needs in terms of safety expectations in schools. E1A was last trained in 2011 yet safety concerns in schools increase in their complexity every day. Literally this might show that there is a gap in terms of empowerment as far as safety is concerned in schools.

Furthermore, E1A and E2A who were participants complained that the training that they received was not enough because most workshops or trainings were about the core business of the school, which is teaching and learning. E1A confirmed the above statement because he said:

No it is not enough E1A.

The above statement was referring to the sufficiency of the training on safety in schools. The two educators interviewed in this school were of the opinion that the Department of Education does not capacitate them in all areas of the school but the focus is mostly placed on teaching and learning but not on safety of learners.

PR1A who participated on the study agreed that ever since he had been appointed as a principal there have been no trainings that empower educators to deal with safety issues. The absence of these capacitation trainings will automatically affect the manner in which implementation of the safety regulations unfolds in schools. This is evident from the principals' responses when they were asked if the educators were trained on safety of learners.

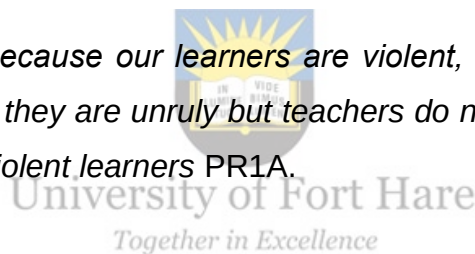
No there is no [training], as far as I know there is no one who has been trained on safety PR1A.

It is not good that even the leader of the school agrees that there is no capacitation programme for educators. Lack of capacitation usually leads to policy failure (Kelley & Simmons, 2020).

No training is provided on dealing with violence and they are disarmed in terms of dealing with violent and unruly learners who are also intoxicated. The following two statements came from the principal of School A in relation to empowerment on violence and drugs:

That's another problem; teachers are not trained on drugs. They are not supposed to beat the children; they are not supposed to do anything to children if they are found with drugs...PR1A.

It's a big problem because our learners are violent, they come to school being drugged sometimes they are unruly but teachers do not have an accurate way of dealing with those violent learners PR1A.



Educators in this school complained that there is no capacitation in terms of managing scholar transport. When E1A was asked if he was trained on managing safety in scholar transport, he said:

no no were are not trained E1A.

On the other hand, the principal of this school who happens to be a scholar transport coordinator for transport in that area was trained but it shows that there was no dissemination of information to the educators:

Managing scholar transport mhh, what is happening is only the coordinator of the scholar transport is trained on managing scholar transport, not all the educators. It is the principal and coordinator is running the scholar transport PR1A.

The lack of empowerment leads educators to use their own discretion that might have negative consequences:

No we are not trained on dealing with violence but we use our capabilities like being a teacher you know you have the way of dealing with things in a professional way E1A.

Moreover, during the observation, the school had no warning board at its school gate about the school as a drug, violence and accident free.

Parents play a pivotal part in managing and providing necessary support to the school. In School A, P1A said that they do give support to the teachers in terms of ensuring safety but there are tricky situation where it becomes so difficult for them to intervene:

Yes ngoba ke iwide kakhulu into enesafety so thina inxaxheba yethu sihlala phantsi noprincipal. Okokuqala istationary fanele sibe safe zonke ezozinto njengoba kukhona okhiya kweziklass utitshala lo in charge kufanele abenokhiya xa ezohamba kufanela azi ukuba ukhiyile, two siye sithi akungabikho lento enokwenza ukuba utitshala xa etitshala kungabikho vulgar language ezokwenza ukuba kubekhona abantu abazoba nomoya ozonyuka kugcine kungabikho control bangaphatheki kugcine sekuliwa nasebantwaneni senza ke naphaya egatini xa bengena bayaseshwa ukuba abangeni nasikhali na ngangoba sikwiphulo lokuba si include amapolisa akwazi ukubasesha kuyo yonke indawo ngoba asikwazi ukusearcha amantombazana. [Yes safety is wide but our roles is to sit down with the principal and ensure that the stationery that is given to learners is safe. As there are keys in these classes, the teacher concerned in each class must have a key and ensures that he locks all the time after classes. We also assist educator in ensuring that there is no valguor language used at school because it might make other people to be angry and the school will lose control and fights thereof. We also include police to work with us because sometimes we cannot search female learners]. P1A

Parents seemed to be providing the support to the educators although maybe it might be very little. Parental support forms part of the external support that is necessary for

educators (Carl, 2012). As indicated by Durisic & Bunijevac (2017) parental support assists in boosting the moral support and social support of the educators. As indicated in the literature review by Robinson (1994), Carl (2012) and Durisic & Bunijevac (2017). parental support leads to effective management of the school. Below is the support that the parents and SGB members give to the school according to P2A.

Into esiye siyithethe kakhulu kakhulu yinto eneDiscipline esiye siyijonge kakhulu ebantwanene ukuba abantwana kufanele sibayale sihlale nabo mabazazi ukuba into abayizela apha esikolweni bazofunda bafundiswa so kufanelekile ahloniphe athobele njengoba eshiya umzali ekhaya ngumzali nalona ulapha esokloweni umtitshayo ekufanele amhloniphe amthobele kuyo yonke egqubekayo. [What we do the most is to ensure discipline to learners and let them know their main aim of coming to school. Those learners are supposed to behave well on teachers because teachers are almost the same as parents they left at their homes]. I believe this is a rare support and I hope it does provide positive impact on safety of the school] P2A.

Although P1A suggested that they give little support to the educators through discipline, he lamented that communities are counter-acting their little efforts of supporting educators because some community members allow drug dealers to operate in communities and this affects the school:

Ewe kweziCommunities around the school babalusi ngalondlela ukuba akunosuka umntu wakude lento njee ibalapha ebantwaneni and lento ihlupha kakhulu lento ineDrugs". [Yes communities around school become loose because there can never be an outsider who smuggles the drugs, these drugs come with our kids and us] P1A.

Educators are supported by the social organizations like SAPS and the Department of Social Development and the SGB supports educators by providing a counseling committee for all the learners who have suffered from emotional or physically instabilities caused by lack of safety. According to P1A:

Yah ikhona into abayenzayo kuba xa kukhona into abangayiqondiyo njengoba kubiywa nje bayakwazi ukukhawuleza bathinte elinye ilungu leSGB ukuthi hayibo naku kusenzeka ukuba alifowunele baphuthume ke abo bakhelene nesikolo [Yes, they support in safeguarding the school especially now that there is a fencing project, if something goes wrong they call the SGB and neighbors to attend to the problem or call SGB members who are nearer to the school] P1A.

PR1A alluded to the fact that the school is also assisted by the SAPS:

The police are there, we call them, they come if there is anything violent in nature. PR1A

Moreover, P1A said that teachers are assisted by sister departments like Social Development:

kunephulo lokuba kuthathwe lento kuthiwa yiSocial development ukwenza i-awareness malunga nokuba idrugs ziyingozi kangakanani na xa uthe wayamana nazo. P1A [There is an awareness by social development about the danger of drugs when someone is glued to them] P1A.

Key findings: It can be concluded that educators are empowered through workshops, training and community support so that they can implement regulations for safety measures at public school. Although educators were empowered, it can be noted that lack of continuous capacitation programmes is a problem. This means that there is too long a gap between the training gatherings or workshops. Moreover, there has been insufficient capacitation in managing violence and drugs yet it is one of the key contributors to lack of safety in schools. Educators are not fully empowered in managing the scholar transport because they find it difficult to resolve some issues which are brought by complications in the scholar transport. After the data presentation on empowerment issues that seek improvement on the execution of safety measures, the data on challenges on affecting implementation was presented.

5.2.3 Challenges that hinder the implementation of safety measures

During any implementation, problems exist and they must be rectified to ensure that similar problems do not exist in future. The researcher was striving to know the challenges that hinder educators to implement regulations for safety measures at public schools. The data from the interviews and observation reveal that educators and security guards are negligent and the security appointment processes are very slow. The issue of random searching as a time consuming exercise also came in as a challenge. It was also clearly highlighted that poor fencing poses more danger to school safety. There is an influx of drugs and dangerous weapons that are coming into the school through learners and by people who are not even learners (the external drug sellers) and these drugs cause violence and lack of safety. There is little attention placed on the scholar transport by the school management. In terms of scholar transport, it was found that there is corruption involved with inappropriate allocation on transport. Learners are dropped at inappropriate arrival points and most vehicles were also reported to be overloaded. Lastly, different traditional male circumcision routes were reported to be affecting safety in the school.

Educators and security personnel were perceived as individuals who are not providing sufficient care and that might lead to negligence:

Well ke! kwicala lootitshal,a ngeyam ingcinga, zititshala ezisuke zingabakhathalelanga abantwana, kuba into ene-safety yinto oyibona kuqala [Well on the side of educators, in my view, teachers do not care for learners because safety issues are seen by them first] P1A.

Ndingathi kuyenzeka uma i-security singawunaki umsebenzi njengoba mhlambe njengoba ubungena awubhalwanga phantsi. [I can say when the security guard does not do his work well, like when you entered the gate you were no recorded down] (P1A).

The management of access to school might be affected by the fact that there is understaffing in the security section and that government takes too long to fill the vacant posts

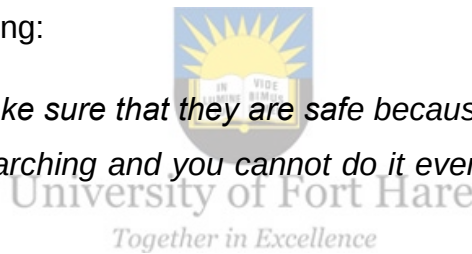
for security officers in schools. This can be evident from the following words uttered by EDUCATOR 2A and PRINCIPAL A:

Like I have just said that because the security is one maybe if the security has gone somewhere is not there, then there is a problem that's why I said there should be more than one or even two or they could be more than four because there will be a person if the security is not there you can see that one security is not enough (E2A).

The one was employed by the department passed away, but post has not been filled and the SGB had to hire someone with their small stipend so that there can security officer at the gate (PR1A).

One of the educators agreed that there are challenges in ensuring safety in schools as they do not have sufficient time to ensure safety because most teachers want to use time on teaching and learning:

... it is difficult to make sure that they are safe because that will take us long time to make random searching and you cannot do it every day that searching of the learners (E1A).



The following were some of the challenges that emanated from the data: poor fencing causing difficulty in managing access to school, influx of drugs and members of the community selling illegal drugs:

The challenges are that before like the school was not fenced well so learners it was easy for them to go out during the school; time, they go out or sometimes because we are in a rural area there is someone who is selling the drugs (E1A).

...they keep on carrying the unwanted thing [drugs, knives] and they come with them inside the premises of the school (E1A).

This reflected a challenge in terms of adherence that is caused by social ills.

E2A also shared almost the same challenges that they face when they are trying to implement safety measures:

Firstly, this challenge I am talking about that the fence was not there now the fence is complete so we are having a look. Secondly, the department needs to look for somebody because that one is temporary and is under the SGB. And when we are looking for someone to be the security, we need to have someone who is very strict (E2A).

This can be caused by the lack of financial resources, which could enable the school to employ someone who possesses high security qualities or install security devices that can curb the problem of lack of safety in school.

The data indicated that safety in this school is threatened by drug abuse and dangerous weapons. This was supplemented by L1A when she said:

For one I think it was last year I saw a guy from my class he was selling weed and one was selling cigarettes. And I think that's the most drugs they have here in school but some children from the school come with alcohol inside the school putting them in juice bottles so that teachers could not see disguising the alcohol (L1A).

In a further attempt to show that these challenges that emanate from social challenges are really threatening school safety, one learner (L2B) said:

Yah! I can say it's the use of drugs and the surrounding communities, the peer pressure among some other students and the impact from the environment that people may contribute to unsafety because ekuhlaleni [in the community] there are more people who are uneducated, so nabanye bazokwenza into eyenziwa ngabanye although bona besesikolweni baPractise [others will do things that are done by others although they are at school and they practice things] that are in the outside community even though they are at school] (L2B).

P1A also added that learners put their lives at risk because learners bring drugs to school. Sometimes they come to school already intoxicated and people who are not even studying avail themselves of these drugs. These drugs are brought by other young people from the community.

Mmmh well ke! bakhona sibabambile njengoba kuqhuba izi-study kukhona abafika apha bedakiwe kodwa bayafunda, two behamba nongafundiyo” [Mmh well we have caught learners during afternoon study times who are drunk, two of them were not even learners] (P1A).

Parents also claimed that drugs together with violence affect the normalisation of the safety of learners in schools. This was evident by the following statement from a parent:

Lelona cala linzima kakhulu elo line-drugs uye uphwule ukuba abantwana bafika be-right ekuseni kodwa after break ubone utshintsho into ethetha ukuthi kukhona ekuhlaleni ukungayihloniphi into yesikolo because kusho ukuthi bakhona abantu aba use abantwana apha ngaphakathi kule nto ye-drugs mabakwazi ukuthengisa and kukaninzi sibamba umntwana ene-drugs mhlambe uphethe intsangu. [Dealing with drugs is difficult because when learners arrive in the morning they are usually in good state but after the break they misbehave and that tells you that there are people who are using learners to sell the drugs like dagga at school] (P2A).

Based on the observation, the researcher visited the male learners' restroom and saw the pornographic images, and unaccepted sexual and insulting language like:

*B**ch, f*ck you, kuzonyiwa zinja, get rich or die poor mother f**kers, weed for life n*ggas (observation).*

This might mean that learners become rude and they become insulting when they have consumed drugs. There is a relationship between drugs and gangsters (Laidler & Hunt, 2012). This might have affected this school because there were 26, 27 and 28 gangster signs which were found in both the restrooms for male and female learners in this school. Lastly, during observation the researcher come across multiple cigarette leftovers and plastic dagga packaging at the restroom for male learners.

Even the principals, say that educators face multiple challenges when they are trying to ensure that the regulations for safety measures in schools are implemented well. PR1A

also added that learners lack discipline because they consume drugs, and teachers are seen as defenceless. Illustratively, the principal showed this social challenge by saying:

Our learners are unruly, learners are so unruly and they are using drugs, their teachers don't have control over the learners, there is no more learner punishment, the teachers are defenseless (PR1A).

This school had few learners who were using official scholar transport, and some learners use the other transport which is arranged by their parents. Problems that arise from the transportation of learners include late coming, learners are not fetched until late hours, vehicles leave learners at a station which is far from school, vans are utilised to transport learners, vehicles are not roadworthy and the vehicles are overloaded. Below are few concerns raised by participants concerning the transportation of learners:

At the school we do have scholar transport but it is taking only one group of learners, others are not taken, so parents must arrange for them to come to school and sometimes they arrive late because they are moving [long] distances (PR1A).

There is also corruption involved in scholar transport because taxi drivers want to claim for days or learners they did not transport:

Into eyenzekayo kukhokhelwa umntu, uthole ukuba umntu akabathuthanga, uthuthe abahlanu, akhokhelwe abantu abalishumi [What happens is that a service provider want to claim for 10 people while he or she only transported 5 people] (P1A).

Moreover, P1A had a grievance that scholar transport does not drop learners where they are supposed to be dropped and this is against the requirements of the Regulations for Safety Measures in Public Schools.. They leave learners in a station far from the school:

Zibabeka phayaa, sathi sobe siphinde sihlale ngoba zibabeka leee esitishini, sathi ke abukho ub u-safe apho" [They drop them in the station very far from school and we said there is no safety in that] (P1A).

I can say the scholar transport is inadequate because sometimes it brings students late, sometimes it takes them after many hours after the school have been closed. So, I think what if the students can have some dangers while waiting for scholar transport (L2A).

The short observation conducted by the researcher indicated that the scholar transport vehicles which were the vans or bakkies had no mirrors, over worn tyres and broken windows. Lastly, these vehicles were overloaded.

The Eastern Cape is known for its unwavering commitment to the culture of traditional male circumcision. Unfortunately, this practice is slowly affecting the safety of learners in schools because of the conflicts between the different initiations rites that male learners in schools take. PARENT 1A said that male learners fight in school because of unfinished arguments which emanated from traditional ceremonies (*imigidi*).

Sike sanayo lo ngxaki yokubethana kwamakhwenkwe xa siyihlalela phantsi safumanisa ukuba yinto yangaphandle emigidini [We had that problem of male learners that were fighting and when we were investigating and discussing we found out that the cause of the fight emanates from traditional ceremony conflict] P1A.

For boys it is about the thing for circumcision because there are different types of initiation schools so now they do not get each other along (L1A).

Key Findings: There are multiple challenges that hinder educators to implement the regulations for safety measures at public schools. In terms of access to school, these challenges include the problem of understaffing and negligence in terms of security guards who ought to be responsible for the access to school. As far as drugs and violence is concerned, another challenge that hinders educators to implement safety regulation are community members who use learners for selling drugs for them within school premises. Moreover, intoxicated learners were found to be unruly and violent. One of the contributing factors to violence is that there are multiple traditional male circumcision rites that learners undergo. Members of each traditional male circumcision rite tend to undermine each other, hence violent and dangerous fights erupt. Lastly,

safety in the scholar transport in this school is threatened by overloading by service providers and corruption. There is also a misappropriation of scholar transport because some learners who are coming from very far places are not catered for and those learners might be exposed to rape, robbery, kidnapping, physical tiredness. These challenges downplay what is expected from the schools in terms of implementing of safety measures as it is outlined in the Regulations for Safety Measures in Public Schools. In the next sub-section, I will be presenting findings on how safety measures are monitored in schools.

5.2.4 Monitoring of safety measures at public schools

The researcher wanted to know how the implementation of the safety measures is monitored in schools. The data analysis indicated that this school did not have a school-based safety policy. Moreover, indemnity forms and scholar drivers register could be provided by the school. The data also shows that the participants had different view as to who should be responsible for monitoring the safety policy. The researcher also found out that access to school is monitored by a security register. Although there is monitoring of the access to school, there is inconsistency in managing that area. The monitoring of scholar transport fails because there is no communication between the school and the service providers. Lastly, although educators complained that random searching of drugs is consuming teaching time, the drugs seemed to be monitored through random searching.

One of the roles of the researcher during the data collection process in this school was to collect all the school-based documents which relate to safety in this school. However, upon the request for documents like school-based safety policy, indemnity forms, early release forms and scholar transport register, the school could not provide these documents.

SGB parents had different views as to who should be responsible for monitoring these policies. When these parents and educators were asked as to who is responsible for

monitoring the safety policy. The responses they uttered reflected clearly that they were not sure who is responsible for monitoring the school safety policy:

Ngu-chairperson no-principal [It's the chairperson and the principal] (P1A).

Make ndithi kukhona umntu esimbiza ngubaTLO [Teacher Liaison Officer] ujongene ukuva izinto ezizikhalo ebantwaneni akwazi ukuba zikwazi ukudibana nathi. [I think the TLO who is responsible for handling complaints from learners] (P2A).

The principal is responsible and the SGB and also me as a coordinator, yah! (E1A)

According section 5 of the Regulations for Safety Measures at Public Schools, people that are coming to school must be monitored. The access to school premises is said to be controlled by a register book at the gate by the security guard because P1A said:

Siwajonga through ibook ka-security [We monitor through the security book] (P1A).

EDUCATOR 1A also supported the above sentiments because he said:

There is a control book by the security gate which a person has to sign first before coming inside (E1A).

The school head cemented the school's monitoring method by saying:

Through the gate (PR1A).

Most educators in this school seemed to be relying more on what they think is right without any policy backing. When E1A was asked as to how do you ensure that safety policies are adhered to, he had this to say:

Since it is something we knew that we been putting light with it, we were using our ways of ensuring that is safe at school. Like we use to call the meeting, parents meeting and address the parents with the learners and we tell them what is going to happen if found in possession of these unwanted weapon or drugs.

So the parents are going to be informed and parents are going to be informed (E1A).

Although the monitoring for access to school premises is performed, E2A felt that there is inconsistency in monitoring the scholar transport. She said:

Yes, we do sometimes but not always (E2A).

She was referring to checking the presence and appropriateness of the scholar transport. P2A was concerned about the delays, total absence and the poor communication between the school and service providers, when maybe there is an early release or when there is an emergency. These challenges put more pressure on monitoring:

Ehh! scholar transport ngokwangoku, since kusebenza kakhulu amakhumbi, anento yokudileya ingakumbi ngamaxetsha a-late xakufuneka abalande abantwana, masenze umzekelo isikolo siphume ngo-1 kanti u-driver ebesazihambe eyakho into, ubhake ukuthi abantwana basesichengeni belinde lo moto ingade ifike, uboke zizinto ezinjalo obona ukuthi ziyakhalisa [Ehh! At the moment the scholar transport is still doing well but the taxis delay to fetch the kids especially when the school is released at 1pm. These drivers would be still busy with their core business and now learners would be at the risk, so those are the complains that we have] P2A.

Drugs and dangerous weapons seem to be monitored through random searches. This monitoring of drugs and dangerous weapons fails because P2A felt that there is a conflict between what South African Police Services (SAPS) prescribes and what the schools want to do to control drugs in schools:

Into embi apho sifike siphambane khona norhulumente, yena uthi amapolisa akafuni kusetshelwa, afuna ukuzisetshela wona, kungabisithi esizobamba into emntwaneni sithi lo mntwana sibambe into ethile kuye, bathi babo ekufanele bazibambele, uyibone ke ngoku niyayibamba afike njee amapolisa ayibona ke kungabikho ngqalelo ngento eyenzwe ngulo mntwana [The sad part is that about

government is that when we catch these boys with drugs and report them to the police but the police argue that they want to find the evidence on their own, not the evidence provided by the teachers during random search. The police do nothing about the learner found with drugs] P2A.

During the observation, the researcher established some very serious safety concerns in SCHOOL A. Firstly, the access to the school premises was uncontrollable because the school had old fencing and the school was in the initial phases of installing new fencing. Secondly, there is one security guard yet the school is considered as a mega school and the logbook or visitors' book is only at the reception on the administration block but there is no visitors' book at the gate. This reflects a very bad image about the monitoring.

In an attempt to understand the implications of the policy implementation failure, PR1A said:

Failure rate, because there is no discipline, they do not learn and if they are intoxicated, they do not learn, they do not respect the teachers, they do not respect anyone, they don't even respect themselves so that is the problem as the results there is high failure rate (PR1A).

Key Findings: In summary, this school did not have a documented school-based safety policy and that exposes learners to unsafe conditions. Furthermore, the absence of a school-based safety policy leads to poor monitoring of the policy and policy failure in general. In terms of the scholar transport, School A could not produce a safety policy, an indemnity form and a scholar drivers' register that are widely used for monitoring access to schools, scholar transport and drugs. The researcher also found that the most difficult area of monitoring in this school was on drugs and dangerous weapons because the school had an inadequate fencing, hence the poor monitoring in drugs and dangerous weapons. The problems around poor fencing also contributed to inadequate management and monitoring of people that are coming and leaving the school premises.

5.3 SCHOOL B

5.3.1 Background

This is a quintile 1 school that is situated in a rural setting and is led by a female principal. This is a government-funded school, meaning it is a school registered as a Section 21 school. The school manages the finances on its own. The school runs from Grade 8 to Grade 12. The school has 564 learners, which enables it to be referred to as a medium school. Out of those 564 learners, 270 learners are females and 294 are male learners. The school has 23 teaching staff and three supporting staff on their staff charts, which make a total of 26 staff members. Of the 26 staff members, 11 are males and 15 are females. Science, Commerce and Humanities are three basic streams that the school offer in their FET band. The school scored 67 percent in terms of matric performance in 2017 and the school improved to 83.1 percent matric pass rate in 2018.

The school's management structure comprises of one principal, one deputy principal, and three HODs. The SGB component is comprised of parents, educators and learners. The school has 13 teaching classrooms and no specialised classroom such as computer lab. The administration offices are in the building that has five rooms which cater for the offices of the principal, deputy principal and clerks. A single room is used as a resource room where textbooks are put when they are retrieved from learners at the end of the year. The institution has nine restrooms for educators and learners and one kitchen for school nutrition. It is vital to understand the contextual factors because they assisted the researcher to have meaningful thoughts about the data that was presented. It must be recalled that this school is diverse in terms of different cultures.

In this school, the total number of participants was seven which included the principal, two educators, two parents from the School Governing Body and two learners from the Learner Representative Council. Below is Table 4 which shows a brief profile of the seven participants in this school. After the table which shows the participants, data will then be presented on the empowerment of educators in order to meet the demands of ensuring safety measures are well implemented.

Table 4: School B profile of participants

Participants	Profile of the participants of School B
PRINCIPAL B	She holds B.Sc. and HDE. Before becoming a principal she was a teacher for 7 years. Currently she has 16 years' experience as a principal.
EDUCATOR 1B	He holds a B.Com degree and has 10 years' teaching experience. He is part of the health committee.
EDUCATOR 2B	She holds BA and PGCE. She has served as an educator for 10 years and she is part of the health committee.
SGB PARENT 1B	A married male parent who forms part of the SGB. He is the Chairperson of the SGB
SGB PARENT 2B	A married male parent who forms part of the SGB and is an additional member to the SGB.
LEARNER 1B	A boy who is 19 years old and doing Grade 11. He is the president of the RCL.
LEARNER 2B	A girl who is 16 years old and is doing Grade 11. She is the deputy president of the RCL.

5.3.2 Empowerment of educators about safety in public schools

In School B educators, principal and parents were asked about how they are empowered so that they can deal with the implementation of the regulations for safety measures at the school. The data from School B indicates that there has been a form of empowerment in the form of workshops and trainings where only one educator, the principal and the chairperson of the SGB were included. The three people who were trained had to train their fellow colleagues. These training and workshops were on managing the schoolyard, fencing, school access, gate control and searching for drugs and dangerous weapons. Moreover, educators do get some form of support from the SGB members, SAPS and the Public Works Department. Although there is a form of empowerment, the empowerment is not sufficient and that leads educators to use their own discretion to manage safety in the school. This section seeks to answer the sub-questions which are about how educators are empowered to implement the regulations for safety measures at school B. The empowerment of educators in terms of safety in this school was in the form of workshops and trainings.

...we only got training...PR1B

...kula [in that] workshop... E1B

...phaya [there] kwiWorkshop... E1B

In these workshops, only the principal, SGB chairperson and one educator were in attendance.

...ibindim no-chairperson and one educator [It was me, chairperson and one educator] PR1B.

However, the trained people per school were to train their fellow members at their respective schools.

...meaning they will train bona in return the other members. [...meaning they will train other members in return] E1B.

The data extracted from PR1B indicated that there was some form training on managing schoolyard, fencing, school access, gate control, searching for drugs and dangerous weapons.

...oh nge fencing, kwaqalwa nge general safety fencing nokubaluleka kwe access kwi school yard ukumane sibamba siyeka iconrol kwi gate control nokupokothwa kwabantu kubaluleke kakhulu yabona ke igate searching ziyenziwa kakhulu eskolweni lonto ibalulekile because amabhoso (Knifes) nentsango (dagga).... [...it was on fencing, in fact it was just general about fencing, access to school yard, control at the school gate, searching the learners at the gate is important because there are knives and dagga...] PR1B

...for example your know that there is an entrance point to the yard then obviously there maybe people who are coming in and out, they may be carrying weapons so searching. Yah we do get trained as far as I am concerned for an example when you are searching a female must be searched by another female, a male by a male E1B.

In an attempt to supplement the empowerment derived from the trainings, the SGB also provided empowerment to the educators through motivation.

Isupport esiyinika otitshala kukubakhuthaza apho benze khona kakuhle. [The support that we give to teachers is to motivate them were they did right] P2B.

The school seems to have a supportive SGB because in an attempt to support the educators on safety they employed additional security to strengthen safety measures and teachers get help from the district office through the district safety officer. This is supported by the words from PR1B when she said that:

Besides abatata osafety officer no-watchman, siphinde sibenabo others phof bakhona abanye oowatchman besides aba ubabonayo since isikolo siyiHigh school sisigada 24/7 if ndingayibeka ngelohlobo, bakhona aba babhatalwa by the SGB. [Besides the district safety officer and watchman, we do have other watchmen besides the ones you see now, since this is a high school, we guard the school 24/7. We have other watchmen that are paid by the SGB] PR1B.

The above sentiments illustrate the support provided by the SGB to the educators. Moreover, SAPS and Public Works Department also support in ensuring safety in schools through awareness.

siyabamema abantu sibize SAPS beze bazokwenza awareness. [We invite people from SAPS to make an awereness] PR1B.

...Ehh we do get stakeholders like SAPS and advises us on various things like sometimes sike sifumane nentsangu nezinye iweapons... [... ehh we do get stakeholders like SAPS and advises us on various things like sometimes where we get dagga an weapons...] E1B.

Then phaya kwiWorkshop there are people abathathiweyo phaya kwaPublic Works that must be part of the committee. [Then in that workshop, there are

people who were extracted from Public Works that must be part of the committee] E1B.

However, P1B was of the view that educators are left alone at the school to deal with safety concerns and violence, meaning that the intervention of the community is missing.

Hayi bhuti akuncediswa, hayi bazimele otitshala. [No my brother, educators are not assisted, they are standing on their own] P1B.

On the other hand, P1B was contradicted by P2B because P2B said that they do support the educators by motivating them if they did well on something:

I support esiyinika otitshala kubakhuthaza apho benze kakuhle khona nokokuba ukuba kukhona izinto ezisibona okokuba ezizinto zingenza okokuba abahamba kakuhle ngenxa yazo engenza lonto ukuba abantwana banganithathi ngendlele okumele banithathe ngayo. [The support that we give teacher is through motivating them when they did well on something and advise them to ensure that they have a common understanding with learners] P2B.

Because teachers are not getting relevant and enough training on setting a safe school tone, the educators complain but no one seem to care.

In the absence of training or little training on safety, educators do according to what they think is right:

We don't have a particular training but it's a way we just dealing with it, trying to talk to the learners, trying to take them to the social workers anything that may assist to the situation of that moment because they behave differently E2B.

Key findings: In summary, the training programmes which are aimed at equipping educators with skills and knowledge in order for them to implement the regulations for safety measures at the school were in the form of workshops and support by the SGB. Although there was a form of empowerment, it must be noted that the empowerment was not sufficient for educators to deal with illegal drugs and weapons, access to the

school and managing safety in the scholar transport. The insufficient empowerment programmes lead educators to use their own discretion to deal with safety issues such as dealing with learners who had drugs and dangerous weapons at the school and when dealing with scholar transport drivers who just drop learners outside or far away from the school premises. Access to school seemed to be well covered because educators and SGBs had no complains about its management. The lack of empowerment of educators in dealing with safety in the school negatively promotes an unconducive environment and could result to policy failure in terms of safety.

5.3.3 Challenges hindering implementation of safety measures

Educators are facing multiple challenges when they are in pursuit of ensuring that public schools adhere to the regulations for safety measures. The aim in this section was to establish the challenges that educators face when they are trying to implement the regulations for safety measures at public schools. The following trends seemed to be coming from the data: The school had poor fencing which makes it difficult to monitor incoming drugs and learners that come with dangerous weapons. Some learners hide drugs and dangerous weapons using advanced techniques, while other learners use dangerous weapons as a defence mechanism. Moreover, learners have networks with people who are not students that ultimately bring drugs to school during break time. Poor fencing leads to improper monitoring of learners who go out of the school during the break time and come back with drugs, and there is no safety assistance from the community. Packaging plastics for dagga were found in male restrooms. There is fraud in scholar transport and the scholar transport service providers delay in fetching school children after school. The scholar transport vehicles were overloaded and a little unroadworthy.

These physical challenges like poor fencing are counter-acting what educators are trying to do in ensuring safety in schools. Moreover, an observation conducted by the researcher also established that fencing was extremely poor in this school. E1B said:

Mmhh yiyadi le engabiyekani kakuhle of which siyiraisile kula workshop zathi iziphathi mandla masilinde department izawuza nobonelelo lokubiya properly.

[The schoolyard is not fenced and we only realised from the meeting we had with the department officials that the school will be help with fencing] E1B.

E1B also added:

Drugs yhey mhlekazi ngeke. Okey kwesi sithu isikolo kubalulekile ukuthi makubiywe so that uyazi ukuba who is in who is out but yhey umcimbi Drugs lo abantu abadla ngokuwutsiba zininzi iziganeko eziye zenzeke. [Sir, drugs are a huge problem, in fact in our school it is important that we get fencing so that we can know who is in or out. We have many cases of drugs] E1B.

Parents also realised that the teachers are in a tight corner in terms managing safety in school. P1B highlighted some of these challenges when he said:

Ehh apho ke umbuzo wakho apho ke siba bamba kakhulu phaya ngeBreak because ukubiywanga apha ekhaya soo bayakwazi ukuphuma ngaphandle bakrobiselane nabanye ke abangafundiyo kuthi ke ngeBreak sibabambe. [We catch learners during the break because the school is not fenced so some learners usually go out and come back with drugs during the break] P1B

It can be noted that learners go out of the school during the break and come back with drugs when the break is over and that violates other learners' right to a safe and healthy environment. In addition to what the above parent said, P2B said:

izinto esizibona ngengento eyingxaki kukungabiywa apha esikolweni, kukuzoba ngabiywa lwesikolo kwenza ukuba nabani akwazi ukungena engangena nezinto eziziDrugs okanye umntwana aphume endaweni ekungeyoGate kwenza ke kungabinayo ukukhuseleko. [We see poor fencing as a problem because strangers can come with drugs without noticing him or her] P2B.

Learners also have connections with people who are not students but who bring drugs to school during break time:

akubiywanga apha ekhaya so bayakwazi ukuphuma ngaphandle bakrobiselane nabanye ke abangafundiyo. [The school is not fenced so they go out and trade the drugs with those who are not students or no longer] P1B.

The most threatening factors in school safety are the use of illegal drugs and unauthorised weapons.

Ngebreak sibambe and engase bavule pha ubone zonke izidakamizwa esizibamba apha, nemibese esele yathathwa ngamapolisa epha ko 15 eminye kwigida lesibini imibese eyi 12 ngoku kukhona 4 ne 20 ke zecuba. [During the breaks we repossessed and I wish they could open so that you can see all drugs that we repossessed here, the knives which were taken by the police were around 15, then on the second session we got about 12 knives but currently we have 4 and 20 pack cigarettes] P1B

Another challenge that was raised by the principal of this school was that she is overloaded and that affects her management in terms of safety:

Andikwazi uhlala egayithini although ithi ipolicy uprincipal makabese geythini, ucinga ukuba ndingawenza nini umsebenzi wesikolo. [I cannot be at the gate although the policy says that the principal must monitor the gate, do you think I will be able to do other school tasks] PR1B.

P1B who is part of the SGB was also a security personnel at the school. Therefore, PR1B was also supported by P1B on the issue of work overload because P1B said:

apha eskolweni akubiywanga owona msebenzi wenza umsebenzi wam ubeyiTripple job. [Here at school, we do not have proper fencing and that makes my job to be tripled] P1B.

Learners are reported to come to school already intoxicated:

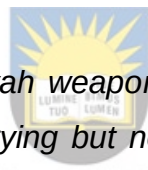
Into ilapha engqondweni, uyabona xa kuzongena umntu ngaphakathi sele ene-drugs apha engqondweni eqhunyiwe. [The problem is that these learners come to school already intoxicated by drugs in their minds] E1B.

Although E1B stresses that learners come to school already intoxicated, the short observation found out that there were numerous cigarettes buds and dagga leftovers in males restrooms, so this could mean that indeed learners come to school already intoxicated. This could mean that this school has not met the some safety requirements that are stipulated in section 4, 5 and 8D of the Regulations. Moreover, uncovered electrical wires and packaging plastics for dagga were found in male restrooms during observation.

During the observation, I saw two male educators smoking on the school premises. This might lead learners to copy this because it is done by an adult who is equally a professional and maybe a role model to them; in a nutshell, this might perpetuate the use of drugs in this school.

Another educator from School B had this to say concerning the challenges in ensuring safety in the school:

Drugs most of the times and yah weapons that they bring to school. They are very dangerous. You end up trying but not to your level best because you are also afraid at the same time E2B.



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In support of showing that educators are faced with challenges, L2B said:

Yah sir ndingatsho ndithi eyo ingenzeka or iyenzeka yona but yona ngenxayokuba abafundi ngeke ubakhuthuze kuyo yonke indawo kodwa bayakhuthuzwa kodwa ngeke uzazi imfihlo zabafundi zingena ngelohlobo. [Yah Sir I can say that it happens that students bring drugs to school because they are not searched every day and it's not easy to see where they hide the drugs, they have their secrets] L2B.

Although the school might be trying to search learners before entering the school, learners have advanced skills in hiding weapons. Security officers at this school are not armed. E1B supported this statement because he said:

Kuphinde kubekho osecurity kodwa off course abaphathi zibhamu bayoyika nabo. [Again there are security guards but they do not carry guns and they have a fear too] E1B.

Excess consumption of illegal drugs leads to unprotected and baseless go-slows or strikes by learners:

inomthelela kakhulu iyayenza (drugs) abantwana bahlale phandle batoyitoye. [The influence of drugs lead learners to stay outside and strikes] P1B.

Moreover, when E1B was asked about the effects of drugs he also added that:

Sometimes kuke kubekhona neStrikes apha. [Sometimes the school experience the strikes] E1B.

E1B and P1B tried to illustrate that male learners hide drugs and dangerous weapons using advanced techniques because male learners are always searched:

amakhwenkwe esoloko eSearchwa apha esikolweni, abone ke makanyenyise apha emantombazanini, yobona iglue stick bayakwazi ukuyisebenzisa ukufaka intsangu kuyo ngoba bayayikhupha iglue bayiCleans bafake ke lentsangu namapilisi futhi ayafakwa sibabambe pha egayitini nemibese emininzi okapi. [Boys are always searched here in school so they use girls to transport drugs to school. They also use glue stick because they clean the glue stick container and then store dagga and pills in it. We then catch these things at the gate with many knives] E1B

Baye bazingenise namantombazana njengangoku namhlanje kungene umthwalo wentsangu ongene nentombazana. [They use female learners to transmit drugs like today we repossessed a massive bag of dagga] P1B.

The school boys also use school stationery as weapons. For example, P1B said:

Amakhwnkwe ake alwa ngoJune asebenzisa isixhobo zesikolo besebenzisa iskere ne-Campus. [Boys once fought using school stationery. They were using scissors and compuses] P1B.

There seem to be fewer challenge in terms of scholar transport because the majority of the participants pointed out few concerns but there seem to be delays and fraud in scholar transport. P1B articulated that:

kukhona ibus ibingenzi kahle ibeno two days ingezi afike agunyazise ukuSiyina for intsuku engekho. [There was a bus that was not doing well because it would not come to school for two days but the driver would come and demand to sign for the two days the transport was absent] P1B.

The poor capacitation of educators leads to failure in managing school safety. PR1B raised concerns in terms of safety in the scholar transport by saying:

Unfortunately, asitreynwa ntweni kuvele ku introdyuswe into uzibonele uyabona ngok even now iconrol ye scholar transport sazibonela. [Unfortunately, we are not trained we just act on our own to control the scholar transport] PR1B.

L2B highlighted that male learners fight because some male learners went through a different traditional male circumcision route:

Hayi okanye zizinto zabo zokuya entabeni kwabo yah ndiyacinga..... Andizazi kakuhle njee okanye kubangaMaxhosa namazawa like izinto ezikanjalo. Like if kukhona ongevani nabo omnye axabane nomnye bangalwa. [They fight because of initiation schools...I do not know well but AmaXhosa and amaZawa usually have disagreements and fight] L2B.

Key findings: There are many challenges that hinder educators to implement regulations for safety measures in this school because it can be noted that the school had poor fencing which makes it difficult to monitor the flow of drugs and learners who come with dangerous weapons to school. Learners hide drugs and dangerous weapons using advanced techniques. Moreover, dangerous weapons are used as a defensive mechanism strategy by learners. There are challenges in access to school premises

because the poor fencing leads to improper monitoring of learners who go out of the school during the break time and come back with drugs. It was also found out that poor fencing and lack of personnel compromised the proper administration of people who access the school. There seems to be corruption in the scholar transport because the scholar transport service providers forcefully want to sign for days when they did not pick up the children from school or from their homes.

Threatening safety issues in schools do not threaten only learner's safety, but the safety of teachers is also getting out of hand. As a result educators resign and look for more conducive working environments. Both educators and SGB parents are not explicitly exposed to the law or policy which relates to education. Learners are exposed to unsafe conditions because of uncovered electrical wires and dangerous weapons that learners carry to school. Unsafe conditions do not only threaten learners' safety but also educators' safety is compromised. Lastly, it can also be concluded that different male circumcision rites have an effect on the level of safety in this school.

5.3.4 Monitoring of safety measures at public schools

School governance or managers play a crucial role in ensuring that there is effective monitoring and evaluation of safety policies at school level. The above statement is reinforced by section 20 of the South African Schools Act of 1996 as amended in 2011 because indeed the SGB and the principal must promote the best interests of the school and the children. To understand how the regulations for safety measures are monitored at public high schools, the researcher interviewed the participants in School B. The short observation was also conducted and then the researcher performed document analysis.

Firstly, participants from School B were not sure as to who is responsible for monitoring the safety policy. Moreover, upon the data analysis, it was established that there was no proper monitoring of the safety regulations. In fact there was "draft" policy the school uses. The school did not have critical safety documents such as safety policy, indemnity form and release forms. The school failed to monitor drugs and dangerous weapons that affect the safety of the learners because the school had incomplete fencing. The

school is able to monitor it through a daily register for delivery and pick up of learners. Lastly, the school monitors the access to the school premises through security guards.

When participants were asked about who is responsible for monitoring the safety policy they had this to say:

Ehh ndingathi ipha in between principal deputy noSGB chairperson. [It is between the deputy principal, principal and SGB] P1B.

nguSihlalo weSGB no Principal. [It is SGB chairperson and the principal] P2B.

The above direct quotes illustrate very well that parents had different views as to who should monitor the safety measures in a school. Some were of the view that it is the principal, deputy principal and the SGB chairperson.

When PR1B was asked about the monitoring of safety policy he said:

Yi-draft because asiyisi ndawo... [This is just a draft because were are not using it or taking it anywhere...] PR1B.



The school which does not have safety working documents or policies may not be in a good position to monitor the implementation and that may negatively expose learners' safety.

E2B confessed that their safety committee and safety policy "draft" are not functional:

We do have the two [safety committee and safety policy] but we are not implementing the policy. It is non-functional E2B.

To the researcher, this showed that safety of learners in this school is not taken seriously. This literally means that the absence of the school-based safety policy makes it difficult to manage safety of learners because a policy is a guiding document in many institutions.

Monitoring of the access to school seemed to be the area where the school is effective because, according to P2B, monitoring at the gate is done via this method:

Ukungena kwabantu esikolweni, xa engena egatini kunebhuku apho abhala khona esitsho ukub a uyaphi uya kubani uyokwenzani ixetsha lakhe engana naxa ephuma. [Access to school by people.... when you enter at the gate there is a book where you write your name, purpose of the visit, person being visited and time for arrival and departure] P2B.

We depend only kwaba bantu ba setshayo egeythini koSecurity. Kudiphenda ku watchman. [We depend only on those people who are searching at the gate like security] PR1B.

On request for safety documents that are used by the school, a draft was produced and this “draft” reflected the name of another school. This draft was also handwritten in some sections. This really shows that the school had no school-based safety policies. It raises a huge concern that a high school with over 700 learners functions on a draft policy in this 21st century.

Key Findings: The measure that is used to monitor access to School B is a security logbook. Besides the monitoring of the access to the school through the security logbook, it can be noted that generally there was poor monitoring of the safety regulation and in fact no policy formulation cycle was completed because they had only a draft policy. On the request for documents, the school could not produce critical safety documents such as safety policy, indemnity form and scholar drivers’ register. Both SGB parents and educators seemed to be not well informed about who was responsible for monitoring during policy implementation in respect of scholar transport. The school failed to monitor drugs and dangerous weapons that affect the safety of the learners because the school had incomplete fencing. The school does not have a school-based control policy for the scholar transport which suits its needs and situation. Generally, the findings on monitoring of safety measures in terms of access to school, scholar transport and drugs and dangerous weapons are not tallying up with the expectations of the Regulations for Safety measures at Public Schools.

5.4 SCHOOL C

5.4.1 Background

Lastly, this is another rural high school offering teaching and learning services from Grade 8 to Grade 12 to 1335 learners on their charts. The school's teaching staff is 49 and 9 support staff. These 1335 learners are made up of 588 boys and 747 girls. Out of 49 teaching staff, there are only 15 males and the remaining portion, which is 34, are female teachers. All the support staff members are females. The school's FET band comprises of commerce stream, science stream and humanities stream. This school is a mega school and a Section 21 school. In terms of Matric academic performance, the school achieved 67 percent in 2017 and 71, 5 percent in 2018.

In terms of the management structure of the school, the school has one principal, one deputy principal and six HODs. The SGB component is comprised of parents, educators and learners. The school has 22 teaching classrooms and one specialised classroom which is a computer lab. There are ten administration offices which cater for the principal, one deputy principal, five HODs and two administration clerks. There are two rooms which store all the textbooks, ten restrooms for educators and learners and the school has one kitchen for school nutrition.

When the researcher visited School C, the school environment in terms of safety was tense because the school had lost a Grade 11 learner who was stabbed to death while he was coming back from the afternoon classes about nine months ago. This alone sets the tone of challenges that are face by the educators when they primarily want to deliver quality education in a conducive environment. The researcher feared that the educators might not be willing to open up about safety issues since the wound was still new.

As a researcher, it becomes essential to classify the participants very well so as to understand their contributions as far as the phenomenon is concerned. Table 5 gives brief details of participants in *School C*.

Table 5: School C profile of participants

Participants	profile of the participants of SCHOOL C
PRINCIPAL C	He holds Diploma in Education, Certificate in Leadership & Management and a Certificate in Environmental Education. He is a newly appointed principal with only one year experience as a principal. Before the appointment, he was a teacher for 26 years.
EDUCATOR 1C	He holds STD and he has been teaching for 24 years. He is in the safety committee.
EDUCATOR 2C	He holds Diploma in Education and ACE. He has 22 years as a teacher. He is part of the safety committee.
SGB PARENT 1C	A married male parent who sits on the SGB as the chairperson.
SGB PARENT 2C	A single male parent who forms part of the SGB as the additional member.
LEARNER 1C	A boy who is 19 years old and doing Grade 11. He is the RCL president.
LEARNER 2C	A girl who is 16 years old doing Grade 11. She is the deputy president of the RCL.

5.4.2 Empowerment of educators about safety in public schools

In a broader view, empowerment covers training, positive influences, capacitation and intrinsic and extrinsic motivation. A school that wishes to be functional and effective must adopt all the key elements of empowerment. Employees, especially teachers, need that level of empowerment. This section seeks to answer the sub-questions which are about how educators are empowered to implement the regulations for safety measures at school C.

The data revealed that in terms of teacher empowerment for the betterment of safety in this school the educators do get empowered through small-scale training or workshops and support from the parents and SAPS. These workshops dealt with drugs, dangerous weapons, general school safety and testing of drugs through breathalyzers. Participants viewed workshops on school safety as an ineffective tool towards empowerment. There is a lament about its insufficiency and its lack of consistency. In some cases, it seems like educators end up using their “daily experience” in dealing with safety in school, which might be in line with or might not be in line with law.

Below are illustrative samples which indicate that the empowerment was in the form of workshops and trainings.

There is a workshop that has been conducted... (PR1C).

... sisiwe kwiWorkshorp.... [...we were taken to the workshop...] (E1C).

... They are involved in workshops (PR1C).

The training was on the importance of having billboards for safety awareness, drugs, weapons, the use of breathalyzers and school safety in general.

...supposed to have that billboard, saying drug free area, there must be no weapons, and the area is reserved for teaching (PR1C).

....as the principal or as management to collectively discuss those matters so as to keep the school safe (PR1C).

Recently we have been given breathalyzers (PR1C).

P2C argued that they do assist the teachers but their assistance might not be sufficient:

Okay uncedo esiye sibancedisa ngalo apha esikolweni kukuba sincedisane nabo otitshala ukuba xa kukhona into eWrongo basixelele siye esikolweni siyiyithetha lo nto siyisombulule size neSolution zalanto ibisenzeka okanye ukuba bekuxabana bantwana siyixozulule lonto. [The assistance that we give to educators is meeting them halfway in solving something wrong within the school or if learners are in conflict, we intervene and solve the problem] (P2C).

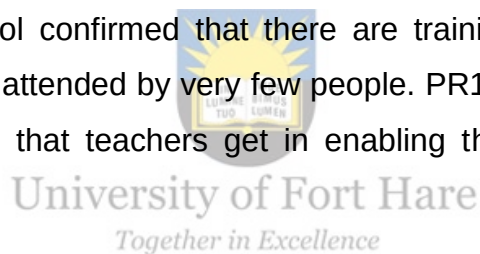
According to the section 4 of the Regulations for Safety measures, a school has to be a drug-free zone. Teachers ought to be prepared to deal with all threatening factors (such as dealing with drug dealers who might be learners or community members, drug addiction by learners, the use of dangerous weapons by learners etc..) in making a school a drug free area and violence free area. When E2C was asked about how teachers are prepared to deal with drugs, this is what he said:

No we are not trained rather than what we know is that sidibana ikakhulu nelocal police station whereby baye beze mhlawumbi ngeloxesha bazoSearcha or elso beze bazokwenza iAwareness. [No we are not trained rather than what we know is that we meet with the local police station whereby they come and search and conduct an awareness sometimes] (E2C).

Although E2C and P2C provided an overview of the support provided, P2C had a different opinion because when P2C was asked about whether the community supports the teachers on safety issues, he replied, *Hayi* [no]. P1C was also asked if they do support educators in ensuring that schools are safe. P1C said:

Uhh hayi honestly asikaze sihlale sibenokucebisana since nalena into yokuba sisiwe kwiWorkshorp ibasanda kwenzeka. [Uhh honestly, we have not sat with them and we only went to the workshop last week] (P1C).

The principal of this school confirmed that there are training programmes but these training programmes were attended by very few people. PR1C, for example, had this to say regarding the training that teachers get in enabling them to deal with safety in schools:



There is a workshop that has been conducted for principals and management so for us and students so as for us to transfer that to other teachers and learners transferring that information to other learners, but we've got the responsibility as the principal or as management to collectively discuss those matters so as to keep the school safe (PR1C).

Empowerment of educators on school safety seemed to be piloted through workshops. But these workshops seem not to include all the educators:

There is a workshop that has been conducted for principals and management (PR1C).

PR1C further cemented the issue of exclusive training by saying:

This task is mainly of the governing body and management because we do not have to involve all teachers on those things (PR1C).

Throughout the interviews, educators lamented that the empowerment programmes for ensuring safety in this school were not sufficient. To illustrate that educators' training on safety has a deficit, PR1C said, *"They [educators] are not getting enough training"*. This was also supplemented by E1C when he said, *"No we are not trained"*.

PR1C further alluded that educators were given drug-testing equipment by the DBE but no training was provided on the use of a breathalyser:

...recently we have been given breathalyser which we are still going to be trained on them (PR1C).

This clearly reflects that there is no intensive training that has been provided for educators on dealing with illegal drugs in this school.

On a more specific note, E1C indicated that they were not trained on managing safety on scholar transport, He said, *"Yah we are not trained on that [scholar transport]"*.

E1C also lamented that teachers are disarmed by government and this can be regarded as a policy constraints because even if they try to practice safety measures at schools, government would question their acts. He said:

It is not easy for you as a teacher to go to that boy and take whatever because of these laws of South Africa that say you do not have to deal with the students in a negative manner (E1C).

E2C felt that in the absence of the training or capacitation, experience becomes the first and better solution to any issue arising in a school:

Ehh andingeke ndikwazi ukutsho ukuthi it is enough but yi-Experience eye isebenze kakhulu ukuba wazi ukuba okey eya into ilidishela kwinto ethile [I would not say the training is enough but what works is the experience to forecast what is going to happen] (E2C).

Although using experience might be a better short term solutions to a safety crisis, it might bring a school into dispute because in the process of educators acting on their own, they can divert from what is required by the law and that might put them in danger. Lastly, E1C also revealed that as educators they are sometimes pushed to use their own discretion for managing school safety:

In as much as if there was a training we would at least have a know-how in order to manage the safety because we just take in our ways okay because of our experience we must manage it this way. But if we were to be given a workshop then it would be so much easier (E1C).

Key findings: Educators were empowered via the support from the parents and SAPS. The researcher established that small-scale educator training on school safety is provided. Educators had a better understanding and knowledge on their roles in ensuring that adequate processes are followed in terms of access to school premises. Teachers had a minimal training on scholar transport which was conducted by the school head and one teacher who happen to have attended a mini-workshop in this regard. For managing safety in terms of drugs, dangerous weapons and access to school, educators use their “experience”. However, there is still a lot that needs to be done in terms of empowering educators to effectively implement the regulations for safety measures in schools. It can be concluded that there are insufficient empowerment programmes on school safety that are provided for educators. The lack of parental support came up as something that teachers do not get from the parents or the community at large.

5.4.3 Challenges that hinder implementation of safety measures

Regarding the understanding of factors that hinder educators from implementing safety regulations effectively, the researcher found out that the management of safety is a very difficult task and it does not require managers who are soft-hearted. The school had no proper and healthy sanitation facilities, illegal drugs like dagga, cigarettes and glue were heavily consumed by learners, and drugs are illegally distributed to schoolboys by village drug dealers. The influx of drugs in School C puts more pressure on educators because learners are normalising drugs in schools, cultural diversity in terms of Xhosa

and Sotho circumcision routes looked to be affecting the safety of learners. It was also found that unlawful drugs, dangerous weapons and gangsters perpetuated the lack of safety. Learners and educators find it difficult to deal with safety in this school. The scholar transport vehicles are vans which are not meant for transporting people and some drivers do not have a driver's licence.

Firstly, the school head revealed that dealing with safety is not easy; not everyone can master the art of managing safety in schools: *"Not everyone can deal with that [safety]"* (PR1C).

The school principal also indicated that educators who put more effort into safety by strictly ensuring that drug use is eliminated are exposed to an immense danger: *"They can be exposed to lot of danger"* (PR1C).

This illustrates very well that educators who are trying to establish safety in schools are likely to be targeted by drug dealers



The level of difficulty pushes educators to extend their job scope to even cover issues of bullying especially to the school newcomers because L2C said:

baye bafike abafana abatshayayo abe efuna ukuyothenga icuba athi ndinike noba y-R2 or R5, oyike ke umntwana bayikhuphe lomali. [School boys smokers demand R2 or R5 for buying cigarettes, because of fear, the newcomers would succumb and give them] (L2C).

Some of these challenges might be out of the educator's scope but they are subject to account if something bad happens. For example, as an educator it is not your role to fence the school but when an accident occurs it is likely that the educator will have to account to a certain extent. PR1C had this to say about the challenges:

They can be exposed to lot of danger if they can for themselves more especially if you can look to our school fencing is rather poor you can see outside... (PR1C).

Another problem that is face by educators or the school is that some community members are selling drugs to the school kids.

Enye into ke eyiChallenge ikwangabantu abaphinde ekuhlaleni bathengisele abantwana iziyobisi. [Another challenge is that some members of the community sell drugs to children] (P1C).

It was also established that learners become more intoxicated after lunch break. For example, E1C revealed that,

“You found that after break children are so much violent”.

This could mean that teaching and learning time gets affected after break. In fact, E1C added that teaching time gets wasted when they attend to these drug-related issues at school. This can be illustrated by his words when he said:

You find out that the learners happen to laugh at jokes that are made by those boys (on drugs), now you find out that the person (educator) who is in front of children will not be able to perform well as a result the period is wasted (E1C).

Young and novice educators were singled out as being affected by learners who are consuming drugs because the learners would not respect those educators:

We have young teachers who are female teachers. They experience a lot of problems after break because they end up crying because these boys are so much wild (E1C).

This could expose novice female teachers to rape or sexual harassment by intoxicated male learners. E2C alluded to the challenges they encounter on safety of learners by saying:

Uyabona ke ifuna ke siyiqale sijonge icommunity, the community that we are in. uyofumanisa ukuthi uhlobo lweCommunity yalapha kuleArea babantu uyofumanisa ukuba kukhona ifamilies ezijongwe ngabantwana so akukho Guaidance ingako emakhaya and most of izinto ezenzeka emakhayeni zizinto abantwana baye babuye bacinge ukuba ziRight bafune ukuziPractisa esikolweni.

[We must critically evaluate the community we are in. You will found out that most families are child headed so there is no guidance and learners copy everything from their peers thinking it is all right] (E2C).

E2C revealed very well that the community constitute families which are child headed and there is no one who can provide a proper support and care.

You will found out that most families are child headed so there is no guidance and learners copy everything from their peers thinking it is all right] (E2C).

Sometimes educators have to intervene on events or practices that might lead to exposing the school to unfavourable safety conditions. For example, educators have to intervene in fights that arise in schools as a result of different cultural circumscisions that male learners went through and fights which arise because of the conflicts between school drug dealers.

E1C also felt that there is a challenge in random searching because there is a leakage of information, hence on the day for random search, learners would not be in possession of drugs and weapons. He said:

You find out that children are aware of the fact there would be policemen at the school, I do not know as whether the information leaks from teachers or community police forum (E1C).

This challenge therefore makes the process of random searching to be fruitless. The influx of drugs into schools puts more pressure on educators because learners are normalising drugs in schools. Some learners are indoctrinating other learners about how “cool” it is to bring and smoke drugs in school:

Yah it's like a style iyaTrenda that you have to bring drugs so that ngeBreaktime kubemandi kubeneVibe and iweapons baziClassifaya bona as into yokuziProtecta so that if anything iyenzenka then uzozProtecta ngayo. [Yah drugs are trending in school and you have to bring drugs so that during break time there could be a "vibe" and some classify weapons as something to protect themselves in case something happens] (L1C).

One of the learners revealed that:

Sometimes baye baxabane ngeDrugs balwelwe idrugs sometimes because it's very rare ukuthi balwelwe intombazana okanye baxabane ngezinto zolwaluko zangaphandle kufumaneseka ukuba omnye uzosukela umnye okanye ba thisane like umnye afeele intimidated ngokuthi abizwe ngenkwenkwe and then balwelwe ezozinto and then amantombazana wona ndingatsho wona ukuthi asoloke elwelwa iboyas like if they found out ukuthi iboyfriend yakhe idate nomnye bazohamba bayoyiConfranta and then ke bese bayaqala bayaxabana. [Sometimes learners fight because of drugs because fighting for over a girlfriend is rare. They also fight because of different cultural circumcision because they intimidate each other and end up fighting. Girls fight or confront each other because of boyfriends] (L1C).

The mode of transport in South Africa has drastically changed and learners are exposed to scholar transport because some are travelling a very long distance or some cannot travel on their own because of safety due to the fact that most rural roads or walking routes are bushy and can expose learners to rape or robbery. The scholar transport is not safe because E2C suggests that:

Indlela le ezokhwe ngayo they are not meant for ukulayisha abantwana besikolo. For example balayishwa ngeVan. Ivan yinto yokulayisha amasaka not abantu. [The learners are transported by van which are not meant for transporting human beings, the vans are used to transport sacks or objects not human beings] (E2C).

L1C agreed with the challenge on scholar transport which was raised by E2C when he responded as follows about safety in terms of scholar transport:

Ndingathi ezinye ziSafe mara ezinye azikho safe since sometimes abanye abafundi abayeka isikolo phakathi engenayo neDrivers license ahambe ayofuna umsebenzi wokuthi uzigqubela abantwana abazise esikolweni kweziVan zincane and the anikezwe since kungekho mntu ozobagqubela and then eyonto ingaCause I accident and akaziwa noba usemgaqweni. [All I can say is that some are safe and some are not safe because some of the dropouts from this

school drive these vans without having a license since the owners of the vans have no drivers. That can cause an accident and the drivers are not even legitimate road user] (L1C).

E2C also revealed that another challenge that they face in terms of scholar transport is that vehicles are not roadworthy:

mmh ngokwam if sijonga iroad safe ngokwakwa Traffic they are not safe. [According to my observation these vehicles are not safe in terms of Traffic Department standards] (E2C).

P2C also revealed that scholar transport drivers have serious sexual relationships with female learners:

Lamakwekwe la sithi sisebenza abo pha emakhumbini aba bantwana bayabaqhasa babenze intombi zabo. [These young taxi drivers that we work with propose these girls and date them] (P2C).

Culture also affects safety of learners in schools. This is a challenge that educators face when they are trying to ensure that scholar transport is safe from all angles.

The Eastern Cape is known for its diverse and strong belief in the culture of traditional male circumcision. However, this cultural practice seems to affect school safety because fights erupt because of different initiation routes. L2C and L1C had this to say about the issue of different cultural circumcision rites:

Abanye badla ngokulwa ngalanto yokuba wena uye entabeni phi, kweliphi icala. Kufike kukhona ucalucalulo kuyiwe ngasese kufike kuthiwe wena awuzungena ngoba uye endaweni ethile nethile. [Some fight about the issue of circumcision, they class each other according to the circumcision route you went through and the access to restroom is selective] (L2C).

Ahmm apha esikolweni kukhona abalukele emazaweni and I am one of them, kubekhona omasimini and Amxhosa. [Here in school there are those who undergone the Xhosa circumcision rite, some went to eMazaweni which is a

Sotho rite and others went to eMasimini which is believed to be a mixture of Xhosa rite and Sotho rite] (L1C).

When L2C was asked about these different initiation groups she said:

Kufike kuthiwa wena uliZawa wena uliXhosa. [They would say this one went through Xhosa rite and this one went through the Sotho rite] (L2C).

This indeed puts educators under pressure on the management of safety due to these cultural differences.

While boys fight over drugs and initiation rites, female learners seem to fight more for issues relating to dating. Girls fight for boys. L2C said:

amantombazana ayalwa nje ngokugezelana nokuxabana okutheni nendaba zamakwenkwe bayazilwela. [Girls fight for rough teasing and boyfriends] (L2C).

L1C also added:

amantombazana ndingatsho wona ukuthi asoloke elwela iboyas like if they found out ukuthi iboyfriend yake idate nomnye bazohamba bayoConfranta and then bese bayaqala bayaxabana. [Girls always fight about boys, like if they found out that her boyfriend dates another girl they would then confront and then the disagreement will erupt] (L1C).

The random searching attempts that the school tries in order to eliminate the inflow of drugs to school is affected by information leakage

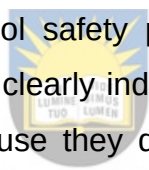
You know the challenges that we face because we have what we call the CPF. We call the CPF first before we call the police force and you find out that children are aware of the fact that there would be police officers at the school. I don't know as whether the information leaks from the teachers or the community police forum. So there is a leakage you found that if there would be those people who will be coming to school. (E1C).

Educators find it difficult to search drugs in schools because there are many procedural orders

You know that certain boys is dealing with drugs because there are boys I was told that they are dealing with drugs and it is not easy for you as teacher to go to that boy and take whatever because of these laws of South Africa that you don't have to deal with the students in a negative manner (E1C).

Although some learners are exposed by their fellow learners to unsafe situations, the law or government is silent or is not strong in terms of addressing learners who threaten the safety of other learners.

Upon the analysis of the school enrolment schedule, the school had 1335 learners. Surprisingly, the school had no proper toilets. During the document analysis, the researcher established that the school safety policy states that when a dangerous weapon is seized, the weapon will be clearly indicated and documented; however, this is not happening in this school because they do not have any register for drugs or weapons that are found in school.



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During the short observation, I found out that drugs were frequently used in this school because I saw lot of cigarette butts and dagga leftovers lying down on the floor of both male and female restrooms. I also found dagga packaging plastics all over the floor, especially in the males' restroom. Although there is a Regulation for Safety Measures in Public High schools, the schools and teachers still find it hard to implement these safety measures because of these challenges.

Key Findings: There are multiple factors that become a barrier when educators try to implement regulations for safety measures in this public school. It was established that sanitation facilities were very poor and the hygiene levels were very low. Furthermore, it was found that learners used dangerous weapons for “protecting” themselves and they used drugs because drugs are perceived as a “style”. The researcher also found that there was information leakage when the school planned to have random searching and as a result the process of random searching was a fruitless activity. Challenges in

managing access to school premises was threatened by fencing in this school because it was extremely poor and it worries the most because the school has 1335 learners and, on top of that, it is a high school. The problem which was established from the side of the scholar transport is that the scholar transport vehicles are generally not roadworthy and scholar transport drivers have sexual relationships with female learners. In conclusion, cultural diversity in terms of Xhosa and Sotho circumcision rites looked to be affecting the safety of learners and it disturbed educators when they were trying to ensure safety in this school.

5.4.4 Monitoring of safety measures at public schools

Upon the attempt to understand the monitoring safety policies in schools, the researcher initially found the following patterns within this school: the school does not have a safety committee, the SGB parents were not sure who was responsible for monitoring the safety policy, the school had no school-based policy and, lastly, the learners were not included in safety discussions at school. Although the school principal could not supply a proper school safety policy, generally he knew who is responsible for monitoring this policy. For example, PR1C said, *"It is the principal"*.

E1C revealed another interesting concern because he said that the policy was available but it was not used. He said, *"Well, we do have safety policy in this school but it is not operating"*. On the other hand, when E2C was asked if the school had a safety policy, he replied, *"Not yet"*.

The researcher also intended to track the monitoring of this safety policy in this school by requesting all the relevant safety policies. Unfortunately, this school did not manage to supply the researcher with the complete school safety policy. Instead, the school gave the researcher the learner code of conduct and handwritten drafts of policies.

The principal at School C also confirmed that the unavailability of the safety policy could be risky:

You can be unable to make it a point that there is discipline because there is nothing that means you are running a school you are risk because you have got no laws that control (PR1C).

This reflects how negligent the school is to operate without a safety policy. E2C also confirmed that the absence of the policy can have negative effects, not only on learners but also on educators. He said:

IngayiProblem kakhulu just because ngulotitshala nalotitshala mhlambi aye athi uzama ukunqanda into but ufumanise ukuba akakho protected yena akukho nto emProtectayo. [This can affect us a lot because a teacher who would try to monitor drugs might be in trouble because they is no law or policy protecting him or her] (EC2).

P1C stated:

Uhmm ndicinga ukuba ngabazali bedibene netitshala bencedisana ukuba makubekhona ukubaSafety esikolweni... [I think parents and teachers are responsible for safety in school].

This clearly shows that parents are not certain about who should be responsible for monitoring:

Hayi andikho sure ke kwelocala. [I am not sure on that] (P2C).

This was a response which came from this parent when he was asked about a responsible person who should be monitoring the safety policy.

When L1C was asked about the existence of the safety committee at the school, he said, *“No ayikho” [No we do not have it].*

This is not consistent with what the parents, educators and the principal said. This might mean that the safety committee excludes the learner component or the safety committee is not functional in this school:

Ummm ndicinga ukuba ngabazali bedibene netitshala bencedisana ukuba makubekhona ukubaSafety esikolweni [I think parents and teachers are responsible for safety in this school] (P1C).

P2C was asked about the monitoring of the access to school:

Abangena ngendlela okuyiyo baye bangene eGatini babhalwe amagama wabo bajongwe ukuba uzothini njengoba benditshilo ukuthi usecurity ukhona [Those who enter the school gate are registered their names down and asked the purpose for their visit] (P2C).

The access to school in School C is monitored by a security guard but the security guard is not well trained:

Even now there are no security guards that are skillful, we just employ a person who is a local so as to make it a point that in the gate there is a person who is going to direct traffic whoever is coming but they have got no skill (PR1C).

Although P2C stated the procedures clearly, this was not happening in this school because, according to my observation and experience, I entered the school without even being given a visitors' book to write my name and the other car I was following was not stopped at the gate to be searched.

School C seems not to have a safety policy and safety committee because when E2C was asked about the availability of the safety policy and safety committee he said,

"Not yet".

This might also reflect that the actual monitoring of safety is at each teacher's discretion. They do what they think is right, not what is in the policy. Poor policy formulation or non-existence leads to poor monitoring and evaluation.

Key findings: The findings according to the three focus areas of the study, which were access to school premises, drugs and dangerous weapons and scholar transport were

established. The school uses the security guard to monitor access to school premises and it uses random searching to control the inflow of drugs and dangerous weapons to the school. The transportation of learners in this school was managed poorly because the school had learners who were using private transport and scholar transport provided by the DoE in conjunction with Department of Transport which had vehicles which were overloaded and not roadworthy (observation). On the other side, in this school the safety committee is exclusive of the learner component and the safety committee is not functional. It was also established that the SGB parents and educators were not certain about who should be responsible for monitoring the implementation of the safety policy in this school. This school does not have a functional safety policy and the documents necessary for safety. Lastly, it was found that the school had a dysfunctional safety committee and school based safety policy for proper monitoring of safety.

5.5 CROSS CASE FINDINGS

5.5.1 Background

Firstly, according to Khan and Van Wynsberghe (2008:35), cross case analysis is significant because “engaging in cross-case analysis extends the investigator's expertise beyond the single case. It provokes the researcher's imagination, prompts new questions, reveals new dimensions, produces alternatives, generates models, and constructs ideals”. In this study, the cross case findings were extracted from the data which was collected from three rural public high schools in Alfred Nzo Education District in the province of the Eastern Cape, South Africa. The three schools are classified as rural high schools. In terms of school size ratings on the National Minimum Uniform Norms and Standards for School Infrastructure, two of the schools are mega schools and the remainder is a medium school. In terms of quintiles, these three schools are classified as quintile 1 schools and the three sampled schools are Section 21 schools. The Department of Basic Education deposits the school budget into the school's special bank account at the beginning of every financial year. In terms of Grade 12 academic performance, School B and School C performed better than School A in the 2018 academic year. Both School A and School C had male principals while School B had a



female principal. School C is more cultural diverse compared to School A and School B because School C has learners who come from another province since it's located on provincial borders.

This sub-section is prepared to blend all the findings from School A, School B and School C. Identifying the findings across the three schools will help in establishing the common and key findings of the study. These common findings assisted in establishing a trend. These cross-findings are discussed deeply in the next chapter which is Chapter Six.

5.5.2 Empowerment about safety in public schools

The data that came from the three schools revealed that educators get empowerment in the form of workshops, trainings and support from the SGB and other community agencies like SAPS and the Department of Social Development. Although educators were trained on dealing with drugs, access to school and managing schoolyards for safety purposes, the data reveals that the trainings were inadequate because it was in the form of mini workshops. However, according to the data from the practising educators from the three schools, there are insufficient training programmes, skills and workshops to ensure that learners are safe in their schools. Although there is training of educators, it came out from the participants that educators are not properly trained and the training is inadequate and insufficient in areas of safety like scholar transport, access to school, how to deal with illegal drugs and dangerous weapons. Moreover, the data reveals that the mini workshops are not helping because some educators complained that mini workshops lack continuity and that could disturb the measures that are put in place in the implementation process because an injustice on proper orientation of any process might lead to failure in policy implantation. The minimal motivation and support from parents and community demotivates teachers in ensuring safety in all the schools that participated.

Even the managers of the schools (principals) agreed that the teacher training on safety of learners in schools is compromised. This puts children's lives in great danger in public schools of South Africa. It was also established that educators do not form part of the team that compiles the material that is used in these petty workshops and according

to the Street Level Beaucracy the absence of teachers during the preparation of their training programme and material compilation might affect their level of participation. SCHOOL C is different from SCHOOL A and B because in SCHOOL C there are learners who speak different home languages (some learners speak IsiXhosa while others speak IsiZulu), this might mean that teachers in School C might need more empowerment because they are dealing with a diverse school.

5.5.3 Challenges that hinder implementation of safety measures

In an attempt to understand the challenges that educators face when they are implementing safety measures. Some teachers articulated that the challenges are administrative challenges, physical challenges, social challenges, time management challenge and financial challenges. Administrative challenges include the lack of prescribed law in terms of ensuring safety in schools. Schools are facing physical challenges because they do not have adequate physical infrastructures that enable learners to be in an environment that is safe in all spheres for them. Social challenges like drug abuse and violence penetrate into the school environment and cause danger to children.

The research participants from the three schools - educators, principals, SGB parents and learners - complained about the pace at which illegal drugs are entering schools. Illegal drugs, dangerous weapons and violence were pointed out as the most problematic issues when educators try to maintain safety in schools and they affect the safety of other children within the school who are not using drugs. The data also revealed that schools are embedded with gangsters whom educators are not able to identify. Based on the data presented in Chapter 5, the observation revealed the three schools, two of these schools had pornographic images, strong language and 26, 27 and 28 (prison or gangster signs) which might reflect that both female and male learners might be exposed to rape, bullying and early sexual intercourse. This puts the child's physical safety, emotional safety and social comfort in danger.

Moreover, in all three schools there is evidence that learners, especially male learners are using drugs excessively. Plastic packaging used for dagga was found in the male restrooms in all three schools. The leftovers from cigarettes and dagga were lying on

the floor in the male's restrooms. Based on the data presented in Chapter 5, the researcher's observation revealed that the interior of the male restrooms, walls are painted with gang names, and this could mean that some group of learners are not allowed to use certain restrooms because they catered for a special gang. School principals are complaining that the law is favourable to learners because learners who are caught with drugs or weapons within school premises are not prosecuted.

There is also a challenge of different traditional male circumcision rites that school male learners undergo and these rites are said to be the Xhosa rite and the Sotho rite. The data also revealed that there is a shortage of human personnel in terms of security guards at these schools because the ones that are available have long working hours and the number of learners in a school makes the workload to be too much. Lack of surveillance cameras, security alarms, fire extinguishers and poor fencing are common problems in all three schools and these problems expand duties for educators. Two of these three schools had a falling ceiling board, falling uncovered electronic wires, uncovered electric plugs, broken windows and broken desks that might affect learner safety one day. School C is different from School A and B because School only started to be a high school in 2016 because before that it was a primary school. School A is diverse from School B and C because School A has been having a history of being a top performing high school in that district but things have changed because the school is on a declining state in terms of matric performance, while School B and C are commencing to improve in terms of matric performance.

The researcher found out that the scholar transport has its challenges that contribute a lot to instability in terms of the safety of learners in these schools because the standards that are prescribed by the DBE through the Regulations for Safety Measures in Public school (2011) are not entirely followed the schools. According to the Regulations for Safety Measures in Public school (2011) 8D,

(1) A public school must ensure that (a) if it owns vehicles for transporting learners, such vehicles have insurance and roadworthy certificates; (b) the drivers of such vehicles are in possession of valid driving licences and professional driving permits; (c) the transport company or the owner of the

vehicles provides the school with the following: (i) insurance and roadworthy certificates for each vehicle; (ii) passenger liability insurance; and (iii) valid driving licence and professional driving permit of the driver; (d) the transport company or the owner of the vehicle provides a substitute driver and a transport support system en route; and (e) the vehicle transporting learners has a fire extinguisher.

(2) The principal, supervising educator or member of the school governing body must intervene if there is any doubt about the roadworthiness of the vehicle or the competence of the driver of the vehicle.

However, two schools (A and C) have a common problem of scholar transport, which is lack of roadworthiness. Although the Department of Transport banned the use of vans for scholar transport, service providers in this area still transport kids with the vans. Beside roadworthiness issues, these vans were overloaded and that constitutes risking the lives of school children.



5.5.4 Monitoring of safety measures at public schools

Monitoring is an important part of the policy implementation. It might determine the failure or the success of the policy. Firstly, monitoring of access to school is monitored via the logbook at the gate and at the administration office of the schools. Illegal drugs and weapons are mostly done via random searching at the school gate. In the three schools, the responsibility for monitoring of the above sections was heavily placed on the security guards. Most of the educators and SGB parents were not well informed about the person or the people who are supposed to be responsible for monitoring the overall safety in school. The data from the three schools showed that the schools did not have daily drivers' registers and that affects the monitoring of the scholar transport system and its safety. In terms of monitoring the drugs, the schools did not have a daily schedule of people or educators who are responsible for searching and monitoring unauthorised entry of drugs. In all the three participating schools, not a single school could provide a functional and updated school- based safety policy or any related policy or any document like indemnity forms and release forms which relate to the monitoring

of learner safety. School B and C had drafts which were not customised according to the school needs.



6 CHAPTER SIX - DISCUSSION OF FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

6.1 INTRODUCTION

Firstly, this chapter focuses on the in-depth discussion of the findings; secondly, the recommendations will be outlined and, later, the conclusions will be drawn. The purpose of discussing the findings in this research is to break down and debate all the findings and then draw meaningful conclusions. Discussion helps to find gaps in the body of knowledge that already exists and discover new findings from the recent research. Furthermore, an exercise of data discussion assists in linking what was outlined in research questions section and the literature review and what was discussed in the theoretical framework section. The beliefs, thoughts and underpinning values of the two theories of Street-Level Bureaucracy (SLB) and the Rational Decision-Making Model (RDMM) which underpin this study were linked with the findings of the study.

The findings of this study are discussed under the following sub-headings: empowerment of educators on school safety, challenges in school safety and monitoring of safety measures. Therefore, the recommendations from this research will help practising educators and policy makers to make decisions that will be effective and efficient for the education sector. Lastly, the conclusions will summarise all significant discussions of the research.

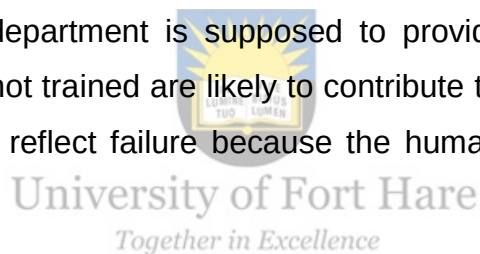
6.2 DISCUSSION OF FINDINGS

6.2.1 Empowerment of educators on school safety

Firstly, the findings from the study revealed that educators get empowerment in the form of workshops, trainings, and support from the SGB and other community agencies like SAPS and the Department of Social Development. Educators are trained on dealing with drugs, access to school and managing schoolyards for safety purposes. However, according to the data from the practising educators from School A, School B and School C, there are insufficient training programmes, skills and workshops to ensure that learners are safe in schools. This means that educators are not properly trained on areas of safety like scholar transport, access to school, and how to deal with illegal drugs and dangerous weapons. Moreover, the data reveals that the mini workshops are

not helping because some educators complained that mini workshops lack continuity and that undermines the implementation process. The lack of motivation and support from parents and the community demotivate teachers in ensuring safety in all the schools that participated.

The Rational Decision-Making Model put more emphasis on capacitation of subordinates who carry out decisions taken by the top management. However, the findings of this research indicated that empowerment of the educator is minimal. Lack of teacher development usually leads to the failure of the education system because teachers are at the forefront of delivering education services to the public. Carl (2012) provided some of the benefits of developing and empowering educators in the education system. He argued that an empowered educator owns any task that is allocated to him or her, and they are always willing to contribute positively to their work environment. During the research interviews, educators complained heavily about the lack of training that the department is supposed to provide. As speculated by Carl (2012), teachers who are not trained are likely to contribute to education system failure. The conditions at schools reflect failure because the human capital is not developed continuously.



Inadequate training of educators has risks for the school because lack of training will lead to inadequate performance by educators. Lack of training kills the confidence of educators. According to the Street-Level Bureaucracy this would mean that implementation will fail because this theory believes that proper policy and information dissemination is very critical to successful implementation. According to the Street-Level Bureaucracy there is a notion that people must be trained and informed in a well-respected manner when a new policy is introduced (Lipskey, 1980). This assists to ensure maximum performance and it ensures acceptance and ownership of a new policy.

Educators are responsible for core curricular activities and extra-curricular activities. When teachers are performing these duties, safety becomes an implicating line. This seeks to say that educators must possess multiple skills to perform these duties well.

Unfortunately, as was also articulated earlier on by Ronoti (2014), educators are not given adequate capacitation on an on-going basis.

The education system of South Africa lacks the empowerment element, especially in rural and semi-urban areas. The findings extracted from educators who were participants agreed with the above sentiments by Ronoti (2014) because the findings revealed that educators are not happy with the empowerment rate in the education system, especially the training on school safety. One educator was quoted saying, *“No, there is no such training or workshop. They just focus on teaching and learning”*. This clearly indicated that training and capacitation of educators should not be solely placed on teaching and learning, but capacitation should cut across all the school spheres because each sphere affects another sphere.

Some educators felt that, in the absence of the training or capacitation, experience becomes the first and better solution to any issue arising in a school. This is manifested when one educator said, *“I would not say the training is enough but what works is the experience to forecast what’s going happen ...”* Although depending on experience is critical, it is risky to depend on experience because there might be a novice teacher who has no experience but still is expected to ensure safety in school. It is also risky to assume that experience works better in managing the school because a school is a legal entity and it must be managed using policies and law. The use of past experience over policies or law might see the school leaders being implicated in court cases because of non-compliance.

The Street Level Bureaucracy (SLB) warned about the failure of policy implementation if implementers are not included during the planning (Erasmus, 2014 and Lipskey, 1980). The Department of Basic Education is failing to provide training for teachers to be able to secure an environment that is safe for everyone at school. The inclusion of educators or through teacher unions during policy formulation is significant because educators are the ones who understand safety issues on the ground and they can come with better principles of dealing with lack of safety in schools. According to the findings, the participated educators felt that educators are not fully committed in ensuring that schools are safe because they feel that they are marginalized when policies are

formulated. The researcher believes that if teachers who are currently at schools are included during planning sessions, they are likely to own the policy and to even go an extra mile to ensure what “they planned” becomes effective and efficient. One educator said that they don’t get training manuals from the top officials: *“No, the manuals just come to us”* and this means that they are less consulted and they will then likely produce less effort.

6.2.2 Challenges in school safety

The researcher wanted to establish the challenges that may hinder educators to implement the regulations for safety measures in public schools. Two main stream challenges which were established by the findings can be referred to as social challenges and infrastructural challenges. Social challenges included the use of illegal drugs and weapons by the learners, cultural diversity and gangsterism. Infrastructural challenges included the lack of surveillance cameras, security alarms, fire extinguishers, falling ceiling boards, falling uncovered electric wires, uncovered electrical plugs, broken windows and broken desks. On top of social challenges and infrastructural challenges, the lack of teacher empowerment perpetuated the challenges.

Section 2 of the South African Constitution suggests that the state has a responsibility to ensure that learners at schools are safe in all spheres. Government carries out this responsibility through delegating power through sequential spheres of governance, i.e. from national government to provincial government and local government (Hirallal, Oellemann, Rensburg & Van Der Marwe, 2013). This seeks to say that the Department of Basic Education transfers powers to the school principals to ensure that the responsibilities and objectives of the department are met (SASA 84 of 1996 section 62). For example, principals are delegated with power to implement safety measures in schools because one of the ultimate duties of a principal is to ensure that the school is safe all the time (PAM, 2016, section 4.2). Findings from different studies indicated clearly that school principals are not winning the battle of safety in schools. This section seeks to unpack the challenges in the implementation of safety measures.

Incidents that concern safety in schools reported or written by Feni (2017), Wilson (2017), Pijoo (2017), Dayimani (2018a), Gous (2018), Shange (2018) and Dayimani

(2018b) concur with the research findings that safety in schools is a worrying factor and the right for learners to receive education service in a conducive environment is being compromised.

Generally, the schools are not fenced well. Poor fencing threatens safety conditions at the school in many ways because if the school is poorly fenced it becomes very easy for community drug dealers to force drugs onto the school premises. One of the participants qualified that statement when he said,

“We see lack of fencing as a problem because that enables everyone to access the school with drugs and that makes the school to be not safe”. P2B

Poor fencing in schools does not only expose a school to be a drug dealing zone but it also places the school to be a playing ground for violence. It can be recalled that drugs can lead to many things and one of those things is violence. The findings indicated that when learners are under the influence of drugs they become violent to each other and violence affects the schooling process. Kalie (2012) has also revealed this because Kalie’s study pointed out that there is huge relationship between lack of learner academic performance and violence and crime. The study also showed how boys and girls become both agents and victims of violence.

The research findings show it clearly that schools that are poorly fenced are exposed to external violence. Although external violence is experienced frequently in township schools, rural schools are also starting to experience problems that come with external violence. Gangsters get easy access to school premises if the schools are not fenced. The research found that an outsider stabbed a learner from one of the participating schools on the school premises when the learner was attending afternoon extra classes. The literature review revealed this finding too because Mncube and Harber (2013) in their report on school violence in South Africa emphasised that, apart from political violence and war, other forms of external violence could affect educational provision. For example, gang violence involving theft, drugs, and weapons could extend from the surrounding community and streets into the schools where learners are seen as fair game.

Gangsters in villages, townships and suburbs where the schools operate have influenced learners in a very bad way, especially the male learners. The findings of this study are in line with the findings which were established by Thirusellvan and Saloshna (2017) in terms of violence, drugs and xenophobic attacks that affect social organs. The study found out that some of the school children are used by elders in the communities to sell drugs and to recruit male learners to join certain gangs. In all the three participating schools, gangsters seemed to be existing because during the short observation the researcher was told that some restrooms are used for smoking and meetings by a certain group of boys and the other restrooms were reserved for other groups of boys. Restrooms for boys had signs of gangsters and these signs are usually utilised at prisons. Moreover, restrooms for boys had pornographic signs. Some learners are forced to join gangs because gangsters are perceived as a way to protect its member inside and outside the school. This figuratively suggests that boys are forced to be sexually active at a very early age because most teenagers believe in experimenting with anything that comes across their lives.

The lack of support from legal authorities is one of the legal technical challenges that were raised by the participants because the participants felt that there is a gap between the school and the South African Police Services (SAPS). This legal dissatisfaction arises because when the principal with his teachers find illegal drugs and dangerous weapons from learners during a random search within the school premises, when SAPS officials arrive at the scene they usually say they do not trust the evidence collected by educators concerning the illegal drugs and dangerous weapons that were in possession of the learners. Usually the case will just fade because the SAPS will have a solid stand that random searching should be performed by SAPS not the school principal.

SAPS do not work on the “secondary evidence”:

“Yah ikhona irole”. By the time sasiformisha uSafety in school sadibana nento ekuthiwa nguCPF nePolice Station so babeke beze nabo abantu beCommunity CPF but ufumanise ukuba indlela le baqhuba ngayo ayihambisani nomthetho”
[Yes, there is a role played by community, CPF and police but you will find out that their methods are different and contradicts the law]. E1C

The absence of the collaboration between the schools and SAPS creates a gap and it becomes difficult for teachers to deal with drugs because the safety regulation policy does not match with policies that are used by SAPS.

These legal technicalities complicate the principals' duties because, according to section 8A (2) of the South Africans School Act of 1996, a principal has a right to do random searching whenever he or she suspects something. SAPS tend to contradict the law because section 8A (5C) of the South Africans Schools Act of 1996 stipulates that the principal must hand over the evidence to the police immediately after searching randomly. This literally creates a gap in South African law in general or it might reflect that there is no solid and understandable relationship between the Department of Education and the South African Police Services.

Although the South African Constitution states that everyone has a right to the religion and culture of his or her choice (RSA, 1996, section 15), clash of cultures exist in our communities. This is suppose to set the school climate to be friendly to everyone by ensuring that the school has a policy that addresses school religion and culture. It also creates a good sense of belonging (Ross, 2012) to every learner, educator, administrative staff, support staff and parents. However, if one culture or religion surpasses the others, a problem might exist. Learners commonly experience problems of cultural differences because they are not well groomed in terms of inclusivity, respect, tolerance and being non-judgmental (Khetsekile, 2001). Cultural intolerance leads to lack of school safety in an indirect manner.

The study established that learners are in conflict because of the differences between the Xhosa initiation process and the Sotho initiation process that they went through. There are some suggestions that the Xhosa initiation process is superior to the Sotho initiation process. L1C revealed:

“Ahmm apha esikolweni kukhona abalukele emazaweni (Sotho) and I am one of them, kubekhona emaXhoseni (Xhosa)” [Here in school there are ones who went through Sotho initiation process and I am one of them, then others went through Xhosa initiation process].

This causes a sense of lack of safety in schools because the male learners who went through the Xhosa initiation process will fight with the male learners who went through the Sotho initiation process and vice versa, because they are poking fun at each other.

Imposing one's culture onto another person in terms of initiation schools was also established by De Wet, Jacobs and Mohlaloka (2016) because in their study they found that male learners at schools and elders in communities impose the Sotho initiation process onto male learners who went through the Xhosa initiation process in Bloemfontein township schools. This indeed exposes other learners to be unsafe because during the fights they may be affected. Although Mhlahlo (2009) believes that the traditional male initiation process assists in the establishment of a code of conduct and eventually better learner discipline, Mohapi's (2013) study conducted in Mpumalanga, KwaNdebele is of the opposite opinion that male initiation has bad effects on safety of learners and learner discipline.

There is a lack of community support because generally, a community is like a biological organ, which has different systems and parts that work towards achieving a common goal (Clark, 2007). Like a biological organ, a community is made up of different institutions, churches, schools, Non-Profit Organisations (NGOs), government departments and social groups that have a common goal of social cohesion. A school is part of the community institutions that seeks to create a community that is well emancipated from different angles. The significance of the school in the community serves as a basis for a school to be taken very seriously and must be taken care of. This seeks to say that the community has a responsibility of ensuring that the learners and teachers at school are safe all the time because once there is instability at school that will lead to instability even in the community at large. Although most of the respondents agreed that the school receives support from SAPS, the Department of Social Development and churches, other participants complained that the schools do not receive support in terms of safety from the community traditional leaders like headmen and chiefs. Bayat and Ntonzima (2012) agreed with the above sentiments because they said that traditional leaders assume responsibility for prevention, detection and punishment of crime; efficient use of labour resources in their areas;

eradication of noxious weeds; preservation of fauna and flora; use of water supplies; protection of public property; monuments and other historical objects; rehabilitation of land; and prevention of soil erosion and overstocking. It is indeed within the scope of the traditional leaders like headmen, chiefs and kings to protect their nation even in a schooling environment because learners are the future of their kingdom.

Unfortunately, some respondents from the research were of the opinion that traditional leaders are not assisting the schools in terms of school safety and learner discipline. The community and even traditional leaders see a school as a dumping site for their misbehaving children and they do not want to work closely with teachers to ensure that their children are safe and are being orientated to the best discipline that prepares them to be responsible community citizens. In some schools, traditional leaders are involved in the management of the school but the problem arises when the traditional leaders want to enforce certain values without checking law implications. Traditional leaders usually use undocumented law that often contradicts the values of documented law:

Babeke beze nabo abantu beCommunity and CPF but ufumanise ukuba indlela le baqhuba ngayo ayihambisani nomthetho [People from the community and from CPF usually come but you will out that the way they do things is against the law].

Indeed, this requires government to build a strong relationship with traditional leaders to ensure positive correlation between what is expected by government and their role in promoting government expectations.

All the bad things that embed safety in schools have outcomes that are usually not good at all. Unavailability of policy, safety policy in particular, might cause significant problems for schools. Top and quality educators are demotivated to work in public schools because of safety implications. Some curious and observant parents are also demotivated to send their children to public schools because of safety implications.

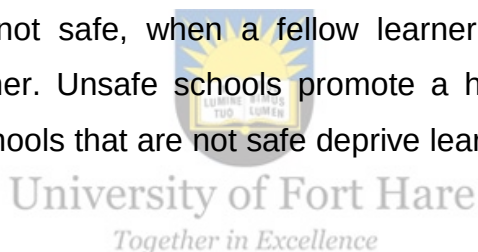
Educators are also scared in schools because as a researcher, I have a strong belief that schools that are not safe are not only dangerous to learners but they are also not

good for educators. This could mean that educators are also and they also fear for their lives at schools because of safety conditions. E1C said:

They go out to the toilets and when we approach the toilets you find out that you hear the smelling of dagga but just you simple go to the toilets designed for teachers. You don't have to go there because you don't know what is going to happen if you go there and look for a boy smoking dagga”.

As the literature revealed in a study conducted by Nesane (2008), teachers in South Africa are resigning at a very high rate. Poor salaries and benefits, poor discipline, learners and gangsters assaulting teachers and corruption are some of the factors that push teachers to resign.

Learners are reluctant to attend school every day if they know that they are putting their lives in danger. For example, a learner might be reluctant to go to school because of a scholar transport that is not safe, when a fellow learner has a gun, or when his classmates bully him or her. Unsafe schools promote a high magnitude of learners dropping out of school. Schools that are not safe deprive learners of their basic need for safety.



Schools are supposed to be places where learners and educators enjoy themselves because they spend most of their hours at school. Nonetheless, schools tend to be hell for some learners and teachers because they are affected by conditions of lack of safety in school. Emotional freedom is always eliminated by lack of safety in schools and it can lead to poor academic performance for learners. It also affects the productivity rate of educators.

In summary, the success or the failure of policy implementation at schools is affected by many factors. Social environmental factors, technological factors, economic factors, legal factors and international factors are some of the factors that affect the unfolding of any policy in schools. Although educators and school leaders are faced with these challenges, they still have to establish all possible avenues that they can use to deal with a safety issue at hand.

6.2.3 Monitoring of safety measures at public schools

Initially, the researcher wanted to know how the implementation of the regulations for safety measures at public schools is monitored. The findings in terms of monitoring in schools were that monitoring of access to school was done through logbook at the gates and at the administration offices. Illegal drugs and weapons is mostly done via random searching at the school gate. In the three schools, monitoring of the above sections was heavily placed on the security guards. Most of the educators and uninformed SGB parents were not well informed about the person or the people who are responsible for monitoring the overall safety in school. The data from the three schools showed that the schools did not have daily drivers' registers and that affects the monitoring of the scholar transport and its safety. In terms of monitoring the drugs, the schools did not have a daily schedule of people or educators who were responsible for searching and monitoring unauthorised entry of drugs. In all the three participating schools not a single school could provide a school-based safety policy or any related policy or any document like indemnity forms and release forms which relate to the monitoring of learner safety.

According to the Rational Decision Making Model (RDMM), the monitoring and evaluation process assists in refining an action plan and finding the gaps that might arise during implementation (Kristina, 2008). However, based on the research findings the researcher established that there is a lack monitoring of the implementation of the safety policies in schools. The deficiency on implementation has negative effects on the policy implementation. Any policy that is implemented has to be monitored because there might be novice educators who still need more guidance on the roles that they must play in ensuring that the policy does not divert from its intended goals.

The security guards at schools perform the duties of monitoring illegal drugs, weapons and access to schools. However, in rural schools like the ones where the study was conducted, the security personnel cannot be regarded as well capacitated and well qualified because they were hired on the basis that they had children who were studying at the school - not because of their qualifications. This automatically affects the quality of monitoring for safety purposes in most rural high schools. Moreover, there are

schools that have no or a shortage in security personnel because government does not fill the vacant posts immediately and this have negative impact on how monitoring is carried out in schools for the betterment of safety.

The participating schools did not have drivers' registers for scholar transport drivers who do not fetch learners as planned. This happens yet the Department of Education always emphasises safety on scholar transport. In South Africa, human trafficking is a serious issue that needs attention because innocent people - especially women - get affected (Van Der Watt, 2018). Based on the research findings, learners in schools are exposed to human trafficking because of improper monitoring of the scholar transport. Participants articulated it very well that sometimes the scholar transport does not arrive to fetch the children and as a result they have to travel a very long distance back to their homes or to school using routes that pass by the bushes. These learners sometimes resort to hitch hiking when it is raining or when it is too sunny and this desperation might lead them to be the victims of human trafficking. Improper management and monitoring of scholar transport poses a threat to the safety of learners.

Implementation, which is the process of translating the objectives into practice, is considered as a difficult action (Becker, Bryman & Furguson, 2012). It requires people to possess necessary strengths, perseverance, time, dedication and accuracy. As suggested by section 16(A) 2 (a) (vi) of SASA of 1996 as amended in 2011, principals, educators and SGBs have a responsibility of implementing all the school policies. At this juncture, we are looking at the Regulation for Safety Measures at Public Schools and specialised school-based safety polices that must be implemented by the above implementers.

As the researcher, I found out that participating schools did not have policy serving as a guide to safety in schools. According to the Rational Decision Making Model (RDMM), managers in institutions must plan and policy development forms part of planning. This usually leads to school failure because the schools end up implicated in court cases because of negligence. It is disappointing and not understandable as to why schools do not develop their school-based policies because the Department of Basic Education always issues samples of policies which a school can just rework to fit the needs of the

school and this is in contradiction to what is suggested by the Rational Decision Making Model (RDMM). According to the Rational Decision Making Model (RDMM), principals are leaders who make organisational choices or decisions to ensure that benefits are maximized and that any costs are minimized in any given situation (Uzonwanne, 2016). The actions by these principals are parallel to what the RDMM emphasises and this might lead to leadership failure and subsequently it will lead to school failure. The principals might be reluctant to take orders because, according to the Street Level Bureacracy, policies or orders that come from the above are not easily absorbed by ground level agents if they were side-lined during the development stages of the policy development (Lipsky, 1980).

The findings show clearly that the implementation of safety measures at public school is bad because all the participating schools had no school-based safety policies. As much as verbal law is being used in many government institutions, this type of law is risky and it might put one's life into discredit because of charges that can be laid against one. The failure of the implementation was caused by lack of commitment and maybe by ignorance by the principals because one cannot blame the SGB parents because, in most cases, those parents would not be educated and they would not understand the importance of developing school policies. Although the majority of the law societies show little interest in school safety, the Equal Education (EE) organisation must be applauded for its commitment to education issues (Buttweiler, 2019) for ensuring that they provide support in terms of law for SGB members that have little knowledge about law. It is one of the organisations that have been active in terms of pressurising the Department of Basic Education to improve the infrastructure in schools for the advancement of safety of learners.

The failure to provide a safe environment for learners in schools will affect the credibility of our education system in South Africa. If our schools continue to be unsafe, the continental and international education ratings will diminish. This confirms the criticism by Ombati (2017) that African countries are not safe because of labour unrest, gangsters, sexual harassment, etc. Moreover, if African countries are providing

education in an environment that is not safe, this goes indirectly against the objectives of UNICEF.

Although, the researcher places criticism on the School Governing Bodies, principals and law stakeholders for improper implementation of school safety policy, he must equally acknowledge that there are uncontrollable external factors that affect all the attempts to provide implementation processes which strive for safe and conducive schools. These factors include political instabilities, violence in communities, international relations and unstable economic factors. These factors affect the plans of implementation. For example, a school that is situated in a township where there is violence is likely to fail in terms of meeting the expectations of the policies. Mncube and Harber (2013) also shared the same experience that gangsters and violence in general affects school operations.

6.3 SUMMATIVE RECOMMENDATIONS

Safety in schools is a very huge concern; therefore, I will not be doing justice if I did not present my recommendations around the issue of safety in schools. Furthermore, as a citizen and emerging scholar, it is my responsibility to try to ensure that the Department of Education, educators, learners and community at large benefit from my presence in the research grounds. It is under those grounds that I present the recommendations.

I recommend that educators should be empowered through support from the principals and from the district coordinator through frequent policy implementation conference using online platform to minimize the costs of physical conferences. These online conferences must focus on improving monitoring of safety measures in accessing school grounds, scholar transport and in ensuring that schools are drug-free area. Although intrinsic motivation is important (Valerio, 2012) the support for empowerment of teachers could be external in a form of motivations that could be provided by policy experts. Furthermore, modification and development in terms of teaching qualifications are necessary to empower in-service teachers and prospective educators. Hence, I propose that the four-year teacher-training programmes must have law-related modules from the first year of the study until fourth year of study (final year) so that even novice

teachers can have meaningful insights about all policy and law proceedings at school level.

The school principals and SGB members must ensure that the school is fully fenced, surveillance cameras are functional and monitored, and school gates have a drug and weapon-tracking device so that the school can curb negative implications of unsafe conditions in schools in respect of access to school, drugs and weapons and scholar transport. The school management can achieve this by establishing a good relationship with the community so that the community can safeguard the school resources. I recommend that the community must be active whistle-blowers for drug smuggling because drugs in schools emanate from the communities.

Creating healthy relationships with external stakeholders creates a positive environment. Therefore, as the researcher, I recommend that there should be the establishment of a healthy relationship between all the law societies or institutions and the schools so that the School Governing Bodies and educators can be capacitated. In rural areas, traditional leaders and other departments must work with management in schools as to normalise the issue of safety in schools.

With concerns to the scholar transport, the schools should introduce a system whereby all the scholar transport drivers would check in and out so that corruption can be eliminated. Indemnity forms, release forms and school-based policies must be made available for implementation and referencing purposes. Release and indemnity forms may be administered by the school principal and he or she can be assisted by an educator who is a member of the safety committee at the school. When a learner leaves the school before the normal time, a parent must be called to fetch the learner from the school and both the parent and school official must sign.

For ensuring safety on scholar transport, each school must be allocated a specialised person to monitor the vehicles, drivers and other processes of scholar transport. Serious intervention on scholar transport is pivotal because negligence possesses financial implications for the Department of Education arising from claims for injuries suffered.

Unsafe conditions arising from cultural differences in schools must be combated through continuous engagement with the traditional leaders from the villages and the provincial houses of traditional leaders. Lastly, physical stability and surveillance plays a crucial role in stabilising school safety. Therefore, the installation of advance technology in terms of camera surveillance and searching devices must be made in schools to track illegal drugs and dangerous weapons.

With regards to monitoring of the implementation of the safety policy in schools, the researcher recommends that the provincial Departments of Basic Education must ensure that there are policy advisors in every education circuit so that all the schools have legal and functional safety policy. The circuit policy advisors could develop a holistic evaluation and monitoring tool for implementing safety measures. The policy advisor could visit each school twice a month to check if all policy related issues are up to standard and to provide support to educators who are implementing safety policies.



6.4 SUMMATIVE AREAS FOR FURTHER RESEARCH

My purpose in this study was to find out how safety measures are implemented in selected public high schools in the Alfred Nzo East Education District. However, I found it more challenging to understand the implementation of safety policy in school because of other factors attached to policy implementation; therefore, the researcher would like to highlight the areas that still need more intensive research.

Future studies are desirable on the empowerment of educators especially on the policy development, policy implementation and policy evaluation because educators including the principals are tasked to carry out Department of Basic Education policies on daily basis, hence a need for appropriate orientation on policy.

Regarding the challenges on school safety, there is a need to conduct an intensive research about the dynamics of cultural diversity in school safety because multiple cultures in an institution affect its operations. For example, schools with multicultural practices affect school safety as reflected in research findings. The research on cultural diversity can also address the role of traditional leaders in safety management of

schools because in rural communities traditional leaders are regarded as high profile people and they play an influential role. Moreover, there should be studies that must be piloted in rural areas about the effects of the school infrastructure (restrooms, classrooms, computer labs, storerooms, fencing, and playgrounds) on school safety because the inadequacy of infrastructure produces safety concerns for both learners and educators at schools.

Further studies are required on monitoring techniques on policy implementation at school level. Challenges that are stumbling blocks in terms the monitoring of policy implementation also require thorough research because the process of evaluation and monitoring assists in getting the loopholes of the policy and that therefore can be used to develop future policies that have minimal gaps.

6.5 LIMITATIONS OF THE STUDY

Whenever a research study is conducted, problems arise and that hinders the researcher to reach the highest points of understanding of a matter that is being researched. These weaknesses which are commonly known as limitations sometimes open the gaps for future research and sometimes they make the quality of the research questionable. It is therefore important to outline these limitations. The study concentrated only on the Alfred Nzo East Education District in three public high schools with a total number of 21 participants. This study utilised only the qualitative methodological factors such as case study, qualitative face-to-face interviews and interpretivism. These methodological aspects may have limited the researcher to get other profound findings. The study also focused only on rural schools.

In this study, in terms of data collection, there were limitations because the researcher could not apply all data collections methods to improve triangulation and trustworthiness. Secondly, the sampling method which was adopted by the researcher could not allow that all the learners, educators and parents in the participating schools be interviewed because of both financial constraints and time constraints.

Therefore, the findings of this study cannot be generalised to the whole Alfred Nzo East District not to the entire Province of the Eastern Cape. Recommendations that are

provided in this study might not suit some districts, provinces and countries because of contextual differences. However, the findings of the study might be an indication that there is a serious problem existing in implementing safety policies and that there is a serious problem of safety in schools in the region of Alfred Nzo East.

6.6 CONCLUSION

Considering the research findings, the literature and the research questions that are mentioned above, the following conclusions must be tabled. The aim of this study was to find out how the regulations for safety measures are implemented in selected public high schools in the Alfred Nzo East Education District. Moreover, the study also aimed at understanding the empowerment of teachers in implementing the regulations for safety measures at public schools and the challenges in ensuring safety in school. Evaluating monitoring avenues for this safety policy were also investigated. Schools in South Africa are generally not safe and the safety policies are not well implemented. Most schools do not have working school policies and rely on instructions and circulars coming from the national and provincial Department of Education. In this study, the most notable safety concerns in schools emanate from poor fencing, poor policy development and implementation, excessive use and possession of dangerous weapons and illegal drugs, poor electronic wiring, different male circumcision groups, poor and unsafe transporting system of learners and minor hidden gangsterism.

The safety concerns in schools may subject learners to physical risks, psychological disturbance, poor academic performance and emotional instability. It must be noted again that safety concerns in school also affects teachers. Teachers tend to leave the teaching profession, they are absent from the school and they literally have fears of going to classes and teaching. In conclusion, schools with help from the education district office must develop and implement school-based safety policies. Law societies, traditional leaders, parents and businesses must join hands in promoting safe and conducive schools that will encourage best values that will emancipate society in all spheres.

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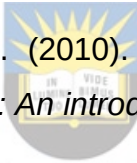
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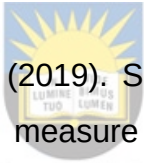
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APPENDICES

APPENDIX 1: RESEARCH PERMISSION



Province of the
EASTERN CAPE
EDUCATION

STRATEGIC PLANNING POLICY RESEARCH AND SECRETARIAT SERVICES
Steve Vukile Tshwete Complex • Zone 6 • Zwelitsha • Eastern Cape
Private Bag X0032 • Bisho • 5605 • REPUBLIC OF SOUTH AFRICA
Tel: +27 (0)40 608 4537/4773 • Fax: +27 (0)40 608 4574 • Website: www.ecdoe.gov.za

Enquiries: B Pamla Email: babelwa.pamla@ecdoe.gov.za Date: 20 September 2018

Mr. S Mditshwa
P O Box 210556
Bizana
4960

Dear Mr. Mditshwa

PERMISSION TO UNDERTAKE A MASTERS THESIS: IMPLEMENTATION OF THE REGULATIONS FOR SAFETY MEASURE IN SELECTED PUBLIC HIGH SCHOOLS IN ALFRED NZO EAST EDUCATION DISTRICT

1. Thank you for your application to conduct research.
2. Your application to conduct the above-mentioned research in three (3) selected secondary schools in Alfred Nzo East district under the jurisdiction of the Eastern Cape Department of Education (ECDoE) is hereby approved based on the following conditions:
 - a. there will be no financial implications for the Department;
 - b. institutions and respondents must not be identifiable in any way from the results of the investigation;
 - c. you present a copy of the written approval letter of the Eastern Cape Department of Education (ECDoE) to the Cluster and District Directors before any research is undertaken at any institutions within that particular district;
 - d. you will make all the arrangements concerning your research;
 - e. the research may not be conducted during official contact time;
 - f. should you wish to extend the period of research after approval has been granted, an application to do this must be directed to Chief Director: Strategic Management Monitoring and Evaluation;

building blocks for growth

Page 1 of 2



Ikamva eliqaqambileyo!

- g. your research will be limited to those institutions for which approval has been granted, should changes be effected written permission must be obtained from the Chief Director: Strategic Management Monitoring and Evaluation;
 - h. you present the Department with a copy of your final paper/report/dissertation/thesis free of charge in hard copy and electronic format. This must be accompanied by a separate synopsis (maximum 2 – 3 typed pages) of the most important findings and recommendations if it does not already contain a synopsis.
 - i. you present the findings to the Research Committee and/or Senior Management of the Department when and/or where necessary.
 - j. you are requested to provide the above to the Chief Director: Strategic Management Monitoring and Evaluation upon completion of your research.
 - k. you comply with all the requirements as completed in the Terms and Conditions to conduct Research in the ECDoE document duly completed by you.
 - l. you comply with your ethical undertaking (commitment form).
 - m. You submit on a six monthly basis, from the date of permission of the research, concise reports to the Chief Director: Strategic Management Monitoring and Evaluation
3. The Department reserves a right to withdraw the permission should there not be compliance to the approval letter and contract signed in the Terms and Conditions to conduct Research in the ECDoE.
 4. The Department will publish the completed Research on its website.
 5. The Department wishes you well in your undertaking. You can contact the Director, Ms. NY Kanjana on the numbers indicated in the letterhead or email nelisa.kanjana@ecdoe.gov.za should you need any assistance.



NY KANJANA
DIRECTOR: STRATEGIC PLANNING POLICY RESEARCH & SECRETARIAT SERVICES
FOR SUPERINTENDENT-GENERAL: EDUCATION



APPENDIX 2: ETHICAL CLEARANCE



University of Fort Hare
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ETHICAL CLEARANCE CERTIFICATE REC-270710-028-RA Level 01

Certificate Reference Number: MAC031SMDI01

Project title: **Implementation of the regulations for safety measures in selected public high schools in the Alfred Nzo East Education District.**

Nature of Project: Masters in Education

Principal Researcher: Simbongile Mditshwa

Supervisor: Mr M.A.A Macanda

Co-supervisor: N/A

On behalf of the University of Fort Hare's Research Ethics Committee (UREC) I hereby give ethical approval in respect of the undertakings contained in the above-mentioned project and research instrument(s). Should any other instruments be used, these require separate authorization. The Researcher may therefore commence with the research as from the date of this certificate, using the reference number indicated above.

Please note that the UREC must be informed immediately of

- Any material change in the conditions or undertakings mentioned in the document;
- Any material breaches of ethical undertakings or events that impact upon the ethical conduct of the research.

The Principal Researcher must report to the UREC in the prescribed format, where applicable, annually, and at the end of the project, in respect of ethical compliance.

Special conditions: Research that includes children as per the official regulations of the act must take the following into account:

Note: The UREC is aware of the provisions of s71 of the National Health Act 61 of 2003 and that matters pertaining to obtaining the Minister's consent are under discussion and remain unresolved. Nonetheless, as was decided at a meeting between the National Health Research Ethics Committee and stakeholders on 6 June 2013, university ethics committees may continue to grant ethical clearance for research involving children without the Minister's consent, provided that the prescripts of the previous rules have been met. This certificate is granted in terms of this agreement.

The UREC retains the right to

- Withdraw or amend this Ethical Clearance Certificate if
 - Any unethical principal or practices are revealed or suspected;
 - Relevant information has been withheld or misrepresented;
 - Regulatory changes of whatsoever nature so require;
 - The conditions contained in the Certificate have not been adhered to.
- Request access to any information or data at any time during the course or after completion of the project.
- In addition to the need to comply with the highest level of ethical conduct principle investigators must report back annually as an evaluation and monitoring mechanism on the progress being made by the research. Such a report must be sent to the Dean of Research's office.

The Ethics Committee wished you well in your research.

Yours sincerely



31/08/2018

Professor Pumla Dineo Gqola
Dean of Research

28 August 2018

APPENDIX 3: EDITOR'S CERTIFICATE

8 Nahoon Valley Place

Nahoon Valley

East London

5241

8 December 2019

TO WHOM IT MAY CONCERN

I hereby confirm that I have proofread and edited the following thesis using the Windows 'Tracking' system to reflect my comments and suggested corrections for the student to action to produce a clean copy for examination purposes:

Implementation of the regulations for safety measures in selected public high schools in Alfred Nzo East Education District by Simbongile Mditshwa, a dissertation submitted in fulfilment of the requirements for the degree of Master of Education Faculty of Education, University of Fort Hare.



The thesis contains various language and formatting issues that the student is still required to address but as editor I will not see nor verify the final copy of the thesis that is submitted for examination.

Brian Carlson (B.A., M.Ed.)

Professional Editor

Email: bcarlson521@gmail.com

Cell: 0834596647

Disclaimer: Although I have made comments and suggested corrections, the responsibility for the quality of the final document lies with the **student** in the first instance and not with myself as the editor.

BK & AJ Carlson Professional Editing Services

APPENDIX 4: DATA COLLECTION TOOLS

INTERVIEW GUIDE FOR SCHOOL PRINCIPAL

INTRODUCTION 1

My name is **Simbongile Mditshwa**, a student who is doing Masters of Education (M.Ed) at the University of Fort Hare. I am researching about **THE IMPLEMENTATION OF SAFETY MEASURES IN SELECTED PUBLIC HIGH SCHOOLS IN THE ALFRED NZO EAST EDUCATION DISTRICT**. The main purpose of the study is to find out how the regulations for safety measures are implemented in selected public high schools. The study is significant because educators, principals and SGBs may be equipped on how and when should learner safety skills be applied and they may get an insight about issues around safety and negligence in schools. I would like to interview you about the topic mentioned above. As a principal, you were selected purposefully because you are manager in all spheres of the school. Moreover, as a principal you are attached to all the administration and guidance when school policies are being developed. In the research report, I will not disclose your name or institution; you are also allowed to withdraw from the interview if you do not feel like proceeding with it. Confidentiality will also be maintained all the time. To ensure confidentiality, the interviews will be conducted in a place that enables privacy and information that is a secret will be kept secret or coded. If you agree, please sign the informed consent form. This study has been approved by the Faculty of Education, University of Fort Hare Research Council (UFHRC) and by the Provincial Department of Education.

INTRODUCTION 2

1. Would you like to tell me about yourself – name, age, marital status, education background
2. When did you join this school?
3. When did you become a principal
4. Before becoming a principal, what were you doing?
5. What are your subject specializations?
6. What are your responsibilities as a principal?

7. Tell me about the qualities of a good principal.
8. Who develops the school policies? Hence, explain your role on the development of the policy.
9. Do you have a safety policy?
10. What do you regard as a conducive teaching and learning?

1 How are teachers empowered to implement the regulations for safety measures at public schools?

- Do educators get trained on safety of learners in schools?
- Can you mention the areas of safety where teachers are trained on?
- How are the teachers trained on managing scholar transport?
- How are the teachers prepared to deal with drugs?
- How are the educators prepared to deal with violence in this school?
- How the teachers are prepared to deal with access to school premises?
- How are educators trained on safety of learners in schools?
- Is the training that educators get enough for ensuring safety in school?
- How are the teachers involved in terms of developing the training programs for them?

2 What are the challenges that hinder educators to implement the safety measures in public schools?

- According to your observation and experience, what are the challenges that are faced by educators when they are trying to ensure safety in school?
- How do these challenges affect school operation?
- What are the specific challenges that teachers face concerning general transportation of learners? drivers, actual Vehicles,
- Tell us about short-comings in ensuring safety in terms of granting access to school premises?
- What are the challenges that you face in trying to manage drugs and violence in this school

3 How the implementation of the regulations for safety measures at public schools is monitored?

- Who is responsible for monitoring that safety policies are adhered to?

- How do you ensure that safety policies are adhered to?
- What implications might the school have if there is improper monitoring on safety in school?
- How do you ensure that violence is eliminated in this school?
- How the access to the school is monitored?
- What steps do you take to safeguard the school premises?
- How do you ensure that what you planned in terms of transportation of learners is achieved?
- Based on you experience, which areas do you consider as needing more monitoring? And why?



INTERVIEW GUIDE FOR EDUCATOR (SGB)

INTRODUCTION 1

My name is **Simbongile Mditshwa**, a student who is doing Masters of Education (M.Ed) at the University of Fort Hare. I am researching about **THE IMPLEMENTATION OF SAFETY MEASURES IN SELECTED PUBLIC HIGH SCHOOLS IN THE ALFRED NZO EAST EDUCATION DISTRICT**. The main purpose of the study is to find out how the regulations for safety measures are implemented in selected public high schools. The study might be significant because educators, principals and SGBs may be equipped on how and when should learner safety skills be applied and they will get an insight about issues around safety and negligence in schools. I would like to interview you about the topic mentioned above. In the research report, I will not disclose your name or institution; you are also allowed to withdraw from the interview if you do not feel like proceeding with it. Confidentiality and privacy will also be maintained all the time. To ensure confidentiality, the interviews will be conducted in a place that enables privacy and information that is a secret will be kept secret or coded. If you agree, please sign the informed consent form.

INTRODUCTION 2

1. Would you please tell us about yourself (name, age range, marital status etc)
 2. When did you join this school?
 3. When did you become an Educator?
 4. Why did you choose to become an Educator?
 5. Tell us about your qualifications
- 1. How are teachers empowered to implement the safety measures at public schools?**
- Do you get trained on safety of learners in schools?
 - Can you mention the areas of safety where you are trained on?
 - How are you trained on managing scholar transport?
 - How are you prepared to deal with drugs,
 - How are you prepared to deal with access to school premises?
 - How are you prepared to deal with violence in this school?
 - In your view, is the training that you get enough for ensuring safety in school?
 - How are the teachers involved in terms of developing the training programs for them?

2. What are the challenges that hinder educators to implement safety measures in public schools?

- According to your observation and experience, what are the challenges that you face when you are trying to ensure safety in school?
- How do these challenges affect school operation?
- What are the specific challenges that you face concerning general transportation of learners? drivers, actual Vehicles,
- Tell us about short-comings in ensuring safety in terms of granting access to school premises?
- What are the challenges that you face in trying to manage drugs and violence in this school?
- Could you please tell me about short-comings that you face when it comes to violence?



3. How the implementation of safety measures at public schools is monitored?

- Who is responsible for monitoring that safety policies are adhered to?
- How do you ensure that safety policies are adhered to?
- What implications might the school have if there is improper monitoring on safety in school?
- How do access to the school is monitored?
- How do you ensure that what you planned in terms of transportation of learners is achieved?
- What role does the community play to ensure that violence is eliminated?
- Based on you experience, which areas do you consider as needing more monitoring? And why?

INTERVIEW GUIDE FOR PARENTS (SGB)

INTRODUCTION 1

My name is **Simbongile Mditshwa**, a student who is doing Masters of Education (M.Ed) at the University of Fort Hare. I am researching about **THE IMPLEMENTATION OF SAFETY MEASURES IN SELECTED PUBLIC HIGH SCHOOLS IN THE ALFRED NZO EAST EDUCATION DISTRICT**. The main purpose of the study is to find out how the regulations for safety measures are implemented in selected public high schools. The study might be significant because educators, principals and SGBs may be equipped on how and when should learner safety skills be applied and they will get an insight about issues around safety and negligence in schools. I would like to interview you about the topic mentioned above. In the research report, I will not disclose your name or institution; you are also allowed to withdraw from the interview if you do not feel like proceeding with it. Confidentiality and privacy will also be maintained all the time. To ensure confidentiality, the interviews will be conducted in a place that enables privacy and information that is a secret will be kept secret or coded. If you agree, please sign the informed consent form.

INTRODUCTION 2

1. Could you please tell me about yourself
 2. Do you have a child in this school? In which grade?
 3. Before you were elected as an SGB member, what were you doing? Or what are you doing right now, besides being an SGB member?
 4. Shortly, can you outline your role as an SGB?
 5. Have you ever got training on being an SGB?
 6. Which areas were you trained on?
-
1. **How are teachers empowered to implement the safety measures at public schools?**
 - Do you support educators and school when administering safety policies?
 - What kind of support do you provide to the educator when they are trying to ensure safety in schools?
 - How do you ensure that the teachers at this school are able to deal with violence
 - Does the community offer informal capacitating-programs to educators about safety in schools?

2. What are the challenges that hinder educators to implement the safety measures in public schools?

- According to your observation and experience, what are the general challenges do educators face when they are ensuring safety in school?
- Tell us about the specific challenges that educators face when they are dealing with (a) drugs and violence, (b) Access to the school premises (c) transportation of learners.
- How do these challenges affect the teaching and learning environment in this school?
- How can the community assist the educator in ensuring that schools are safe?
- What are the most challenging things that hinder teachers to control violence in this school?

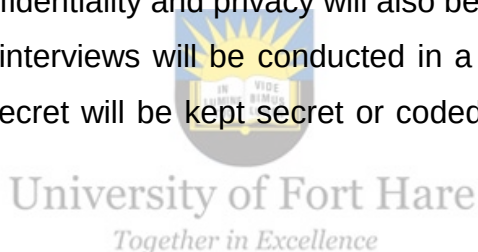
3. How is the implementation of safety measures at public schools is monitored?

- Who is responsible for monitoring that safety policies are adhered to?
- How do you ensure that safety policies are adhered to?
- What implications might the school have if there is improper monitoring on safety in school?
- How do access to the school is monitored?
- How do you ensure that what you planned in terms of transportation of learners is achieved?
- Based on you experience, which areas do you consider as needing more monitoring? And why?
- What is the procedure that parents need to follow when visiting the school?

INTERVIEW GUIDE FOR LEARNERS (LRC)

INTRODUCTION 1

My name is **Simbongile Mditshwa**, a student who is doing Masters of Education (M.Ed) at 5th University of Fort Hare. I am researching about **THE IMPLEMENTATION OF SAFETY MEASURES IN SELECTED PUBLIC HIGH SCHOOLS IN THE ALFRED NZO EAST EDUCATION DISTRICT**. The main purpose of the study is to find out how the regulations for safety measures are implemented in selected public high schools. The study might be significant because educators, principals and SGBs may be equipped on how and when should learner safety skills be applied and they will get an insight about issues around safety and negligence in schools. You were I would like to interview you about the topic mentioned above. During and after this interview, I will not disclose your name or institution; you are also allowed to withdraw from the interview if you do not feel like proceeding with it. Confidentiality and privacy will also be maintained all the time. To ensure confidentiality, the interviews will be conducted in a place that enables privacy and information that is a secret will be kept secret or coded. If you agree, please sign the informed consent form.



INTRODUCTION 2

1. Would you like to tell me about yourself? (name, age, family structure, sexuality)
2. Why did you choose to study in this school?
3. Which subjects are you doing?

CORE QUESTIONS

1. How do you feel about safety in this school?
2. What are the factors that threaten safety in this school?
3. In your opinion, how do teachers ensure that school kids are safe all the time?
4. Are learners represented on the committee that establishes safety measures in school?
5. How does cultural diversity affect your school?
6. How safe is the scholar transport?
7. How do you gain permission to leave the school before or during normal operation hours?

8. What makes school boys or girls to fight each other?
9. Are there any learners that bring drugs and weapons in school?
10. What do you understand about gangsterism?



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SHORT OBSERVATION

My name is **Simbongile Mditshwa**, a student who is doing Masters of Education (M.Ed) at the University of Fort Hare. I am researching about **THE IMPLEMENTATION OF SAFETY MEASURES IN SELECTED PUBLIC HIGH SCHOOLS IN THE ALFRED NZO EAST EDUCATION DISTRICT**. The main purpose of the study is to find out how the regulations for safety measures are implemented in selected public high schools. The study might be significant because educators, principals and SGBs may be equipped on how and when should learner safety skills be applied and they will get an insight about issues around safety and negligence in schools. I would like to observe the schools physical resources. During and after this observation I will not disclose your name or institution. Confidentiality and privacy will also be maintained all the time. If you agree, please sign the informed consent form.

OBSERVATION SCHEDULE

ISSUE

OBSERVATION



Access to school

Visitors book / logbook , School Fence, security guards

Drug and violence

Possession or signs of drugs possession, Billboards indicating, drug and violence free zone, Weapons, Dangerous objects, Emergency alarms, Painted signs of gangsters, Surveillance cameras, Restrooms (for checking cigarette leftovers)

Transportation of learners

Roadworthiness of a vehicle, Licensing , Professional Driving permit (PDP), Seatbelts issue, Overload issue, Vehicle fire extinguisher

DOCUMENTS TO BE COLLECTED FROM SCHOOLS

My name is **Simbongile Mditshwa**, a student who is doing Masters of Education (M.Ed) at the University of Fort Hare. I am researching about **THE IMPLEMENTATION OF SAFETY MEASURES IN SELECTED PUBLIC HIGH SCHOOLS IN THE ALFRED NZO EAST EDUCATION DISTRICT**. The main purpose of the study is to find out how the regulations for safety measures are implemented in selected public high schools. The study might be significant because educators, principals and SGBs may be equipped on how and when should learner safety skills be applied and they will get an insight about issues around safety and negligence in schools. I would like to collect or to have an access to some of the documents below. I will not disclose your name or institution. Confidentiality and privacy will also be maintained all the time. If you agree, please sign the informed consent form.

1. SCHOOL-BASED SAFETY POLICY
2. LEARNER CODE OF CONDUCT
3. DISCIPLINARY COMMITTEE POLICY
4. LEARNER ENROLMENT SCHEDULE
5. STAFF ESTABLISHMENT SCHEDULE
6. INDEMNITY FORM
7. VISTOR BOOK / LOGBOOK
8. DRIVERS REGISTER
9. MANUAL FOR CHILD FRIENDLY SCHOOLS OF THE UNITED NATIONS CHILDREN'S FUND (UNICEF) 2009
10. THE DECLARATION ON THE RIGHTS AND WELFARE OF THE AFRICAN CHILD 1979
11. SOUTH AFRICAN SCHOOLS ACT 1996
12. AFRICAN CHARTER ON THE RIGHTS AND WELFARE OF THE CHILD OF 1979
13. THE PROTECTION FROM HARASSMENT ACT 71 OF 2001
14. SACE ACT OF 2000
15. EMPLOYMENT OF EDUCATORS ACT OF 1998
16. PERSONNEL ADMINISTRATIVE MEASURES 1999
17. REGULATIONS FOR SAFETY MEASURES AT PUBLIC SCHOOLS
18. GUIDELINES FOR THE CONSIDERATION OF GOVERNING BODIES IN ADOPTING A CODE OF CONDUCT FOR LEARNERS
19. RSA CONSTITUTION 1996
20. PROMOTION OF THE ADMINISTRATIVE JUSTICE ACT 2000



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APPENDIX 5: CONSENT FORMS: CHILDREN

NAME OF APPLICANT

Ethics Human 2011

<<Approved

>>

OFFICE USE ONLY

Ref:

Date:



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PARTICIPANT INFORMATION LEAFLET AND ASSENT FORM



TITLE OF THE RESEARCH PROJECT: IMPLEMENTATION OF SAFETY MEASURES IN SELECTED PUBLIC HIGH SCHOOLS IN ALFRED NZO EAST EDUCATION DISTRICT

PRINCIPAL INVESTIGATOR: MDITSHWA SIMBONGILE (201109074)

P.O BOX 210556

BIZANA

4800

CELL #: 073 73 93070

Molo My name is Simbongile Mditshwa. I am doing research at the University of Fort Hare in the Faculty of Education. I am doing this research for the purposes of obtaining my Masters degree in Education. I am also interested in improving the safety of learners in schools. I am a teacher in one of the schools in the Eastern Cape. Research is the process of collecting information on an issue for improvement purposes. In my research, I am collecting information from teachers, learners, and parents on what can be done to make sure that learners are always safe in schools. I will ask you

questions about you, and your views about the safety of learners in school. This is going last for about 20 minutes and will be done. In the process of answering questions, I do not expect you to feel any pain, but if you do not want to answer any question, you are free to do so. I selected you because you are one of the LRC members and you are part of the SGB and you are likely to know more than other learners about safety of learners in school. Other learners should be reporting some of these issues to you. No one else in the school or in the community will know what you will tell me. Even in my study, your name will not appear. What you will tell me will be used only for research purposes only and will be destroyed when the study is completed. You are not the only one who is taking part in this study; there are learners, and teachers and parents from other schools. You will not be paid for taking part in this study or get more marks at school or bursary, but your views will help to improve safety in schools. If there is something that you do not understand or you have further questions about this research, you are free to contact my supervisor: Mr M.A.A Macanda at mmacanda@ufh.ac.za (040 602 2197). If you feel you do not want to take part in this study, you are free to do so even if your parents have agreed that you should take part. There is nothing bad or wrong that will happen to you, and you are free to stop answering questions at any time. Feel free to ask any other questions before we start.



Do you understand this research study and are you willing to take part in it?

YES

NO

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Has the researcher answered all your questions?

YES

NO

Do you understand that you can pull out of the study at any time?

YES

NO

Signature of Child

Date

APPENDIX 6: CONSENT FORMS: ADULTS



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Ethics Research Confidentiality and Informed Consent Form

My name is **Simbongile Mditshwa (201109074)**. I am registered for **Master's Degree at the University of Fort Hare in the Faculty of Education**. The purpose of this study is to find out how safety measures are implemented in selected public high schools in the Alfred Nzo East Education District. The findings of this study could help improve the safety of learners and teachers in public schools.

Please understand that you are not being forced to take part in this study and the choice whether to participate or not is yours alone. However, we would really appreciate it if you do share your thoughts with us. If you choose not to take part in answering these questions, you will not be affected in any way. If you agree to participate, you may stop me at any time and tell me that you don't want to go on with the interview. If you do this there will also be no penalties and you will NOT be prejudiced in ANY way. Confidentiality will be observed professionally.

Your name will not appear in the dissertation and no one will be able to link you to the answers you give. Only the researchers will have access to the linked information. The information will remain confidential and there will be no "come-backs" from the answers you give.

The interview will last for about 20 minutes. I will be asking you questions and I ask that you be as open and honest as possible in answering these questions. The initial questions are more about you as a person and others will focus on your views about the training of teachers in relation to matters of safety, the problems they encounter on issues of safety, and on the supervision of learner safety in schools.

Given time and resources, I would like to come back to this area once I have completed this study to inform the participating schools of the findings and recommendations.

INFORMED CONSENT

I hereby agree to participate in research regarding **THE IMPLEMENTATION OF SAFETY MEASURES IN SELECTED PUBLIC HIGH SCHOOLS IN THE ALFRED NZO EAST EDUCATION DISTRICT**; I understand that I am participating freely and without being forced in any way to do so. I also understand that I can stop this interview at any point should I not want to continue and that this decision will not in any way affect me negatively.

I understand that this is a research project whose purpose is not necessarily to benefit me personally.

I have received the telephone number of a person to contact should I need to speak about any issues which may arise in this interview.

I understand that this consent form will not be linked to the interview, and that my answers will remain confidential.

I understand that if at all possible, feedback will be given to my community on the results of the completed research.



.....
Signature of participant

Date:.....

University of Fort Hare
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I hereby agree to the tape recording of my participation in the study

.....
Signature of participant

Date:.....

...END...