# Chapter 5

#### RECOMMENDATIONS

# 5.1 INTRODUCTION

Young people cannot effectively enjoy the right to education in conditions that jeopardise their own freedom and security of person. In order to protect the fundamental rights of learners, the Department of Education (DoE) must be proactive in making schools to be safer places. As a nation, we must employ all the necessary means to prevent violence from occurring within school g rounds, while a t the same t ime making reporting mechanisms easily accessible to learners, parents and educators alike.

It is clear that school-based violence is not solely situated within the 'school as an island.' Addressing community-based factors and employing the assistance and involvement of learners and community-based stakeholders can effectively eliminate the violence that occurs in schools. The task of improving the quality of school environment and fostering a culture of peace and non-violence should involve the participation of learners and the entire community, including learners' caretakers and families, SGBs, professional bodies, trade unions, r esearch institutions, employers, and non-governmental and community-based organisations.

It was clear from the Public Hearing that a culture of violence and abuse was having negative effects on the future citizens of the country. It is imperative that both the DoE and the wider community engage in collaborative endeavours to continue to monitor, address, treat and u ltimately prevent a II f orms of violence w ithin schools. The Safe Schools Programme and o ther i nterventions a re p romising s igns t hat such collaboration is possible. However, such interventions have yet to be expanded to include all of South Africa's public schools. The need is widespread.

It is important that the DoE and its subsidiary schools develop strategic plans that can be modified to suit local needs, and –j ust as critically –to resource those plans fully and immediately. Only then will South Africa's children be able to enjoy the real fruits of an education system that is available, accessible, acceptable and adaptable.<sup>194</sup>

# 5.2 Making the School Environment a safe place

#### **5.2.1 Prevention strategies**

# (i) Create safe physical spaces

- 1. Victimisation of learners in schools frequently occurs because school buildings
  - t hemselves are not clean and safe or completely free from the negative influences
  - o f the community. Toilets, hallways and empty classrooms, have become places where girl and boy children are cornered and assaulted, sometimes by a group
  - o f attackers. These known target areas should be monitored constantly.
- 2. The DoE should assist individual schools in identifying and assessing these vulnerable areas. The Department should consider possible reconfiguration of
  - t oilets and other vulnerable areas to improve monitoring processes.

3. When developing monitoring plans, the DoE should pay particular consideration to the types of attacks that both learners and school staff are exposed to, including gang violence and sexual violence against girl children that may occur in toilets and empty classrooms. The DoE should develop protocols for monitoring schemes and should structure them in a manner that is gender-sensitive. For example, girls' toilets should be monitored only by female staff members who are properly trained to do so.

# (ii) Carefully utilise screening and security measures

- 4. The presence of weapons immediately compromises the safety of everyone in the school. The noticeable rise in incidents that involve guns, knives and other cutting devices, mean that learners and even individuals from the surrounding community can perpetrate devastating forms of violence with impunity. The DoE should carefully consider the implementation of security devices, including metal detectors and fences, as screening mechanisms for entrances to the school premises.
- 5. There is a need to proceed with caution when limiting the rights of learners. Security devices must be implemented in a manner that is not degrading or humiliating to learners. The measures must also be gender-sensitive and age-appropriate. Body searches must be avoided to the fullest extent possible, and the dignity of the learner's person must be preserved during the implementation of all screening measures. The DoE must be explicit in creating protocols that expressly limit the extent of searches and specify that the manner in which they are conducted must conform to constitutional principles.
- Educators should not be burdened with carrying out 'police functions.' It may be
  acceptable for school officials to randomly search a learner's possessions, and
  request that they turn out their clothing pockets or remove their outer clothing such as
  blazers and jerseys. However, police or security officials should carry out any search
  beyond that realm.
- 7. The DoE should set forth guidelines for the integration of police and security forces into the school environment. The DoE and local schools should also coordinate with local police or independent security teams to delegate roles and responsibilities.
- 8. The practical utility of screening measures must be weighed against the detrimental effects of creating an atmosphere of mistrust and excessive policing, keeping in mind that the ultimate goal is to create an environment in which the learners themselves feel welcome, wanted, and encouraged to learn.

#### (iii) Reduce overcrowding

- 9. Overcrowding in classrooms causes competition among children for physical space and resources; such a dynamic may exacerbate or even create hostility among learners. The DoE must ensure that learners are accommodated in classrooms where there is adequate space to learn, move and interact safely with fellow classmates.
- 10. Large classes make the maintenance of order and discipline a far more difficult task for educators. Educator-to-student ratios should reflect class sizes that are manageable both in terms of discipline and providing adequate attention and instruction to all the students.

11. The DoE should develop a system of monitoring classroom sizes and, particularly, overcrowded classrooms and schools. The DoE should be able to track how it is meeting the needs for these classrooms and schools that suffer under the stresses

o f being under-resourced.

# (iv) Transform unattractive learning environments

- 12. Schools should be designed and arranged to make the environment attractive and conducive to learning.
- 13. The DoE should create a framework document that lays out the ideal scenario or a school environment that is beautiful, clean and safe. The framework document should provide tangible suggestions for beautifying the school environment, such as the presence and maintenance of litter bins, the use of school walls as learner art spaces and the regular cleaning of schools spaces by taff and learners.
- 14. Schools should be properly maintained in order to promote the maximum health and safety of learners and educators. Proper upkeep of the school premises should be taught to all members of the school community. This will instil in learners an important sense of institutional pride, self-respect, and self-esteem, and ltimately serve as a foundation for creating a culture of peace, harmony and cooperation in schools.

# (v) Ensure safe learner transport

- 15. While strictly not occurring on school grounds, incidents that occur as learners make their way to school may have a severe impact on their sense of safety and security in school. These may also impact on their ability to focus on learning. The DoE schools must maintain a record of the areas and distances from which individual students are travelling and develop a plan to facilitate safe travel to school for each student.
- The DoE must expand the learner transport scheme to facilitate transport for earners travelling from neighbourhoods with known high crime rates or over ong distances in rural areas. Children should not be discouraged from enjoying heir right to education because they are afraid of what might happen to them on the way to school.
- 17. Students must be educated on best practices for safe transport and must be taught methods of avoiding potentially dangerous scenarios on the way to school, such as travelling in groups or with an adult caretaker.
- 18. Bus transport must also be monitored to ensure that learners are not victimised by fellow learners, community members or transport staff, while travelling to and from school.

# 5.2.2 Reporting and care for victims

#### (vi) Create accessible and child-friendly reporting systems

- 19. If learners have suffered violence within the school environment, they may have ifficulties seeking assistance due to feelings of shame, fear, or intimidation. The
  - earners may also be unable to approach school authorities when the method of

  - eporting is unknown, or if the perpetrator is a school staff member or school
  - fficial. Discreet, accessible, and gender-sensitive reporting processes must be available to learners who may have suffered from a range of violent attacks, from gang violence to sexual violence.
- 20. The DoE should engage in consultation and research to develop guidelines for appropriate reporting procedures that truly take into account the difficulties that young learners have when faced with reporting incidents of violence. The DoE should assess the current effectiveness of reporting mechanisms and develop training protocols for rolling out new reporting procedures. New reporting mechanisms are an important priority and the Commission encourages the DoE o roll out new procedures as soon as possible.
- 21. Reporting processes must be well advertised among learners and must ensure hat learners have multiple channels by which to report violence.
- 22. Learners must be assured that such reports will remain confidential to the maximum extent legally possible.

#### (vii) Provide accessible and child-friendly treatment services

- 23. The trauma that victims of violence experience can be debilitating and can affect learner's entire academic career. The children who are victims of violence need counselling immediately, especially in the case of victims of sexual assault. The intervention time span should be as sufficient as possible to help them ecover a sense of dignity and security.
- 24. Counselling services should also be employed in a preventive function for learners who exhibit violent behaviour. Therapeutic interventions can be used as a method
  - f identifying and perhaps treating root causes of violence that learners may
  - xperience in the school, home or community.
- Schools should have counselling staff that is available and on-site full time during 25. school hours to address emergency trauma situations.
- 26. The DOE should train such counsellors to deal with school-based violence, sexual violence and conflict resolution.
- 27. Counsellors must be prepared to address the special needs of victims who are nfected with HIV/AIDS or have subsequently been infected due to sexual assault.
- 28. Counsellors should be present in adequate numbers to deal with the size and frequency of incidents that occur at schools.

- 29. There is a need to increase the number of full-time educational psychologists at schools across the country to assist educators and learners to deal with problems
  - o f violence.
- 30. Because school violence can occur across a range of severity and scale, it is
  - i mportant that the DoE organise counsellors, school psychologists and social workers to be part of an integrated crisis management team to deal with isolated
  - i ncidents and large-scale or highly traumatic occurrences that can affect the
  - s tudent population.

# 5.3 T RAINING AND SUPPORTING EDUCATORS TO DEAL WITH VIOLENCE

# 5.3.1 Educator training

# (viii) Enhance the capacity of educators to deal with violent conflicts

- 31. It is essential to train educators to deal with violent conflicts. The DoE should
  - p rovide training to educators and other school staff that focus on managing
  - i nterpersonal conflicts within the classroom setting and a host of other scenarios
  - t hat may arise at schools.
- 32. T raining should not only focus on augmenting each individual educator's ability o respond to violence in the school setting, but also establish known roles, complementary functions, and a teamwork-oriented approach for the school staff as a whole.
- The training should be embodied in a DoE manual that explains proper procedures or dealing with common situations in which violence has occurred to learners, educators or other school personnel.
- 34. The training and training materials should also help prepare educators to deal which differences in the manner in which girls and boys experience violence at school, with special attention paid to the unique indicators of sexual violence.

# (ix) Train educators to use non-violent teaching and disciplinary measures

- 35. A Ithough corporal punishment has been prohibited, it is still in use. There is a need for the DoE to provide ongoing training to educators in the use of non-violent
  - t eaching and discipline.
- 36. 'Alternative' disciplinary methods must become the norm while educators are made aware of the illegality and repercussions of resorting to violent disciplinary
  - t actics. The DoE should continue to provide best practices as alternatives to corporal punishment .
- 37. Educators must also receive comprehensive and mandatory training on acceptable forms of interactions with learners. In order to adequately protect our
  - g irl and boy children, the DoE must prioritise educator training that effectively emphasises to educators the parameters in which they must operate when
  - i nteracting with learners and the types of relationships that are inappropriate or illegal.

# 5.3.2 Educator support

- (x) Provide reporting mechanisms for educators who at are at risk of violence
- 38. Educators may also be victims of violence in the school setting. When the DoE is made aware that an educator is subjected to violence in the school
  - p remises, it has a responsibility to monitor the situation and take action. The DoE should provide reporting mechanisms for educators who feel they are at risk of violence from learners, other school staff or individuals from outside the school.
- 39. Such reporting mechanisms must be discreet and gender-sensitive.
- (xi) Provide counselling and extra staff support for educators who are victims or at risk.
- 40. After experiencing violence in the school, educators may be in need of counselling and staff support to help manage particularly problematic scenarios. The DoE should assist schools to utilise a team approach to engage with problem scenarios
  - n classrooms and ensure that educators feel safe and supported by other school
  - s taff.

# 5.4 A DVANCING A CULTURE OF PEACE THROUGH A CURRICULUM OF NON-VIOLENCE

- (xii) Promote non-violent values and awareness-raising
- 41. A rights-based life skills programme should be nationally implemented within the existing DoE curriculum that includes peace education, citizenship education, anti-bullying, human rights education, anger management, conflict resolution and mediation. <sup>195</sup>
- 42. Life skills training should have an emphasis on child rights and responsibilities that go with them and positive values. It should serve as a means of preventing and dealing with violence and harassment, including sexual harassment, and should address entrenched gender biases. 196
- 43. Life skills training should give strong consideration to the implications of HIV and
  - A IDS upon learners who are sexually assaulted or who suffer violence and
  - s tigmatisation because they or their family members are infected.
- 5.5 I NCREASING THE INVOLVEMENT OF PARENTS, SGBs, AND COMMUNITIES
- 5.5.1 Parents and caretakers of learners
- (xiii) I nvolve parents and caretakers in the implementation of the school safety p lan
- 44. Parents and caretakers of learners must be brought into the actual
  - i mplementation of a safety and security plan. This includes a range of possible points of intervention, including the utilisation of parents as school monitors or trained counsellors. Parents who assume these important roles should be trained and acknowledged for their work.
- 45. Equally important is that parents must be part and parcel of whatever interventions are required for their child, regardless of whether the child is the victim or perpetrator of violence.

# (xiv) Make special provision for learners living in child-headed households

- 46. Learners living in child-headed households are particularly vulnerable. It is necessary to clearly set out what protocols must be followed when such children
  - a re victimised, or perpetrate violence, or undergo security screening. Such
  - p rotocols must ensure that the rights of these most vulnerable learners are
  - p rotected from exploitation, and that additional support is provided to help offset
  - t he absence of adult caretakers.

#### 5.5.2 The SGBs

# (xv) Involve the SGBs in the drafting of internal policies regarding safety and security

47. The SGBs should play an important role in the drafting of school safety and security policies. The SGBs should contribute their intimate knowledge of the community and community dynamics towards crafting security policies. In addition, the SGBs should be mindful of local issues related to violence as well as showing sensitivity to the local culture.

# (xvi) Promote school-community partnerships

- 48. By entering into partnerships with community-based groups, schools can more ffectively address the violence that permeates schools from the outside. Local police departments, health services, social services, faith-based groups, community recreation groups and cultural groups, can all become valuable allies
  - i n addressing conflicts that occur in and around schools. This partnership can also address particular issues of individual students who may need to be diverted away from potentially negative or violent situations.<sup>197</sup>

# 5.6 RESEARCHING AND MONITORING TRENDS OF VIOLENCE IN SOUTH AFRICA'S SCHOOLS

#### (xvii) Develop a nationwide data collection of school-based violence

- 49. In order to effectively craft strategies to deal with the most common forms of school-based violence, the DoE must be able to track patterns of violence in
  - r egional districts and individual schools. At a minimum, such information should
  - d isaggregate both victims and perpetrators of violence by age and sex, and
  - f urther categorise the types of offences that occur with greatest regularity.<sup>198</sup>
  - U Itimately, statistical data can be a highly effective tool to identify how school-based violence occurs, and where and when it is most likely to take
  - p lace, and what demographics are affected more severely by various types of
  - v iolent offences.

# (xviii) Develop national and local research agendas on school violence

- 50. At both the national and local level, the DoE should conduct research to make
  - v isible the scale and scope of the experiences of girls and boys of different ages
  - r elated to violence. Provinces, local school districts and local schools, should be assisted with research that allows administrators and staff to target school safety
  - s trategies towards reinforcing protective factors and minimizing risk factors for
  - s tudents and school personnel.

#### 5.7 C HANGING LAW AND POLICY

#### 5.7.1 Local Schools

# (xix) Develop local school codes of conduct

- 51. Local schools must develop clear codes of conduct that reflect human rights principles. The codes of conduct should cover a full range of prohibited violent activities, including but not limited to sexual harassment, assault, gang violence and bullying.
- 52. While the DoE can certainly assist in the development of school codes of conduct by providing a model code, it is important to get input from learners, educators, parents and SGBs.
- 53. Codes of conduct should be displayed prominently in schools, and all educators and learners must be given training to ensure they understand the contents

# 5.7.2 The Department of Education and Parliamentary Legislation

# (xx) Finalise and implement the Education Laws Amendment Bill 2007

- 54. The Education Laws Amendment Bill provides an important opportunity to ensure that the Department of Education and its policies take a more comprehensive approach to the realities of school violence currently plaguing South Africa's schools. The draft legislation should be prioritised and should ensure that the rights and dignity of learners and educators are protected.
- (xxi) Finalise and/or implement the Children's Act, Children's Act Amendment Bill, Child Justice Bill, the Sexual
  - O ffences Act, and the Prevention of and Treatment of Substance Abuse Bill
- 55. Broader preventative strategies need to be put into place since the problem of school violence goes beyond the jurisdiction and mandate of the Department of
  - E ducation. There is an urgent need for the Children's Act, the Children's Act
  - A mendment Bill, the Child Justice Bill, the Sexual Offences Act and the Prevention
  - o f and Treatment of Substance Abuse Bill, to be finalised and/or implemented in
  - o rder to have a comprehensive legislative framework in place to address these various aspects of school-based violence. Other government departments such as the Department of Health, the Department of Social Development and the Department of Transport, should also be sensitised to their responsibilities relating
  - t o school-based violence.

# Participants at the Public Hearings

# Day 1, 28 September 2006

- 1. Basson W, Western Cape Provincial Department of Community Safety
- 2. Bloch G, Development Bank of South Africa, DBSA
- 3. Burton P, Centre for Justice and Crime Prevention, CJCP
- 4. Daniels, Parent
- 5. Dlamini T, Soul City IHDC
- 6. Fourie J, Free State Department of Education
- 7. Gallie M, South African Council for Educators, SACE
- 8. Herman, National Professional Teachers' Organisation of South Africa, NAP TOSA
- 9. Kekene N, South African Council for Educators SACE
- 10. Khan F, Centre for Justice and Crime Prevention
- 11. Khosa D, Manager: Youth Violence Prevention Programme, Centre for the Study
- o f Violence and Reconciliation CSVR
- 12. Mfeki A, Treatment Action Campaign, TAC
- 13. Ngadi M, South African Police Service, Social Crime Prevention
- 14. Roussell K, Catholic Institute of Education, CIE
- 15. Routledge J, Papama Initiatives Western Cape
- 16. Roux, South African Democratic Teachers' Union SADTU
- 17. Van de Rheede C, Stigting vir Bemagtiging deur Afrikaans
- 18. Van Niekerk J, Childline

# **Day 2, 29 September 2006**

- Benjamin L, Clinical Psychologist, Community Actions towards a Safer Environ ment, CASE
- 2. Benjamin A, principal, Mount View High School
- 3. Chohan F, Chair, Justice and Constitutional Development Portfolio Committee, National Assembly, Parliament
- 4. Dugmore C, MEC Education, Western Cape
- 5. Fisher S, Substance Misuse: Advocacy, Research and Training (SMART)
- 6. Galvaan R, Occupational Therapist and Lecturer, University of Cape Town
- 7. Joubert R, University of Pretoria, Department of Education and Management T raining
- 8. Judge M, OUT LGBT Wellness
- 9. Molo Songololo, Group of learners from various schools in WC
- 10. Ramagoshi, M Department of Education
- 11. Samuels P, SAPS, Cape Town
- 12. Solomon M, Children's Resource Centre
- 13. Steenkamp, I, Department of Safety and Liaison
- 14. Swartz R, Western Cape Department of Education
- 15. Van As, S, University of Cape Town, Child Accident Prevention Foundation
- 16. Philander,C Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities
- 17. Viljoen CT, North-West University Potchefstroom Campus

#### Notes

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In June 2001, the WCED in collaboration with the SAPS launched a workbook manual entitled "Signposts for Safe Schools". It is intended to assist educators in preventing and managing negative conduct in schools. The manual, among others, encourages the creation of school safety committees, which work closely with the police service. Schools are also encouraged to adopt-a-cop and invite police personnel to assist schools in creating safe environments.<sup>159</sup>

#### 4.2.2. South African Police Service

The SAPS has programmes geared towards preventing crimes against children and increasing school safety. Some of the programmes employed by SAPS include Captain Crime Stop, Adopt-a-Cop, the Youth Against Crime Club, and Child Protection Week. Other programmes include open day visits to police stations, sports days for schools organised by the SAPS and awareness presentations by police experts. Additionally, the SAPS makes an effort to maintain a presence at the schools by providing monitors for break time and by speaking out against bullying and violence during school assemblies. 161

The Captain Crime Stop programme is an educational and awareness programme focusing on créches, pre-primary and primary schools. The cartoon-type hero visits the school; demonstrates acts of heroism and teaches the children a lesson in safety and security. However, it was noted during the hearing that this programme is not working as effectively as anticipated.<sup>162</sup>

The Adopt-a-Cop programme focuses on learners aged 13 years and above. A local police official, trained specifically for the position, is allocated to each school. This police official is required to visit the school regularly and assist school leadership in identifying and solving issues related to crime and school violence. The Adopt-a-Cop programme also strives to increase awareness of crime in the school and the surrounding community. The overall goal of the programme is to establish and build relationships of trust between learners and the SAPS, thereby increasing and strengthening communication between the learners and the SAPS.

The WCED indicated that there are regular patrols conducted by the SAPS on pre-identified schools. There are also regular searches, including the use of police dogs, when searching for illegal substances. It was further indicated that a revised Adopt-a-Cop Programme is being considered.<sup>165</sup>

# **Specialised Education Support Services**

The Directorate of Specialised Education Support Services launched the Specialised Education Support Services project to assist the Education Management and Development Centres (EMDC) of the WCED to combat the expulsion of learners from WCED schools. Through the implementation of developmental and diversion programmes, the project strives to provide remedial intervention and support to learners at risk of suspension and expulsion. <sup>166</sup>

The programmes include four areas of training: response ability pathways; mapping the future; drug information; and drug counselling. After the training, co-coordinators were nominated and the implementation of preventive programmes began. The programme indirectly aims at reducing school-based violence by trying to combat the major causes of expulsion, namely assault/violence with and without a weapon; drugs-dealing and distribution or drug possession and use; and theft/fraud.<sup>167</sup>

# Protecting our Property (POP)

The POP programme was created to combat vandalism of school property which has become a significant problem at some schools. It is important to prevent vandalism as it can result in learners experiencing feelings of hurt and/or fear. Further, the money spent on curbing vandalism could be spent more constructively to improve school facilities, purchase school supplies, or to implement other programmes and projects. 168

POP incorporates a variety of strategies to help protect the schools from vandalism. The project has created neighbourhood watch programmes using human resources including police, parents, and learners and has created a vandalism hotline. In addition, POP works to create projects for graffiti artists to use their talents in non-destructive ways and to raise awareness about the criminal consequences of vandalism in an effort to curb vandalism.<sup>169</sup>

#### 4.3 INITIATIVES FROM OTHER ROLE PLAYERS

# 4.3.1 Support services

# a ) Child-line

Child-line is a NGO that works to protect children from all forms of violence and to create a culture of children's rights in South Africa. As part of its programmes, Child-line has established a national toll free number. <sup>170</sup> The national toll free line receives on average between 60 000 and 90 000 calls a month. Many of the calls received relate to violence experienced at schools.

Child-line provides p rogrammes to a number of schools to address r ights and responsibilities, crime prevention and education on child abuse. <sup>171</sup> Further, Child-line is in the process of developing a Behavioural Manual.

#### b ) Thohoyandou Victim Empowerment Programme (TVEP)

The Thohoyandou Victim Empowerment Programme (TVEP) is an NGO that provides a service to victims of sexual assault and gender-based violence. Through its two 24-hour trauma centres, located in hospitals based in Tshilidzini and Vhufuli, it provides one-stop holistic services to victims of sexual assault. Every sexual assault victim in the Thohoyandou Policing District receives this service from one of the TVEP trauma centres.<sup>172</sup>

In 2002, TVEP began a rights-based "Break the Silence" campaign targeted towards learners. As part of the campaign to break the silence around sexual violence, TVEP focuses on educating learners on topics such as domestic violence, sexual assault and child abuse. TVEP stated that it had been unable to gain the support of the WCED for their programmes and is therefore unable to access learners during school hours. Thus, its campaigns are held after school in big groups. This prevents TVEP from structuring its campaign to smaller groups based on age and grade which would be a more effective means of reaching learners.<sup>173</sup>

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