



**PSiRA**  
Private Security Industry Regulatory Authority



— The Governance of —  
**PRIVATE SECURITY  
IN SCHOOLS**

An Analysis of Security and Violence and the Public Good of  
Private Security in Selected Gauteng Schools 2019

Compiled by the Private Security Industry Regulatory Authority (PSiRA)

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## Executive Summary

There has been an increase in the number of reported crimes and acts of violence in schools around the country. Among others, 'these resulted in the death of learners and staff members within school premises. The occurrences of these activities indicate a breach within security in schools. Therefore, it was necessary for the Private Security Industry Regulatory Authority (PSiRA), as the regulator of private security, to investigate the governance of private security in schools in order to identify the breach of private security. Furthermore, it is important for the Authority to understand how security in schools is maintained and also identify stakeholders who play a role in the governance of security in schools.

This study explored the conditions in which private security can and will provide a public service to its populace with reference to private security in Gauteng schools. The study used the qualitative research approach and interviews as a data collection tool. The sample of the study consisted of head of security in schools, a security manager, Memeza alarms and the head of the safety and security unit from the Gauteng Department of Education (GDoE).

From the data collected it was identified that schools were struggling to provide security that is adequate in schools due to costs. Moreover, schools did not receive any financial assistance from the GDoE to pay for security services. Schools were left with the challenge of acquiring money to pay for security services, an activity that proved to be taxing. Participants shared different sentiments about the safety and security unit from the GDoE. Some felt that the unit was only there to criticise and not assist while still others felt that the unit was not visible. From the study, it was also established that schools are prone to being exploited by security companies that operate illegally because they are not PSiRA registered. These security companies produce fake PSiRA registration numbers to the schools employing them with only some employing PSiRA registered security guards. From the study, different stakeholders from government departments and the private sector who play a role in the security of schools were identified. Participants of the study highlighted that they knew of PSiRA but none of the Authority's inspectors had done an inspection on the security guards at their schools.

Recommendations on how to strengthen private security in schools have also been included in the report. These include establishing a working relationship between the GDoE, PSiRA and other stakeholders in strengthening security in schools. Inspections by PSiRA inspectors need to be done in schools and not be overlooked. Support needs to be given to stakeholders such as Memeza Alarms from the Authority by having corporate social responsibility aligned with enhancing security in schools. A list or database of PSiRA registered security companies that work with schools must be made available to school principals. This will encourage compliance and eliminate the chances of hiring illegal security companies.

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## Abbreviations

CJCP	:	Centre for Justice and Crime Prevention
DCS	:	Department of Community Safety
DoE	:	Department of Education
GDoE	:	Gauteng Department of Education
MoU	:	Memorandum of Understanding
NPO	:	Non-Profit Organisation
NSSF	:	National School Safety Framework
PSiRA	:	Privates Security Industry Regulatory Authority
SA	:	South Africa
SAPS	:	South African Police Service
SONA	:	State of the Nation Address
USA	:	United States of America
WHO	:	World Health Organisation

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***“The safety of the people shall be the highest law.”***

– Marcus Tullius Cicero

## 1. Introduction

In the past few years, South African schools have been plagued by crime – from the learners, school employees or community members. This statement is supported by Sibisi (2017), who states that “in the last ten years school violence has increased drastically and this phenomenon has negatively affected many school communities”.<sup>1</sup> These events have left physical and emotional scars on victims and sometimes have even resulted in the death of certain individuals. In a country such as South Africa where the freedom to access education and safety is a constitutional right, such events leave many people astonished as to why they occur. This is also attributed to the fact that the history of South Africa as a country is rich in liberal historic events of accessing education that is of a high standard by every South African child and ensuring their safety. Such events include the historic Soweto Uprising, which took place on June 16, 1976 where between 3 000 and 10 000 black students protested against the degrading Bantu Education system.<sup>2</sup> They were subjected to being

1 Sibisi, N. (2017). *Effects of School Violence on Educators: A Case Study of Fairvale Secondary School Wentworth Durban*. University of KwaZulu-Natal, Durban.

2 South African History Online. (2013). The June 16 Soweto Youth Uprising. Available at <http://www.sahistory.org.za/topic/june-16-soweto-youth-uprising>. Accessed 15 January 2018.

taught in Afrikaans, which they regarded as the oppressor’s language.<sup>3</sup> From the Soweto Uprising alone, 575 students died from police shootings and 2 380 people were wounded.<sup>4</sup> Due to the politics of the apartheid era, the work of the police was to restrain political resistance; their actual work to ensure that communities were safe was complemented by private security. In schools, the situation was the same and is still the same to date. Private security still provides a security service to ensure that there is safety for the pupils and working personnel in schools.

The history of the education system in South Africa is one that is characterised by bloodshed and the death of young people who believed in a just, dignified, safe and better education system for all South African children. The youth were so dedicated to this movement that they sacrificed their own lives for future generations. A selfless battle for a better and safe education system for South African children by the youth of yesteryear has now become a battle for survival in schools for children and educators due to security. Schools in South Africa have been plagued by violent fights, racism, drugs, sexual offences, shootings and stabbings. All these occur even though there are security guards or patrollers on school premises, either provided by the school or by the Department of Community Safety (DCS) as part of their Foot Patrollers Project. The safety in schools has badly affected the accessibility of education for children due to scholars being victims of horrific crimes and sometimes even witnessing these crimes in schools. Not only has violence affected the accessibility of education, it has also affected the performance of children in schools. The 2012 National School Violence Study Report on South African schools attests to this by stating that violence in schools often results in a decrease in educational performance due to victims battling to focus on content and on their schoolwork in general.<sup>5</sup> It seems that the saying ‘*he who opens a school door closes a prison*’<sup>6</sup> by Victor Hugo works differently in this present day. He who opens a school door can become a perpetrator of crime and end up in jail or become a victim and end up physically or emotionally scarred or deceased.

3 South African History Online. (2013). The June 16 Soweto Youth Uprising. Available at <http://www.sahistory.org.za/topic/june-16-soweto-youth-uprising>. Accessed 15 January 2018.

4 Truth and Reconciliation Commission of South Africa 1998, 3(6), p. 568.

5 Burton, P. and Leoschut, L. (2012). School Violence in South Africa: Results of the 2012 National School Violence Study. Available at [http://www.cjcp.org.za/uploads/2/7/8/4/27845461/monograph12-school-violence-in-south\\_africa.pdf](http://www.cjcp.org.za/uploads/2/7/8/4/27845461/monograph12-school-violence-in-south_africa.pdf). Accessed 10 January 2018.

6 UN High Commissioner for refugees. (2013). He who Opens a School Door, Closes a Prison. Available at <https://reliefweb.int/report/iran-islamic-republic/he-who-opens-school-door-closes-prison>. Accessed 12 January 2018.

This study was undertaken on private security with special reference to private security guards in schools. The aim of the study is to explore the conditions in which private security can and will provide a public good to its populace. The Oxford Dictionary describes security as being “the state of being free from danger or threat”.<sup>7</sup> Public good is described as “the benefit or the well-being of the public”.<sup>8</sup> This research addresses the question of how private security is governed and what goods it produces – whether in a public or private setting – and how incentives impact the way in which private security operates. The motivation behind this study was the frequent number of newspaper reports about school violence, especially in Gauteng schools. It was then necessary for PSiRA, as the regulator for security services, to establish how the violence in schools could be addressed.

## 2. Background of the research

In the financial year of 2016/2017, there were 8 995 active registered security businesses, which was an increase of 303 from the 2015/2016 financial year.<sup>9</sup> It was also reported that R45 billion is used on private security by South African citizens and the private security industry is believed to be the fourth largest private security industry in the world.<sup>10</sup> The number of active registered security guards stood at 498 435 for the 2016/2017 financial year with a reported growth of 1 769 from the 2015/2016 financial year.<sup>11</sup> The growth of employed security guards is exceptional, taking into consideration that the number of employed persons in South Africa decreased (9 589 000 from 9 617 000 in the third quarter of 2017).<sup>12</sup>

The growth of the private security industry comes with changes within the industry. These changes can be exploited and cause problems when they are not addressed. With the increase of security companies in the Republic, many security guards and security companies are operating illegally because they are not registered with PSiRA. For this reason, it is pivotal for PSiRA, as the regulator for private security, to keep its eye on the ball when it comes to regulatory work of the private security industry.

7 Security. Oxford Living Dictionary. (2018). <https://en.oxforddictionaries.com/definition/security>. Accessed 28 January 2019.

8 Public Good. Oxford Living Dictionary. (2018). [https://en.oxforddictionaries.com/definition/public\\_good](https://en.oxforddictionaries.com/definition/public_good). Accessed 2 December 2018.

9 PSiRA Annual Report 2016/2017.

10 Swingler, S. (2017). South Africa's R40bn Private Security Industry under Threat. *Daily Maverick*. 14 May 2017. Available at <https://www.dailymaverick.co.za/article/2017-05-14-south-africas-r40bn-private-security-industry-under-threat/#.Wml3UqiWblU>. Accessed 25 January 2018.

11 PSiRA Annual Report 2016/2017.

12 Trading Economics. (2017). *South Africa Employed Persons*. Available at <https://tradingeconomics.com/south-africa/employed-persons/>. Accessed 19 January 2018.

With the incidences of school violence and crimes that have been occurring in schools, it can be questioned if enough has been done to ensure that schools in South Africa are safe and to regulate security personnel in schools. It can be argued that the safety of schools has been solely managed by the schools as per section 5A(2) (a)(ix) of the South African Schools Act.<sup>13</sup> However, in light of the recent incidences that have been happening in schools, it could be questioned if the Regulator is doing enough to regulate private security in schools. Moreover, there is a need to establish if there are any existing working relationships among different stakeholders. This will establish whether these relationships are beneficial or detrimental to the safety in schools.

## 3. Research aim and objectives

The term ‘research aim’ usually refers to the main goal or overarching purpose of a research project.<sup>14</sup> The aim or the purpose of doing research is to study a phenomenon in an effort to better understand it in order to draw more knowledge from it. The aim of this research is to explore conditions in which private security can and will provide a public good to its populace. As already mentioned, the focus of the study is on the security provided by private security in schools. Moreover, the research study seeks to establish if regulation of the security personnel in schools is sufficient and beneficial for people in the school and the school premises itself. In order to achieve the aim of the study, objectives are needed to define the structure of the research through specific research questions.<sup>15</sup> Objectives are the specifics of who and what the researcher wants to draw conclusions from.<sup>16</sup> In short, the research objectives assist the researcher to answer the overall research question of the research, which is the overall objective of conducting research. The research objectives of the study are to investigate the incentives or motivations that govern the activities and mentalities of the industry. Furthermore, it is to investigate the conditions by which private security produces security in line with the public interest.

13 South African Schools Act, 1996.

14 Thomas, D. and Hodges, I. (2010). Chapter 3 from *Designing and Managing your Research Project: Core Skills for Social and Health Research*. Available at [https://www.researchgate.net/publication/224029399\\_Chapter\\_3\\_from\\_Designing\\_and\\_managing\\_your\\_research\\_project\\_Core\\_skills\\_for\\_social\\_and\\_health\\_research](https://www.researchgate.net/publication/224029399_Chapter_3_from_Designing_and_managing_your_research_project_Core_skills_for_social_and_health_research). Accessed 30 January 2018.

15 Derrington, P. LTD. (n.d.). *Aims and Objectives, Why the World Needs your Research*. Available at <http://www.parkerderrington.com/aims-and-objectives-why-the-world-needs-your-research/>. Accessed 25 September 2018.

16 Terre Blanche, M. Durkheim, K. and Painter, D. (2006). *Research in Practice: Applied Methods for Social Sciences* (2<sup>nd</sup> ed.). South Africa: University of Cape Town Press (Pty) Ltd.

## 4. Research questions

In order to have the key questions of the study answered, research questions needed to be formulated in line with the aim of the study. Terre Blanche, Durrheim and Painter describe research questions as “the question that the study wants answered”.<sup>17</sup> The research questions of this study are as follows:

What incentives or motivations govern the activities and mentalities of the industry?

Which conditions does private security produce in line with the public interest?

## 5. Research design, methodology and sampling

The research design is the most critical aspect of a research study because it outlines how the research study was executed. All research studies have aims set by the researcher and relevant questions need to be formulated in order to yield the desired outcome.<sup>18</sup> Thus, the research design serves as a bridge between research questions and the execution or implementation of the research.<sup>19</sup> The explanatory or analytical research design is then utilised in order to map out how the study would be conducted. The main aim of explanatory research is to identify any casual links between factors or variables that pertain to the research problem.<sup>20</sup> The explanatory research design does not provide final and conclusive answers to the research questions but allows the researcher to explore with varying levels of depth.<sup>21</sup> The explanatory research design was applicable for the study because PSiRA has not undertaken such a research study that has solely focused on the security in schools. It was important to understand how the governance of security is maintained and to identify the different stakeholders that have been responsible for security in schools and the relationships that exist between them. Moreover, because the explanatory research design does not provide conclusive evidence, it instead assists in understanding the problem more sufficiently.<sup>22</sup> It allowed for new information to

emerge that could be used to identify gaps in the governance of security in schools. Moreover, it can be used to form research questions for future research.

The research methodology that was used in the study needed to be applicable and aligned with the research design. Thus, the qualitative methodology was used. Qualitative research is naturalistic in essence because it allows the investigation to be done in its natural setting.<sup>23</sup> This allows the researcher to study the selected issues in-depth, openness and detail.<sup>24</sup> Moreover, it allows the researcher to probe any new information that may surface during the interviews, giving the researcher the opportunity to gather richer data for their research study in order to better understand the phenomenon that is being investigated. For this study, three separate questionnaires with open-ended questions were formulated for the principal, the security guard or foot patroller and the security manager. One advantage of open-ended questions is that it allows for a deeper understanding of a topic under discussion.<sup>25</sup> Having three questionnaires with open-ended questions was done to better understand the roles that these individuals play to ensure that there is safety and security in the schools.

Observation was also used as a research tool prior to having interviews with the participants. The researcher used structured observation, otherwise known as systematic observation. It describes structured observation as a “data collecting method in which researchers gather data without direct involvement with the participants (the researchers watch from afar) and the collection technique is structured in a well-defined and procedural manner”.<sup>26</sup> During the observation period, the researcher established whether or not the security service personnel were patrollers or security guards; accessed their access control and checked if the security guards conformed with PSiRA uniform standards.

With reference to sampling, purposive sampling was used to attain the research sample. Purposive sampling is a non-probability sampling method that is based on

17 Terre Blanche, M., Durkheim, K. and Painter, D. (2006). *Research in Practice: Applied Methods for the Social Sciences* (2nd ed.). South Africa: University of Cape Town Press (Pty) Ltd.

18 Caluza, L. (2018). *The Reporting and Evaluation of Child Rape Cases by Social Workers in Usizo Centre*. South Africa: Unpublished Thesis: University of KwaZulu-Natal, Durban.

19 Terre Blanche, M., Durkheim, K. and Painter, D. (2006). *Research in Practice: Applied Methods for Social Sciences* (2nd ed.). South Africa: University of Cape Town Press (Pty) Ltd.

20 van Wyk, B. (n.d.). *Research Design and Methods*. Available at [https://www.uwc.ac.za/Students/Postgraduate/Documents/Research\\_and\\_Design\\_1.pdf](https://www.uwc.ac.za/Students/Postgraduate/Documents/Research_and_Design_1.pdf). Accessed 11 June 2018.

21 Yousaf, M. (n.d.). *Guide to Explanatory Research*. Available at <https://scholarshipfellow.com/explanatory-research-definition-types-comparison-advantages-disadvantages/>. Accessed 11 June 2018.

22 Ibid.

23 Creswell, J. (2013). *Qualitative Inquiry and Research Design: Choosing among Five Approaches*. (3<sup>rd</sup> Ed). London: Sage publications.

24 Terre Blanche, M., Durkheim, K. and Painter, D. (2006). *Research in Practice: Applied Methods for Social Sciences* (2nd ed.). South Africa: University of Cape Town Press (Pty) Ltd.

25 Expert Programme Management. (2018). *Advantages/Disadvantages of Open and Closed Questions*. Available at <https://expertprogrammanagement.com/2012/10/advantagesdisadvantages-of-open-and-closed-questions/>. Accessed 26 September 2018.

26 *Structured Observation*. (n.d.). In Alleydog.com's online glossary. Available at <https://www.alleydog.com/glossary/definition-cit.php?term=Structured+Observation>. Accessed 25 January 2019.

the characteristics of a population and the objective of the study.<sup>27</sup> The purposive sampling method was the best method to use because it answers the research question by having a sample size with specific characteristics. With the study focusing on the Gauteng province, the schools that took part in the study needed to be in Gauteng. Secondly, the research participants needed to be principals or any member of staff heading up security in the school. Within this sample, the security guard who is responsible for guarding the school premises, whether it is a private security guard from a private security company or a school foot patroller, was also included. The security manager of the security guard or guards at the school were included within the research sample. By having different personnel that deal with the security of schools, it gave the researcher a chance to look at the different aspects of security in schools. This included the administrative and practical side of enforcing security in schools on a day-to-day basis.

The snowballing sampling method was also used as a tool of sampling, which is a non-probability sampling technique that is used by researchers to identify potential subjects in the studies where subjects are hard to locate.<sup>28</sup> The snowballing method is used in situations when the population is unknown and rare, and it is hard to select the subjects therefrom.<sup>29</sup> As previously mentioned, this is the first research study that PSiRA has undertaken where the focus of the research is on the security of schools in Gauteng. The private security in schools has not been explored by PSiRA and, therefore, it was vital to understand how it has been operating thus far in order to identify the strengths and shortcomings that already exist. This could assist the Authority to have an understanding of the security in schools and how it could regulate it and assist in the nurturing and growth of security in schools. By using the snowballing method and being referred to people working within the security in schools, it could also assist PSiRA to identify stakeholders and create working relationships with them. Such relationships will assist in the formation of a policy that can assist in the effective regulation of the security in schools.

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27 Crossman, A. (n.d.). *Understanding Purposive Sampling*. Available at <https://www.thoughtco.com/purposive-sampling-3026727>. Accessed 16 May 2018.

28 Explorable.com. (n.d.). *Snowballing Sampling*. Available at <https://explorable.com/snowball-sampling>. Accessed 2 July 2018.

29 Business Jargons (n.d.). *Snowballing Sampling*. Available at <https://businessjargons.com/snowball-sampling.html>. Accessed 2 July 2018.

## 6. Theoretical framework

Any research study needs to be based on a theoretical framework in order to locate it within a particular context or framework. The theoretical framework is the structure that can hold or support a theory of a research study.<sup>30</sup> It provides a particular perspective or lens through which to examine a topic<sup>31</sup> and introduces and describes the theory that explains why the research problem under study exists.<sup>32</sup> With theory, we are able to define what exactly is being researched in the study and not have ambiguities of what the study is aiming to unravel. This is achieved by limiting the scope of the relevant data by focusing on specific variables and defining the framework that will be used for analysis and interpretation of the gathered data by the researcher.<sup>33</sup> For this study, the Nodal theory of governance was used as the theoretical framework theory and analysis tool of the study.

The Nodal theory of governance focuses on governance and is ideal for explaining or dissecting how governance or control is maintained. It provides an account of how governing order emerges from the operation of a highly complex system or systems.<sup>34</sup> Governance is the management of the course of events in a social system.<sup>35</sup> The events exist because of the network or connectivity that exists between nodes. Nodes are regarded as providers or enablers of governance and are not the result of the connectivity or network that occurs from governance.<sup>36</sup> In short, this means that nodes are sites of governance<sup>37</sup>, which exist on their own and are not a product of the networks that exist between nodes. However, the influence that nodes have stem from the networks. In their nature, nodes can either be formal or informal. Some nodes may be more prominent than others within the network, however, all nodes play an integral role in the maintenance of governance.

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30 Northcentral University Library. (n.d.). *Researching Theoretical Frameworks*. Available at <https://ncu.libguides.com/researchprocess/theoreticalframeworks>. Accessed 4 September 2018.

31 Miller, R. J. and Brewer, J. D. (eds). 2003. *A-Z of Social Research*. London: Sage.

32 Northcentral University Library. (n.d.). *Researching Theoretical Frameworks*. Available at <https://ncu.libguides.com/researchprocess/theoreticalframeworks>. Accessed 4 September 2018.

33 Labaree, R.V. (2009). *Research Guides: Organising your Social Sciences Research Paper: Theoretical Framework*. Available at [https://libguides.usc.edu/srch.php?q=theoretical+framework&guide\\_id=235034](https://libguides.usc.edu/srch.php?q=theoretical+framework&guide_id=235034). Accessed 5 September 2018.

34 Burris, S., Drahos, P. and Shearing, C. (2004). Nodal Governance. *Australian Journal of Legal Philosophy*. Vol. 30 (30), pp. 30-58.

35 Ibid.

36 Holley, C. and Shearing, C. (2017). A nodal perspective of governance: Advances in nodal governance theory. In: Drahos, P. (ed). *Regulatory Theory: Foundations and applications*. Chapter 10. The Australian National University, Canberra, Australia.

37 Burris, S., Drahos, P., and Shearing, C. (2004). 'Nodal Governance'. *Australian Journal of Legal Philosophy*. Vol. 30 (30), pp. 30-58.

Nodes are characterised by four essential characteristics, namely the mentalities or way of thinking about the matters the nodes has emerged to govern; the technologies or methods used to exert influence over the course of events at issue; the resources used to support the operation of the node and the influence it exerts; and the institutions that enable the mobilisation of resources, mentalities and technologies over time.<sup>38</sup> As stated in the above text, nodes can be formal or informal in nature. Nodes can take any form, whether a community policing forum, a government department or even a gang. Burris *et al* describe the structure of a node as follows:

*We do not want to suggest that a node has a particular structure, or even that it have [sic] intentionally been developed as a tool of governance or regulation. But it is a real, not a virtual entity, not simply a virtual point on a network where information can be said to coalesce. To be a governing node as this theory defines it, a node must have some institutional form, even if temporary. It need not be a formally constituted or legally recognized entity, but it must have sufficient stability and structure to enable the mobilization of resources, mentalities and technologies over time.*<sup>39</sup>

In relation to this study, the Nodal theory seeks to establish the mentalities of how security can provide for a public by having its focus on schools. This has been done by identifying the institutions responsible for the security in schools and understanding how the networks exhibited by these institutions are facilitating or hindering the governance of security in Gauteng schools. The nodal governance theory identifies the interaction of these networks as an outcome generating system. Outcome generating systems are a product of the collective operation or actions of a group of people.<sup>40</sup>

In this study, the people are the different stakeholders (nodes) who play a role in ensuring that there is security governance in schools. The networks produced by the interaction of these nodes are there for a particular directive, in this case, the governance of security in Gauteng schools. Networks are there to address specific issues or problems instead of addressing general sets of rules.<sup>41</sup> As mentioned previously, while some nodes are more prominent than others, all nodes are just as important in the working networks produced. The prominence or the capacity to

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38 Ibid.

39 Ibid.

40 Ibid.

41 Kebonang, Z. (2008). 'Of International Actors, Nodal Governance and the African Peer Review Mechanism'. *Africa Insight*, Vol. 37(4), pp. 98-107.



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influence or regulate depends largely on its resources.<sup>42</sup> The shortage or abundance of resources can negatively or positively affect the prominence of a network, in turn affecting the outcomes of the outcome generating system.

The outcomes produced by the operation of generating systems can include 'problems' and 'goods'.<sup>43</sup> The overall task is to produce more goods than problems – peace, happiness, joy, plenty and so forth.<sup>44</sup> The use of the nodal governance theory will assist in determining if the outcome of the operating generating systems between the different nodes are producing goods or problems. When this has been determined, it will assist in strengthening the working network between nodes, which will assist in ensuring efficient governance of security in schools.

## 7. Study limitations

When conducting a research study, limitations to the study are to be expected, which refer to the characteristics of methodology or design of the study that have influenced the interpretation of the findings of the study.<sup>45</sup> Although limitations can be expected, they, however, can arise as unforeseen challenges to the study. In relation to this study, the biggest limitation or challenge was finding participants, even though approval was obtained from the DoE. Many of the schools stated that they were busy and could not take part in the study. Other schools did not give an account as to why they declined to take part in the study. All of the schools that declined were from affluent areas. The reasons these schools declined could have been fear of having their schools portrayed negatively in the study. Parents who send their children to these schools pay a fortune towards their children's education. The findings of this study portray the reality of certain areas. It cannot be concluded that this is the reality that all schools in Gauteng face.

Another limitation encountered was the number of security managers that could take part in the study. Due to the fact that the security companies working in the schools were not found on the PSiRA database, it was difficult to locate them. Only one security company was identified on the PSiRA database out of the schools that were interviewed.

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42 Ibid.

43 Ibid.

44 Ibid.

45 James, H., Price, E. and Murman, J. (2013). Research Limitations and the Necessity of Reporting Them. *American Journal of Health Education*, 35 (2004): pp. 66-67.

## 8. Literature review

The literature review is by far one of the most important aspects of a research study. It is described as being the identification and analysis or review of the literature and information related to what is being intended to be, or has been, studied.<sup>46</sup> In so doing, it gives the researcher insight into the research topic and helps to establish links and relationships between factors that exist in the phenomenon being studied. By identifying any relationships or patterns that may exist, it will, in turn, provide a solid background to a researcher's investigation.<sup>47</sup> By having a solid background, it shows that the study is scientific, making it hard to question the validity of the research.

The following literature review will look at the history of private security in South Africa in terms of its inception, growth and contributing factors. The literature review will look at the relationship between State police and private security and how private security has been utilised to fill in the gap where State police services are lacking. Furthermore, it will also explore violence and its effects on students and teachers and how communities have contributed to the violence that is occurring in schools. Moreover, it also looks at the establishment of the Foot Patroller's Project in Gauteng as security officers in schools and at the shortcomings that the project is facing. PSiRA has also been mentioned in the literature review and how it, together with the DoE, can restore trust in the Foot Patroller's Project. In this section of the study, the term 'fit and proper' will also be looked at and its applicability to private security in schools.

### 8.1. Private security in South Africa

When South Africa gained its democracy in 1994, there was an exceptional growth recorded in the private security industry. The reform of the police force resulted in the growth of private security services.<sup>48</sup> One of the job descriptions of the police during the apartheid times was to uphold the<sup>49</sup> law and enforce discriminatory racist

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46 Creswell, J. (2013). *Qualitative Inquiry and Research Design: Choosing among Five Approaches*. 3rd Ed. London: Sage publications.

47 QUT cite write. (2017). *Writing a Literature Review*. Available at <https://www.citewrite.qut.edu.au/>. Accessed 28 November 2017.

48 Gichanga, M. 2015. 'South Africa'. In: Gumede, S. (ed). *Promoting Partnerships for Crime Prevention between State and Private Security in Southern Africa*. Pretoria: PSiRA. pp. 147-205.

49 Ibid.

laws.<sup>50</sup> During the implementation of Bantu Education, there was resistance from African learners, which made authorities frantic and want to arrest, expel, threaten and punish.<sup>51</sup> This phenomenon was also exhibited in the Soweto uprising and other events that are not as published as the Soweto Uprising. Post-1994, the State's responsibility of safety was no longer to control political resistance<sup>52</sup>, with one of the implications of this being the movement of ex-SADF and SAPS members into the private security industry.<sup>53</sup>

Many crimes were reported post-1994, with State resources being stretched because of the increased number of incidences of crimes reported.<sup>54</sup> This led to the increased utilisation of private security for the protection of people, property and businesses.<sup>55</sup> The growth of the private security industry in South Africa has been exponential to the point where it is believed to be the fourth largest private security industry in the world, as stated in section 2 of this report. Moreover, with increased reports of crime and hijackings that now occur even in the households of citizens, increased security is required. South Africa is ranked 123 out of 163 as one of the most dangerous countries in the world, making it the 40<sup>th</sup> unsafe country in the world.<sup>56</sup> The 2016/2017 crime statistics reported that on average 146.4 robberies occurred daily in South Africa and on average 386.2 robberies with aggravating circumstances occur every day.<sup>57</sup> Having additional security in homes is no longer a luxury but a necessity in modern-day South Africa. This statement proves to be true, taking into the account that the private security industry is worth R45 billion in South Africa alone.

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50 Mistry, D. and Minnar, A. (1999). Literature Review on the Private Security Industry. TSA, cited in Pillay, K. (2001). *Repositioning the Private Sector Industry in South Africa in the 21<sup>st</sup> Century – the Need for Professionalism of the Private Security Practitioner*. [http://journals.co.za.ukzn.idm.oclc.org/docserver/fulltext/crim/14/3/crim\\_v14\\_n3\\_a8.pdf?expires=1510650523&id=id&acname=57926&checksum=86AC785098A39933296933D9088BA3F4](http://journals.co.za.ukzn.idm.oclc.org/docserver/fulltext/crim/14/3/crim_v14_n3_a8.pdf?expires=1510650523&id=id&acname=57926&checksum=86AC785098A39933296933D9088BA3F4). Accessed 28 November 2017.

51 Levy, N. (n.d.). *Bantu Education or the Street*. <http://www.sahistory.org.za/article/bantu-education-or-street-norman-levy>. Accessed 28 November 2017.

52 Pillay, K. (2001). *Repositioning the Private Sector Security Industry in South Africa in the 21<sup>st</sup> Century – the Need for Professionalism of the Private Security Practitioner*. [http://journals.co.za.ukzn.idm.oclc.org/docserver/fulltext/crim/14/3/crim\\_v14\\_n3\\_a8.pdf?expires=1510650523&id=id&acname=57926&checksum=86AC785098A39933296933D9088BA3F4](http://journals.co.za.ukzn.idm.oclc.org/docserver/fulltext/crim/14/3/crim_v14_n3_a8.pdf?expires=1510650523&id=id&acname=57926&checksum=86AC785098A39933296933D9088BA3F4). Accessed 29 November 2017.

53 Ibid.

54 Ibid.

55 Ibid.

56 Global Peace Index. (2018). *Vision of Humanity*. Available at <http://visionofhumanity.org/indexes/global-peace-index/>. Accessed 25 September 2018.

57 Africa Check. (2017). FACTSHEET: *South Africa's Crime Statistics for 2016/17*. Available at <https://africacheck.org/factsheets/south-africas-crime-statistics-201617/>. Accessed 25 September 2018.

## 8.2. The relationship between State police and private security

The relationship between the State police and private security was established during the apartheid regime. Literature by Pillay (2001) states that this was because the private security sector had to fill in the gap left by police from addressing political resistance and their resources were being overstretched.<sup>58</sup> To date, the gap left in the State's security is still filled by private security officers in private and public domains. Hence, PSiRA was established in accordance with the PSiR Act, 2001. In a monogram published by PSiRA, Gichanga (2015) states that the establishment of PSiRA is based on the regulation and maintenance of a trustworthy and legitimate private security industry.<sup>59</sup> In public schools, the visibility of private security personnel is still in existence and is supported by the South African School's Act, 1996. According to the act, the norms and standards in section 1 must provide for and not be limited to, the provision of perimeter security.<sup>60</sup>

Perimeter security is described as a design with the primary purpose to either keep intruders out or captives contained with the area the boundary surrounds.<sup>61</sup> Such a boundary usually has a security post to monitor the entry and exit of people in the contained area and also monitor around the compound to make sure that intruders do not enter the compound by using other means, which is one of the duties of a security officer. Such a job post is very important because the security of the people within the school depends mostly and at times solely on them. The job of a security officer in schools is also pivotal because it involves protecting children. According to the World Health Organisation (WHO), children are considered to be the most vulnerable group of people.<sup>62</sup> Vulnerability is described as being a human condition that should take centre stage of social and State responsibility. Vulnerability has the potential of being defined as the State's obligation to ensure equality under the

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58 Pillay, K. (2001). *Repositioning the Private Sector Security Industry in South Africa in the 21<sup>st</sup> Century – the Need for Professionalism of the Private Security Practitioner*. Available at [http://journals.co.za.ukzn.idm.oclc.org/docserver/fulltext/crim/14/3/crim\\_v14\\_n3\\_a8.pdf?expires=1510650523&id=id&acname=57926&checksum=86AC785098A39933296933D9088BA3F4](http://journals.co.za.ukzn.idm.oclc.org/docserver/fulltext/crim/14/3/crim_v14_n3_a8.pdf?expires=1510650523&id=id&acname=57926&checksum=86AC785098A39933296933D9088BA3F4). Accessed 29 November 2017.

59 Gichanga, M. (2015). 'South Africa'. In: Gumedze, S. (ed). *Promoting Partnerships for Crime Prevention between State and Private Security in Southern Africa*. Pretoria: PSiRA, pp. 147-205.

60 South African School's Act, 1996. Available at [www.gdeadmissions.gov.za/Content/Files/SchoolsAct.pdf](http://www.gdeadmissions.gov.za/Content/Files/SchoolsAct.pdf). Accessed 30 November 2017.

61 Michael, J. and Arata, M.J. (2006). *Perimeter Security*. 1<sup>st</sup> Ed. McGraw-Hill, New York.

62 WHO. (2002). *Vulnerable Groups*. Available at [http://www.who.int/environmental\\_health\\_emergencies/vulnerable\\_groups/en/](http://www.who.int/environmental_health_emergencies/vulnerable_groups/en/). Accessed 2 December 2017.

equal protection model.<sup>63</sup> The hiring of security officers in schools can be seen or assumed to be a measure to ensure protection as per the vulnerability definition. It is for this reason that people who are ethical and competent are needed to fulfil the job of being a security officer on the school grounds.

### 8.3. Violence in schools and its effects

Violence is defined as “the intentional use of physical force or power, threatened or actual, (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, maldevelopment or deprivation”.<sup>64</sup> Due to the dearth of literature on security in schools, violence in schools was investigated as it is an element that disrupts the governance of security in schools.

As mentioned in the introduction of this report, there has been a drastic increase of violence in schools over the last few years. Social media has also been a platform where clips of violence towards children and educators have been displayed. As stated in the definition, violence includes psychological harm, maldevelopment and deprivation. A video recorded during a meeting of MEC Panyaza Lesufi and African pupils from one of the schools in Gauteng shows high emotions displayed by learners due to name calling and testimonies of how their development was put at risk by not allowing them to write exams until their hair was ‘presentable’.<sup>65</sup>

Violence can have detrimental consequences on a child, which can be short and long term. The study on the National School Violence reports that less than 50% of the children who enter Grade one do not finish their schooling because of school violence.<sup>66</sup> Other consequences of violence were depression and fatigue, which had a negative impact on the academic performance of learners and had long-term psycho-social effects in the way individuals associate and become part of society in general.<sup>67</sup>

Other effects of violence include the victim becoming the perpetrator of violence,

63 Fineman, M.A. (2008). The Vulnerable Subject: Anchoring Equality in the Human Condition. *Yale Journal of Law & Feminism*, Vol. 20, no.1, pp. .8-40.

64 WHO. (n.d.). *Definition and Typology of Violence*. Available at <http://www.who.int/violenceprevention/approach/definition/en/>. Accessed 23 January 2018.

65 Jacaranda FM News, *Girls High Learners Share their Stories with the MEC*. Available at <https://www.youtube.com/watch?v=IVixCPixGJ4>. Accessed 25 January 2018.

66 Burton, P. and Leoschut, L. (2012). *School Violence in South Africa: Results of the 2012 National School Violence Study*. Available at [http://www.cjcp.org.za/uploads/2/7/8/4/27845461/monograph12-school-violence-in-south\\_africa.pdf](http://www.cjcp.org.za/uploads/2/7/8/4/27845461/monograph12-school-violence-in-south_africa.pdf). Accessed 25 January 2018.

67 Ibid.

erosion of the ability to form healthy relationships with peers and adults, reinforcement of the idea that violence is the appropriate way of resolving conflict and instilling discipline, a sense of despair about the future and the inability to cope with problems.<sup>68</sup> To better understand the different forms of violence that occur in schools, the following table displays types of violence and how frequently they occur. The following data was adopted from the findings of the school’s violence research of 2012. The collection of data for this study was done nationally, with Gauteng province making up 12.3% of the participants of the study.

**Table 1: Victimization experienced in schools**

Types of violence	Percentage
Any violence (excluding theft)	22.2%
Had property stolen at school in the last year	44.1%
Anyone ever threatened to hurt you while at school	12.2%
Been assaulted at school in the last year	6.3%
Been sexually assaulted at school in the last year	4.7%
Been robbed at school in the last year	4.5%

Source: *School Violence in South Africa: Results of the 2012 National School Violence Study*

Violence in schools is not confined to students only but also affects school staff. It has become harder to avoid violence in schools. In 1996, corporal punishment was abolished in schools and is considered a criminal act. It is debated that the abolishment of corporal punishment was the beginning of problems in schools. Sibisi (2017) reports that the abolishment of corporal punishment resulted in emotional and verbal attacks from learners towards teachers who lacked the skills to maintain discipline.<sup>69</sup> The removal of corporal punishment left many educators vulnerable because the only tool they had to discipline learners and ensure that there was governance in schools was taken away from them.

A document titled the *Alternatives to Corporal Punishment* was designed to help educators with adjusting to the new approach of disciplining children. The alternatives mentioned in this document include not threatening or shouting at the child, keeping channels of communication open and labelling the behaviour not the child. Irrespective of having such a document, disciplining children has become more of an obstacle to educators than before. The suspension and expulsion of learners as per section 9 of the School Act, 1996 clearly stipulates the processes that need to happen before a

68 Ibid.

69 Ibid.

learner can be suspended or expelled from school.<sup>70</sup> This has become another obstacle for educators to enforce discipline immediately and effectively. Skinner's theory on positive punishment, which is a concept of operant conditioning, sheds light on how enforcing punishment immediately is more effective in instilling discipline.

Positive punishment involves presenting an unfavourable outcome or event following an undesirable behaviour.<sup>71</sup> This means that a negative outcome is applied to undesired action in order to prevent it from happening again. Findings of a research study on educators and discipline in schools shows that the ineffectiveness of enforcing discipline can at times put the lives of other children in danger. All that educators can do is fold their arms because of rights.<sup>72</sup> Educators also suffer from the prevalence of violence in schools and are affected by it. Educators indicated that they felt fear on school premises, which can be a problem because educators then have a lack of commitment towards the school, they fail to attend school and have a poor relationship with learners, which impacts negatively on their quality of teaching.<sup>73</sup>

Violence in schools does not occur in isolation. It actually occurs because of the location or the community the school is found in. The social ills that exist in communities are known to permeate the school environment, to varying degrees.<sup>74</sup> Community characteristics such as levels of social disorganisation, crime, exposure to violence, access to illegal substances and firearms and proximity to criminals all affect children's risk to violence within the school.<sup>75</sup> Bronfenbrenner's ecological systems theory best describes this phenomenon of how the space around an individual can influence their behaviour. According to the theory, an individual is embedded in an ecological system whereby different levels of this system interact, which then have influence on the individual. Aply, these levels are the micro-level, the mezzo-level and the macro-level.

70 South African Schools Act, 1996. <https://www.gdeadmissions.gov.za/Content/Files/SchoolsAct.pdf>. Accessed 26 January 2018.

71 Cherry, K. (2018). *Conditioning*. <https://www.verywellmind.com/what-is-positive-punishment-2795411>. Accessed 26 January 2018.

72 Maphosa, C. and Shumba, A. (2010). Educators' Disciplinary Capabilities after the Banning of Corporal Punishment in South African Schools. *South African Journal of Education*, Vol. 30(3). Available at [http://www.scielo.org.za/scielo.php?script=sci\\_arttext&pid=S0256-01002010000300004&lng=en&lng=en](http://www.scielo.org.za/scielo.php?script=sci_arttext&pid=S0256-01002010000300004&lng=en&lng=en). Accessed 25 January 2018.

73 Burton, P. and Leoschut, L. *School Violence in South Africa: Results of the 2012 National School Violence Study*. Available at [http://www.cjcp.org.za/uploads/2/7/8/4/27845461/monograph12-school-violence-in-south\\_africa.pdf](http://www.cjcp.org.za/uploads/2/7/8/4/27845461/monograph12-school-violence-in-south_africa.pdf). Accessed 26 January 2018.

74 Ibid.

75 Bronfenbrenner, U. (1979). *The Ecology of Human Development*. Cambridge, MA: Harvard University Press cited in Burton, P and Leoschut, L. (2013). *School Violence in South Africa: Results of the 2012 National School Violence Study*. Available at [http://www.cjcp.org.za/uploads/2/7/8/4/27845461/monograph12-school-violence-in-south\\_africa.pdf](http://www.cjcp.org.za/uploads/2/7/8/4/27845461/monograph12-school-violence-in-south_africa.pdf). Accessed 26 January 2018.



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The community is embedded in the mezzo-level or the mesosystem. The mesosystem is the level whereby an individual's microsystem does not function independently, but is interconnected and asserts influence upon another.<sup>76</sup> This means that if a positive relationship exists between the child and their community, their development is more likely to display positive characteristics such as good performance in school and a well-established relationship with neighbours. If a negative relationship exists between the child and their community where there are drugs and violence, the child is more likely to also be violent and do drugs in the future.

As stated above, the location of the school plays a role in the occurrence of violence in schools. Poor communities are the ones that feel the brunt of violence because of poverty. There is an existing relationship between poverty and violence that cannot be disputed. People are usually violent because they are poor, and when you are poor, there are limited opportunities to escape poverty.<sup>77</sup> Violence does not cause poverty; violence is a symptom of poverty.<sup>78</sup> Poor communities are characterised by informal housing, low-income households and poor infrastructure.<sup>79</sup> These are

76 Psychology Notes HQ. (2013). *What is Bronfenbrenner's Ecological Systems Theory?* Available at <https://www.psychologynoteshq.com/bronfenbrenner-ecological-theory/>. Accessed 26 January 2018.

77 Kevin, S. (2017). *Violence is a Symptom of Poverty, not a Cause* <http://thehill.com/blogs/pundits-blog/crime/322568-violence-is-a-symptom-of-poverty-not-a-cause>. Accessed 1 March 2018.

78 Ibid.

79 Water Services Regulatory Authority. (n.d.). *Characteristics of Low-income Areas in Kenya*. Available at <http://majidata.go.ke/definition-of-low-income-areas-in-kenya/#1526467711757-94ad5ae1-6aa2>. Accessed 30 January 2018.

characteristics of previously disadvantaged communities in South Africa, which are predominantly African, Indian and coloured or mixed-raced ethnic groups.

In the United States of America (USA), a phenomenon called a school-to-prison pipeline exists in schools. The school-to-prison pipeline is a zero tolerance approach, which criminalises unruly behaviour and minor infractions such as truancy, graffiti or violating a school dress code.<sup>80</sup> Some authors suggest that the school-to-prison pipeline is racially discriminatory, affecting mostly black students. Reynolds (2015) states that the school-to-prison pipeline is merely another term for institutional racism and incarcerating disadvantaged African-American schoolchildren instead of educating them.<sup>81</sup> Klein (2018) supports this statement by stating that African-American children constituted 16% of the school population but they also constituted 31% of arrested children.<sup>82</sup> In SA, the phenomenon may not necessarily be the same as in the USA, however, the school-to-prison pipeline phenomenon occurs in a different way.

The issue of school violence in South Africa has not been declared a national issue that needs to be addressed. In the State of the Nation Address (SONA), President Cyril Ramaphosa did not mention school violence as one of the issues that needs to be addressed in the country. In 2012 alone, the number of juveniles in juvenile prison was 44 856. By Government not having an active involvement in the crisis of violence in schools, it arguably puts children and staff members at risk of being violated. It also exposes children to unruly behaviour. Research has been done on school violence and the National School Violence Report recommends that the National School Safety Framework (NSSF) be rolled out in schools, especially schools that have high levels of violence.<sup>83</sup> In 2015, the Minister of Basic Education approved the NSSF and it was set to be rolled out in schools. The NSSF was developed by the Centre for Justice and Crime Prevention (CJCP) in an effort to address school violence and is based on the Hlayiseka Project (also created by the CJCP in an effort to tackle violence in schools).<sup>84</sup> This is done by developing a sound action plan

that integrates data from learners and staff.<sup>85</sup> The unfortunate part of this project is that it does not involve security personnel at schools who are the people meant to ensure that the school premises are safe and to also provide input to the security policies of the school.

#### 8.4. PSiRA as the regulator

By law, all security providers are required to be registered with PSiRA, who, as the legislated regulatory agency, is expected to regulate all security service providers.<sup>86</sup> This is in relation to the Private Security Industry Regulation Act 56 of 2001 (PSiR Act). According to the PSiR Act 56 of 2001, all security service providers and any person rendering his/her security services should be registered with the Authority.<sup>87</sup>

As per the definitions of the PSiR Act, 2001 a security service is defined as protecting or safeguarding a person or property in any manner.<sup>88</sup> This definition includes foot patrollers as they also provide a security service through patrolling. Regulating the services provided to schools by patrollers and security guards is just as important as regulating all other security service providers.

According to van Jaarsveld (2008), the human elements in security are often overlooked or completely neglected, even though they play a vital role in security.<sup>89</sup> The decision to take action and what action to take during a crisis, emergency and just in general are taken by humans.<sup>90</sup> Thus, it is important to regulate the human aspect of security services to eliminate unethical behaviour. Provision 8 of the PSiRA Code of Conduct, 2003 provides for the general obligations that security service providers must uphold towards the public and the private security industry. To ensure that security service providers are compliant, PSiRA is mandated to do inspections on their conduct. When found to be non-compliant, PSiRA registered security service providers are subject to internal procedures for discipline. This is partly why all security service providers must be registered with PSiRA.

80 Reynolds, A. (2015). *The School-to-Prison Pipeline is Institutional Racism* [https://www.huffingtonpost.com/alexander-reynolds/school-to-prison\\_b\\_8108068.html](https://www.huffingtonpost.com/alexander-reynolds/school-to-prison_b_8108068.html). Accessed 2 March 2018.

81 Ibid.

82 Klein, R. (2018). *More Cops in Schools means more Black Kids in the Criminal Justice System* [http://www.huffingtonpost.co.za/entry/school-to-prison-pipeline\\_us\\_5a8ee0afe4b077f5bfec2cf3](http://www.huffingtonpost.co.za/entry/school-to-prison-pipeline_us_5a8ee0afe4b077f5bfec2cf3). Accessed 2 March 2018.

83 Burton, P. and Leoschut, L. (2013). *Violence in South Africa: Results of the 2012 National School Violence Study* [http://www.cjcp.org.za/uploads/2/7/8/4/27845461/monograph12-school-violence-in-south\\_africa.pdf](http://www.cjcp.org.za/uploads/2/7/8/4/27845461/monograph12-school-violence-in-south_africa.pdf). Accessed 2 March 2018.

84 n.a. (2010). Hlayiseka tackles violence. *Mail and Guardian*. 29 November 2010. Available at: <https://mg.co.za/article/2010-11-29-hlayiseka-tackles-violence>. Accessed 2 March 2018.

85 Burton, P. and Leoschut, L. (2012). Centre for Justice and Crime Prevention. (2017). *National School Safety Framework*. <http://www.cjcp.org.za/national-school-safety-framework.html>. Accessed 2 March 2018.

86 Kole, J. (2009). How Effectively is the Private Security Industry Regulatory Authority (PSiRA) Regulating the Security Industry in South Africa?, *Acta Criminologica: Southern African Journal of Criminology*, Special edition, Vol. 2, (2010), pp. 154-168. Available at: <https://hdl.handle.net/10520/EJC28593>. Accessed 28 January 2019.

87 As above.

88 Ibid.

89 van Jaarsveld, L. (2008). Violence in Schools: A Security Problem?, *Acta Criminologica CRIMSA Conference*, Special Edition (2) (2008), pp. 175-188. Available at: <https://hdl.handle.net/10520/EJC28579>. Accessed 28 January 2018.

90 Ibid.

## 8.5. The Foot Patroller's Project

In 2011, the Department of Community Safety deployed 1 500 foot patrollers to schools who could not afford to provide security for themselves.<sup>91</sup> The then MEC of Community Security Nonhlanhla Mazibuko reported that the foot patrollers were trained and would provide their services to underperforming, no-fee and high-risk schools.<sup>92</sup> Barbara Creecy, who was MEC for Education, also stated that all the patrollers had been screened by the DCS during the launch of the School Patroller Programme at the Dikgabane Primary School in Soweto.<sup>93</sup> The DoE reported that since the commencement of the programme, there has been a decline in the rate of burglaries from 47 in January 2011 to six in January 2012.<sup>94</sup> While the School Patroller Programme is a laudable initiative, it has been under critical scrutiny by some political parties, stating that is not effective in providing security for children in schools. Some of the problems that the Foot Patrollers Programme faced was the appalling working conditions and having to guard without necessary facilities, the discrepancy in the payment of stipends and patrollers not receiving their stipends.<sup>95</sup> There was an outcry that foot patrollers were not trained sufficiently to deal with bullying, fighting, drugs and other crimes that take place in the school.<sup>96</sup> The recent incidences of bullying, murder and injuries can be linked to not having adequate training to do the work of a security guard. In light of the recent alleged child sexual offence scandals in schools, it is important to question the vetting process of the foot patrollers.

## 8.6. Restoration of trust in the Foot Patroller's Programme

The MEC for Education in Gauteng Panyaza Lesufi reported that the vetting process would be consolidated and that it would agree with them.<sup>97</sup> The Department of Education would also introduce a new code of conduct, which all those responsible for safety at schools would adhere to and those who were not re-vetted would not be

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91 Mkhulisi, M. (2011). *Patrollers to Help Schools in Danger*. [www.sowetanlive.co.za/news/2011/11/21/patrollers-to-help-schools-danger/](http://www.sowetanlive.co.za/news/2011/11/21/patrollers-to-help-schools-danger/). Accessed 13 November 2017.

92 Ibid.

93 Ibid.

94 SANews.gov.za. (2012). *Improved Security at Gauteng School*. [www.sanews.gov.za/south-africa/improved-security-gauteng-schools](http://www.sanews.gov.za/south-africa/improved-security-gauteng-schools). Accessed 13 November 2017.

95 Ramulifho, K. (2012). *DA wants Minimum Standards for School Patrollers*. [www.dampl.co.za/2012/07/da-wants-minimum-standards-for-school-patrollers/](http://www.dampl.co.za/2012/07/da-wants-minimum-standards-for-school-patrollers/). Accessed 13 November 2017.

96 DA Gauteng. *Safety and Security of Gauteng Schools under Threat*. <http://da-gpl.co.za/safety-security-gauteng-schools-threat/>. Accessed 13 November 2017.

97 Kubheka, T. (2017). *Vetting Process of School Guards in Sharp Focus following Sex Abuse Incidents*. <http://ewn.co.za/2017/10/16/vetting-process-of-school-guards-in-sharp-focus-following-sex-abuse-incidents>. Accessed 13 November 2018.

allowed to enter any school in the province in January 2017.<sup>98</sup> The MEC's endeavours to bring back safety and stability in schools is applaudable, however, it is unfortunate that PSiRA, being the regulator for private security in South Africa, was not included. PSiRA was in the limelight after a proposed countrywide strike for security officers, which was planned for 2 November 2017, was called off. One of the concerns brought forward by the union African Security Congress (ASC) was that school patrol officers were not being properly vetted.<sup>99</sup> One of PSiRA's legislative mandates is to promote high standards in the training of service providers and prospective security service providers.<sup>100</sup> PSiRA also has a legislative mandate to promote and encourage compliance with the security standards and the Code of Conduct for Security Service Providers.<sup>101</sup> By having PSiRA involved in the training aspect and the vetting of foot patrollers, it could potentially lower the indecent and violent incidences that have been occurring in schools.

## 8.7. A 'fit and proper' private security guard

Section 23 of the PSiR Act, 2001 provides the requirements one needs to meet as an applicant in order to be deemed a fit and proper security provider. The term 'fit and proper' is also used in the legal profession and only once a person has been cleared to be 'fit and proper' can they be admitted as an attorney or advocate. There is no actual definition of what is 'fit and proper' but it is commonly accepted that a 'fit and proper' person is someone who has integrity, reliability and honesty.<sup>102</sup> A fit and proper person is someone who holds the highest level of ethics in their profession. Being ethical is described as doing what the law requires.<sup>103</sup> It is for this reason then that security personnel who work in schools be registered with PSiRA in order to ensure that there is compliance from security personnel. The PSiRA Code of Conduct, 2003 clearly stipulates what is expected from security companies and security guards as employees. By having security personnel registered with PSiRA, it will become a legal obligation for them to carry themselves in an ethical manner. Failure to do so results in certain consequences, as stated in the PSiRA Code of Conduct, 2003.

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98 Ibid.

99 Makganotho, S. (2017). *Private Security Strike Planned For November 2 Called Off* – PSiRA. <https://weeklyxpose.co.za/2017/11/01/private-security-strike-planned-november-2-called-off/>. Accessed 25 November 2017.

100 PSiRA intranet. <http://intranet.psiira.co.za/about.html>. Accessed 25 November 2017.

101 Ibid.

102 Slabbert, M. (2011). *The Requirement of being a 'Fit and Proper' Person for the Legal Profession*. PER: Potchefstroomse Elektroniese Regsblad, Vol. 14(4), pp. 209-231. [http://www.scielo.org.za/scielo.php?script=sci\\_arttext&pid=S1727-37812011000400008&lng=en&tling=en](http://www.scielo.org.za/scielo.php?script=sci_arttext&pid=S1727-37812011000400008&lng=en&tling=en). Accessed 10 January 2018.

103 Velasquez, M., Andre, C., Shanks, T.S.J., and Meyer, M.J., What is ethics?, <https://www.scu.edu/ethics/ethics-resources/ethical-decision-making/what-is-ethics/>. Accessed 30 January 2018.

It may be argued that registering with PSiRA does not mean that security officers and foot patrollers will comply with the PSiRA Code of Conduct. However, the mandate of PSiRA does also extend to non-registered security service providers. Furthermore, registering with PSiRA gives the Authority the power to subject non-compliers to PSiRA internal disciplinary processes in terms of Regulation 15 of the PSiRA Code of Conduct, 2003. Given the complexities that exist in schools and the violence that has been occurring, the training of security guards working in schools needs to include conflict resolution and other psychological and defence mechanisms. This will assist in deterring the high level of violence that happens in schools and will positively reinforce the thoughts that violence is not a solution to problems between pupils. The benefits of security personnel having such skills may even reveal to the children that what they thought was the cause of the problem was inaccurate, incorrect or misleading.<sup>104</sup>

## 9. Findings of the research

The following section reports on the findings from the data collected from the study. The data is presented in themes whereby themes and different nodes of the governance of security in schools are identified. The themes are then analysed as per the findings of the study in order to establish how the operations of the different nodes affect one another.

### 9.1 Maintaining security

#### 9.1.1 The role of the GDoE

The DoE is recognised as an organ of State in relation to Section 239 of the Constitution and its operations are guided by the Schools Act, 1996. As a custodian of basic education in South Africa, the DoE is a constituted and legally recognised node that has sufficient stability and structure. Section 5 of the Schools Act, 1996 guides the DoE in the provision of security in schools. It states that “The norms and standards contemplated in section 1 must provide for, but not be limited to, perimeter security”.<sup>105</sup> The primary purpose of perimeter security, as previously mentioned, is to keep intruders out or captives contained in a bounded area. This task is carried out by a security guard or patroller who monitors the coming and going of any person leaving and entering the area. In the context of school security, this task is carried out by a private security guard or a foot patroller, depending on whether the

school is deemed able or not to provide their own security. From the data collected, it was established that the only security provision that the Gauteng Department of Education (GDoE) provides for schools is foot patrollers from the Department of Community Safety (DoCS) and burglar bars in classrooms where smartboards are installed. The GDoE reiterated that the Department’s priority is education and not security<sup>106</sup>. Security and other units within the DoE are support units.

Section 5 of the South African Schools Act, 1996 supports this statement by having school infrastructure, school admission and the provision of learning and teaching material as a priority.<sup>107</sup> Other aspects of learning are support and are not priorities. According to the GDoE, there has been interest taken to hire private security guards for schools, however, it is impossible because it would cost the department R1.2 billion to carry out such a project.<sup>108</sup> The Department relies on government and private stakeholders to ensure that there is security in no-fee schools. The Community Policing Forum (CPF) was also identified as the major stakeholder that provides security in no-fee schools through the provision of foot patrollers to schools. These patrollers are appointed through ministerial determination under the Extended Public Works Programme (EPWP). The GDoE reported that these patrollers provide security by patrolling and not by being security guards.<sup>109</sup> Schools that the GDoE regards as good schools or fee paying are believed to be able to hire private security guards in their own financial capacity.

#### 9.1.2 Assistance offered to schools by the GDoE

The Department does not offer any monetary assistance to help schools pay the security company for their services. The belief that fee-paying schools were able to afford security services at schools was said to be untrue by some of the participants.<sup>110</sup> Schools are left to fend for themselves in order to ensure that their schools are safe for both children and educators. Moreover, since parents are not obliged to pay school fees, this is an added challenge for schools to pay for security.<sup>111</sup> This issue was highlighted as very taxing for some of the schools by the principals, even though their schools were considered to be good schools. Some the schools that were visited are situated in areas that are considered ‘good’ areas, that is, areas that are not poverty-stricken. However, the children who attend these schools

104 Duggan, T. (n.d.). *Importance of Positive Conflict Resolution in a Team*, <http://smallbusiness.chron.com/importance-positive-conflict-resolution-team-64182.html>. Accessed 30 January 2018.

105 South African Schools Act, 1996. <https://www.gdeadmissions.gov.za/Content/Files/SchoolsAct.pdf>. Accessed 16 July 2018.

106 Nkuna, 7 June 2018.

107 Section 5 of the School’s Act, 1996.

108 Nkuna, 7 June 2018.

109 Ibid.

110 Peete, 28 August 2018; Ndhlovu, 17 May; and Mudali, 14 August 2018.

111 Ndhlovu, 17 May 2018 and Mudali, 14 August 2018.



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are from poor backgrounds and cannot not afford to pay their school fees in full. School fees assisted the principals to pay for the security services provided by the security companies but the shortage of school fees paid by the parents added an extra challenge of paying security companies. The shortage of funds needs to be compensated for in order for the schools to have security provided. In some no-fee schools, the schools relied on the donations made by parents to pay patrollers a stipend but those donations themselves are not enough.<sup>112</sup> According to the Sectoral Determination 6, six patrollers are supposed to earn R2 574 per month, however, they earn less. One school reported that they pay their patrollers R1 800 and they could not afford to pay them more because they did not have enough money. One participant highlighted that it is tough for schools in townships to get funding.

### 9.1.3 Additional security features in schools

Ensuring that there is adequate security in schools does not only depend on having security guards or patrollers. It also lies in having extra security measures such as an armed response team and CCTV cameras around the school premises. These security

<sup>112</sup> Sebola, 9 October 2018.

measures could not be put in place in all the premises in some schools because it is too expensive. Schools only safeguarded areas in their schools that were seen as essential by installing CCTV cameras in these areas.<sup>113</sup> The majority of the schools had CCTV cameras in the administration office while other premises such as the classrooms did not, with burglar bars being the only form of security feature. In some schools, classrooms did not even have burglar bars installed, making it even easier for thieves to enter the classrooms. The installation of burglar bars in classes as a security measure was on the table for some of the schools, however, such an activity proved expensive and could not be done or completed in one go. In some schools, the GDoE provided for the installation of burglar bars in classrooms where there are smartboards. One participant showed dissatisfaction at this, and even mentioned that the Department was only safeguarding their own equipment and not the whole school.<sup>114</sup> Strengthening the infrastructure in the school was highlighted as another mechanism to prevent break-ins from occurring in schools.<sup>115</sup>

The installation of CCTV cameras is probably one of the most effective additional security features that the participants also highlighted as being essential in maintaining security in schools. Having CCTV cameras in premises around the school is not only essential for safeguarding classrooms, especially after hours, but it is also essential for the protection of children and educators. Research findings on human behaviour show that people act in a more socially acceptable manner when they are being watched.<sup>116</sup> Having CCTV cameras is not a security feature but a deterrence mechanism to hinder violent outbreaks and unruly behaviour from happening in classrooms, which is a big security risk that schools are facing at the moment. Moreover, the installation of CCTV cameras will deter learners from doing illegal and criminal activities on school premises.<sup>117</sup>

A cash injection towards the safety and security of schools was greatly welcomed to ease the financial burden of providing security.<sup>118</sup> Some of the participants indicated that although the DoE had a Safety and Security unit as a means to assist them in ensuring that schools are safe, they were not pleased with the manner in which the unit operated. There was no assistance given to the principals of schools in terms of

<sup>113</sup> Ndhlovu, 17 May 2018; Sebola, 9 October 2018 and Peete, 28 August 2018.

<sup>114</sup> Anonymous participant.

<sup>115</sup> Molaodi, 28 August 2018.

<sup>116</sup> Hancock, E. (2016). *Keeping an Eye on Human Behavior*. <https://today.uconn.edu/2016/02/keeping-an-eye-on-human-behavior/>. Accessed 14 January 2019.

<sup>117</sup> Molaodi, 28 August 2018.

<sup>118</sup> Peete, 28 August 2018; Ndhlovu, 17 May; Mudali, 14 August 2018; Sebola, 9 October; and Molaodi, 28 August 2018.



evaluating risks at schools and advising them on security.<sup>119</sup> They felt that the unit was only a watchdog to check if the principal was doing his/her job. In some schools, there were no inspections done on their security features and they greatly believed that they needed assistance from the DoE.<sup>120</sup>

## 9.2 Existing security stakeholders

### 9.2.1. Memeza Alarms

As stated previously, the DoE depends on public and private stakeholders to assist them in providing security in schools. One of these stakeholders is Memeza, a non-profit organisation (NPO) that was established in 2012 for communities with high crime rates. Memeza Alarms are community policing alarms used by the CPF and SAPS and are the first alarms linked to SAPS.<sup>121</sup> Research conducted shows that the average response time in areas that have Memeza Alarms is 12 minutes by SAPS, with a significant decrease in crime statistics. The crime prevention rate in areas where Memeza Alarms are installed is 100%, except in Umlazi, which had a 98% with a 10-minute response rate to the two crimes reported.<sup>122</sup> Memeza Alarms are not only used in communities but they are also found in schools where there are foot patrollers. The Tirelo Bosha Project, which was run over a period of 18 months in schools with the objective of preventing ICT equipment theft in schools, reported a 100% prevention rate of theft in schools where Memeza Alarms were installed.<sup>123</sup> The project was such a success that other schools in Gauteng and schools in the North West joined in. The statistics of the alarm system indicate that the overall task of nodes, which is to produce more good than problems, is what Memeza Alarms have aimed to do. However, even with a high rate of success being reported, Memeza has had its own challenges. One of these challenges was that not every school and SAPS station was receptive to the alarm system.<sup>124</sup> Delayed response time by the police and the unwillingness to use the alarms by the patrollers and staff at schools increases the chances of having break-ins. For the alarm system to work effectively, it needs school staff, police, the community and patrollers to work cohesively together. Another initiative by Memeza is the personal safety alarm that is a small personal alarm that can be carried anywhere by its owner. When activated, the alarm produces 40 decibels in an effort to alert people around that you are in trouble and to also deter criminals from committing a crime. Some

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119 Mudali, 14 August 2018.

120 Diale, 28 August 2018 and Molaodi, 28 August 2018.

121 Memeza participants, 27 June 2018.

122 Memeza Statistics.

123 Ibid.

124 Memeza participants, 27 June 2018.

schools are fortunate to have these personal alarms for students. Not only are they useful in the school premises but they can be used outside the school premises when students come and leave school.

### 9.2.2. Hired security guards

In fee-paying schools, a security guard deployed by a security company is responsible for providing security to the school. It is the responsibility of the schools to hire a security company to guard their school. The majority of the participants with hired security guards reiterated that they were aware of PSiRA as the regulator for private security. Moreover, they checked if security companies were PSiRA registered when they hired them. During the observation period, it was noted that some of the security guards in schools did not adhere to PSiRA's uniform standard. Section 13 of the PSiRA Regulations provides standards that security companies and security guards must comply with in relation to uniforms. According to this section, security guards are expected to be in uniform when on duty.<sup>125</sup> Moreover, the section further states that there must be at least two badges prominently attached on the uniform, the name of the security company clearly legible on them and the top part of the uniform must have the name and registration number of the security officer.<sup>126</sup>

For safety reasons, security guards need to be identifiable for the people they are rendering a service too. The non-compliance of security guard uniforms raised a red flag because security companies have been made aware of uniform requirements through the circular that was issued in March 2017. Having guards wear uniforms is important because children are also able to identify them as an authority figure they can report any incidences to.<sup>127</sup> In some schools, the head of security had to ask the security company owner that security guards wear appropriate uniform for safety issues. Moreover, having security guards wear uniforms makes their school presentable because security guards are the first people you see when you enter a school premises.<sup>128</sup>

### 9.2.3. Wages and salaries

Some of the school security guards and security companies were not PSiRA registered. One of the security guards reported that they were being exploited; that they worked more than 21 days as prescribed by the Labour Act, 2002. One guard reported that he works 26 days a month, a 6am to 6pm shift and he is not compensated for the overtime

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125 Section 13 of the PSiR, 2002.

126 Ibid.

127 Delpport, 8 October 2018.

128 Diale, 28 August 2018.

hours that he works. The guard earned R1 200 for the whole month and would, from time to time, ask for food and financial assistance from the staff members.<sup>129</sup> This exploitation of the guards is due mostly to the fact they are not PSiRA registered and cannot lay a complaint to the Law Enforcement unit about their unfair treatment. It was reiterated that one of the worries that they have was that security guards would end up partaking in criminal activities whereby they would rob the schools of their equipment and sell it in order to make money for themselves.<sup>130</sup> It was strongly suggested that PSiRA have a firm hand when it comes to paying security guards their wages.<sup>131</sup> Security guards also expressed their dissatisfaction with payment of their wages. They mentioned that their employers exploited them and did not pay them their full wages as per the Sectoral Determination 6, even though they were PSiRA registered. They also were not registered with the Unemployment Insurance Fund (UIF) and they were also not beneficiaries of the Private Security Sector Provident Fund (PSSPF). The guards reported that they were given their salaries in cash and not paid into their accounts.<sup>132</sup> What was most disheartening was that some of the registered PSiRA guards worked for security companies that were not PSiRA registered, who, however, made it mandatory that these guards be PSiRA registered. The security guards needed to provide their renewed PSiRA certificates to the security company owners.

Although PSiRA does not have control over the wages of foot patrollers, many participants echoed their dissatisfaction over the amount of money they were paid. This, in turn, also affected the way in which patrolling appealed to people within the community. From the data collected, it was highlighted that one of the problems with the foot patrollers was their age. Elderly men and women patrol schools at night in the cold because they are the only ones who care about community infrastructure. However, this job possesses a risk to them because of their age. When intruders enter the schools, these elderly people are beaten up and cannot fight off the attackers because of their fragility. Moreover, the elderly women are in danger of being sexually assaulted by the intruders. It was further highlighted that if patrolling would be professionalised, it would attract more young people within the communities to be patrollers.<sup>133</sup> By having young people become patrollers, the schools would be better guarded at night because the elderly fall asleep while on duty and their age and the physical frailty hinder their vigilance when patrolling.

129 Anonymous respondent, 17 May 2018.

130 Ndhlovu, 17 May 2018 and Mudali, 14 August 2018.

131 Memeza participants, 27 June 2018 and Ndhlovu, 17 May 2018.

132 Anonymous participants, 28 August 2018.

133 Memeza participants, 27 June 2018.

Another problem that was highlighted by participants was that no equipment was given to patrollers to assist them in carrying out their duties.<sup>134</sup> Moreover, they were not completely satisfied with the level of security from the patrollers, which is something they believe stems from the training. The training provided is not formalised and centralised, meaning that SAPS officials come up with what they deem to be important for patrolling.<sup>135</sup> Although the Foot Patrollers Programme has its own challenges, it also has its successes. One school reported a drop in crime occurrences in and around the school when they were still receiving patrollers. The pupils at the school were harassed by criminals in the community who stole their cell phones before and after school. When the school still had patrollers, such incidences were minimal.<sup>136</sup>

#### 9.2.4. The SAPS

Another existing security structure in schools is the SAPS. The SAPS provide schools with raids when requested by the SGB or security committee of the school.<sup>137</sup> In order to raid schools, SAPS need to receive permission from the school to do so.<sup>138</sup> Sometimes raids are fruitful because drugs and weapons are found on pupils.<sup>139</sup> In instances where drugs are found, the parent or guardian of the child is called to the school to accompany their child to the police station. The Child Justice Act, 2008 prescribes that the guardian or parent of a child must be notified when an arrest against their child will be made.<sup>140</sup> Some schools reported that they had a good working relationship with SAPS because they would come to their school premises. One participant reported that SAPS officers would come to the school premises during patrolling to check if the patrollers were doing their duty. In addition, the school had an officer assigned to them to deal with any matters that the school reported at the SAPS station.<sup>141</sup>

In other schools, there was a relationship with SAPS, however, their reaction time was very poor. SAPS officers would come to the school two days after they were called to the school.<sup>142</sup> The availability of resources at the SAPS station was referred

134 Memeza participants, 27 June 2018 and Sebola, 27 June 2018.

135 Sebola, 9 October 2018.

136 Molaodi, 28 August 2018.

137 Ndhlovu, 17 May 2018.

138 Ibid.

139 Delport, 8 October 2018.

140 Section 20(3)(a) of the Child Justice Act, 2008. [http://www.justice.gov.za/legislation/acts/2008-075\\_childjustice.pdf](http://www.justice.gov.za/legislation/acts/2008-075_childjustice.pdf). Accessed 7 November 2018.

141 Sebola, 9 October 2018.

142 Anonymous participant, 28 August 2018.

to as a cause of the police's delayed response, which was understandable to some of the respondents because the community was beset with high crime rates. The nodal theory of governance reiterates that the shortage or abundance of resources can affect the outcome generating system negatively or positively, which, in this particular scenario, is negative. Crime in communities needs to be attended to promptly, thus the need to have security guards or patrollers in schools. In one township school, there were no patrollers or security guards. The school could not afford the services of a security company and patrollers were no longer provided to the school because it fell outside the quintile ratio of schools that the DoE still provides patrollers for. The only form of security the school had was a volunteer who worked seven days a week and was paid R1 500. The response security company that the school relied on during the days when the patroller could not come to work was not very reactive and the school was prone to a high number of break-ins during the weekend. Some schools reported that they did not have a relationship with SAPS and that they had to take action against criminal activities happening in their schools.<sup>143</sup> It was highlighted that SAPS had never been to the school for raids and they believed that one of the reasons for this is that they felt that the police did not like interacting with children with special needs because they did not know how to handle them.

The services of the police were just as needed in special schools as in mainstream schools because children in special schools also brought weapons and drugs to school. Children with severe intellectual disabilities are more likely to succumb to peer pressure when compared to children of mainstream education because they lack the mental capacity to stand up for themselves. However, not all them are like this but interacting with children from mainstream education and with moderate intellectual disabilities put them in danger of engaging in criminal activities that other children engage in. The participants further reiterated that in their school, one of the children was found to be selling drugs to other school children and they would have to deal with the matter internally the best way they saw fit. The perception by people that children with disabilities do not engage in criminal activities or take substances could very well be the reason why SAPS have not been visible in special schools. Society tends to forget that before anything else children with disabilities are human beings who go through adolescence like every other teenager and there is a possibility that they will experiment with substances with their peers.

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143 Anonymous participants.

### 9.2.5. Training standards of patrollers and security guards

By law, every security guard must do a PSiRA graded security course and then register with PSiRA after completion. The minimum PSiRA security certificate needed to be a qualified security guard is a grade E PSiRA certificate. The PSiRA graded certification for guards mostly looks at access control and patrolling, which is vital in preventing intruders or anything harmful from entering the premises. However, with the violence in schools, it is questionable if security guards are equipped with the abilities to deal with violence and other related matters, either between children or between children and educators. From videos that have been making the rounds on social media it can be stated that there is a need for security guards to be equipped with skills to control and diffuse incidences of violence. Crowd control is a very important aspect that needs to be included in the training security guards,<sup>144</sup> especially during school events to control children and any other people present.

### 9.2.6. Health and safety training

It was further highlighted that basic first aid training needs to be included in the training of guards who work in schools. Guards also need to be knowledgeable about the illnesses and disabilities that affect children so they can be able to assist them during medical scares.<sup>145</sup> Special schools are at the receiving end of this plight of the guard's lack of knowledge of first aid and disabilities. When the security company appoints new security guards to the school, the school is left with the challenge of training these guards to enable them to cope with children who are differentially abled. The person looking after them needs to understand the psychological and physical challenges the children have. It can be emotionally taxing for someone who does not have the knowledge and skills to handle children with special needs, which can potentially lead them to being abusive towards these children.<sup>146</sup>

### 9.2.7. Section 28 of the Constitution

The use of corporal punishment was highlighted as a problem that schools face from the security personnel. The law states that corporal punishment is forbidden in schools. It is an admissible offence in the court of law and it is an offence that can be prosecuted. Section 10(1) of the Schools Act, 1996 states that anyone who administers corporal punishment is guilty of a criminal offence and if convicted they

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144 Diale, 28 August 2018.

145 Mudali, 14 August 2018; Peete, 28 August 2018; and Delpont, 8 October 2018.

146 Anonymous respondent.

can receive a sentence that can be imposed for assault.<sup>147</sup> A basic understanding of the rights of a child is needed by both security guards and patrollers and must be included in their training. This is not only for the protection of the child but also for their protection.<sup>148</sup> The PSiRA training for guards is designed around the corporate environment and not for the schooling environment. This potentially can lead to further problems around the security of schools, taking into consideration that the development, safety and the rights of children have taken centre stage globally. The rights of a child are pivotal and must be acknowledged at all times.

### 9.3. Unpacking the meaning of security in schools

#### 9.3.1. Basics of security

Modern-day security in schools is not only about access control and patrolling, it now includes the health and safety of pupils and teachers. In some of the schools that were visited, security also included making sure that children are picked up by the right people and holding meetings with lift club drivers to ensure that the children are safe.<sup>149</sup> Access control and patrolling form part of the security and are most probably the important basics of rendering security. When the perimeter is secured properly and access control is controlled with strict measures, it becomes hard for substances and weapons to make their way into the school.<sup>150</sup> It also becomes hard for anyone to steal from the school. It was observed that some security guards and patrollers failed to ensure proper access control at the school premises. Some of the guards and patrollers did not have a register of the people and vehicles entering and exiting the school. Cars were not checked for any weapons and substances and registering any devices and equipment upon entering the school premises was not exercised. In one of the schools that were visited, taxi drivers who parked their taxis near the school played the role of being a patroller because the school could not afford to have patrollers during the day.

#### 9.3.2. Guarding vs patrolling

As previously mentioned, it was highlighted that the job of a patroller is to provide a patrolling service and not a security service by the GDoE. When defined, patrolling is an action of going across an area or of doing the rounds along the chain of guards

for observation or the maintenance of security.<sup>151</sup> A patroller is a person rendering the previously mentioned services. A security guard, on the other hand, is a person whose job it is to guard a place and make sure that people and things are not harmed.<sup>152</sup> The difference between the two job specifications is that the job of a patroller is to maintain security by going around an area and observing whereas a security guard guards or protects a place with the people and assets it contains. The difference between the two professions was highlighted because of the difference in the job specifications and pay that people working as patrollers and security guards receive.

Patrollers were paid a stipend and not a salary as part of the EPW programme. A stipend is money paid to a trainee or intern to enable them to work whereas a salary is compensation associated with the exchange of services by an employee.<sup>153</sup> This means that a stipend is not for living expenses but it is to be used for travelling to their place of work. As per Sectoral Determination 6, patrollers are to be paid a stipend ranging from R2 933 to R3 534 depending on the area that they work in. Some of the patrollers in school are paid a stipend that is less than the prescribed amount. Although there is a difference in the job specifications between the two, in the interest of maintaining security in schools for learners, teachers and children, mere patrolling is not enough. Moreover, the definitions of the PSiR Act, 2001 recognise patrolling as a security service. The protection of safeguarding a person in any manner is described as a security service.<sup>154</sup> Because of this definition, patrolling is considered as a security service and all patrollers need to be registered with PSiRA.

#### 9.3.3 Securing school property

Given that teaching and learning take first priority as per Section 5 of the Schools Act, 1996, it must be taken into account that schools in Gauteng now have equipment costing thousands of rand that need to be protected from theft. Furthermore, smart schools have been established in some communities to expose children of disadvantaged backgrounds to technology. Unfortunately, such initiatives become futile when equipment is stolen and as one participant mentioned, it has even led to the death of an educator because of the lack of security in schools.<sup>155</sup> A week after its official opening, Menzi Primary School was robbed of electronics and ICT equipment

147 South African Schools Act, 1996. <https://www.gdeadmissions.gov.za/Content/Files/SchoolsAct.pdf>. Accessed 30 August 2018.

148 Mudali, 14 August 2018.

149 Sebola, 9 October 2018.

150 Delpport, 8 October 2018.

151 *Patrol*, Merriam-Webster Dictionary. <https://www.merriam-webster.com/dictionary/patroller>. Accessed 4 September 2018.

152 *Security Guard*, Merriam-Webster Dictionary. <https://www.merriam-webster.com/dictionary/security%20guard>. Accessed 4 September 2018.

153 [www.Quora.com](https://www.quora.com/What-is-the-difference-between-salary-and-stipend). (2017). *What is the Difference between Salary and Stipend?* <https://www.quora.com/What-is-the-difference-between-salary-and-stipend>. Accessed 12 September 2018.

154 *Security Service*, PSiR Act, 2001.

155 Anonymous participant, 14 August 2018.

in Tsakane.<sup>156</sup> The ICT equipment in schools is not the only equipment that needs safeguarding but the books left in the schools are an asset that one participant highlighted as being very important and that needed to be guarded during the night. The resources used to support the operation of education as a node is making schools become vulnerable to a breach in security. Although patrollers form part of the EPW they, however, fall under the SAPS Community Police Forum (CPF).

The GDoE highlighted that the regulation and vetting of the patrollers is meant to be done by SAPS. It was highlighted that the CPF members whom they worked with were not really accounted for and SAPS did not want to take responsibility for them.<sup>157</sup> Moreover, there was not much training provided to CPF members and management of patrollers is poor to the point where patrollers will sign in and go back home, leaving the school unattended. Fortunately, for the patrollers working in schools with Memeza Alarms, they could partially rely on the alarm if an incident occurred, depending on the response rate of SAPS. As it stands, SAPS do not have enough police to provide security services to the general public, which has led to the exponential growth of the private security industry in South African – reported to be the fourth biggest security industry in the world, as mentioned in background of the study. Section 2 of the report also mentions that the number of registered and active security guards stands at 498 435 whereas the number of visible police stands at 102 059.<sup>158</sup> It is not only human capital that needs to be looked at but working resources as well. As it stands, stations are unable to have at least two crime prevention vehicles per sector on patrol.<sup>159</sup> This means that schools that do not have patrollers and cannot afford security guards are likely to not receive any assistance when faced with criminal activity.

## 9.4. Social influences

### 9.4.1. Violence on school property

Social influence is the change that occurs in a person's behaviour caused by another person, whether intentionally or unintentionally resulting in changing the perception of the relationship they have with the influencer, other people and

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156 Ngqakamba, S. (2019). *State-of-the-art Tsakane School Robbed of Tablets, Laptops, TV and Cash*. <https://www.news24.com/SouthAfrica/News/state-of-the-art-tsakane-school-robbed-of-tablets-laptops-tv-and-cash-20190115>. Accessed 28 January 2019.

157 Anonymous respondent, 27 June 2018.

158 SAPS Annual Report 2016/2017. [https://www.saps.gov.za/about/stratframework/annual\\_report/2016\\_2017/part\\_d\\_2017.pdf](https://www.saps.gov.za/about/stratframework/annual_report/2016_2017/part_d_2017.pdf). Accessed 17 September 2018.

159 African News Agency. (2017). Only Mbalula can Make Sure SAPS Properly Resourced to bring Crime Down – DA. <https://citizen.co.za/news/south-africa/1698978/only-mbalula-can-make-sure-saps-properly-resourced-to-bring-crime-down-da/>. Accessed 17 September 2018.



society in general.<sup>160</sup> Conformity, socialisation, peer pressure, obedience, leadership and persuasion are some of the forms of social influences.<sup>161</sup> The problems faced in schools do not just occur; this is because schools do not exist in isolation but form part of the community in which they exist, a community being formed by the people living in that particular area.

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160 Asche, S.E. (1946). Forming Impressions of Personality. *Journal of Abnormal and Social Psychology*, Vol. 41, pp. 258-290.

161 n.a. (2012). *Conformity and Obedience*. <https://pdfs.semanticscholar.org/presentation/4a08/77fdb3a5003f81d846ae069eea9451296678.pdf>. Accessed 27 September 2018.

Social influences can be considered as nodes because as nodes have been described under the theoretical framework, they do not have a particular structure or have been developed intentionally as a tool of governance but they do exert influence. The plights experienced in communities permeate in the schools and are oftentimes a reflection of the issues that the communities face. One of the problems that schools are currently facing nationally is violence. Violence is not only manifested in high schools but also in lower grades. In 2017, a Grade 2 learner brought a gun with him to school after he had fought with one of his peers.<sup>162</sup>

Gangsterism was highlighted as an issue that is brought in from the community into schools. Fights between learners were oftentimes gang related and were a result of what had transpired outside the school premises. Illegal substances such as alcohol and drugs were also highlighted as an issue, which at times could not be addressed or prevented because of the lack of security at schools. In some schools, learners experienced violence prior to even reaching the school or when they leave the school premises for home.

Many fights were reported to happen in the school buses because of the lack or deficiency of parental guidance. The only adult or school staff member who is in the bus is the bus driver, which makes it hard for them to drive while observing what is happening in the background. In some schools, community members would pickpocket pupils of their cell phones and valuables in order to support their drug addictions. Unfortunately, this has become such an issue that even school staff do not know how to address it anymore. The only form of help that they can assist children with is by motivating them to open charges against the perpetrators at the police stations.

#### 9.4.2. Criminal activities in schools

As previously highlighted in the above text, drugs is an issue that is affecting schools. Drugs are making their way into schools from the community as children are becoming dealers because criminals from the community pressure them to sell to other children in the school premises. Parcels are thrown over the school fence for the dealer to pick up during break and then sell to other children.<sup>163</sup> The drug problem in schools is not only in high schools but in primary schools too. Children from Grades 5 to 7 were dealing drugs to their peers and were found in possession during raids. Controlled areas with constant patrolling was highlighted as an important aspect of ensuring

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162 Nyoka, N. (2017). *Grade 2 Pupil takes Loaded Gun to School* – Gauteng MEC. <https://www.news24.com/SouthAfrica/News/grade-2-pupil-takes-loaded-gun-to-school-gauteng-mec-20170928>. Accessed 27 September 2018.

163 Delpont, 8 August 2018.

security in school premises. Moreover, having guards who have worked over a long period in a school is beneficial to the security of the children.<sup>164</sup> Guards become familiar with the parents, guardians and any other people who pick up children after school. Familiarity with guards also makes it easier for children to report any incidences such as drug dealings happening in the school.<sup>165</sup>

#### 9.4.3. Discipline

The lack of discipline in school is evident and is a problem that most participants highlighted. Learners vandalising school property and not being compliant with the school rules, bringing illegal substances to school premises to use or sell and aggressiveness towards school staff were some of the issues that teachers faced in schools. It can be argued that discipline starts at home where parents teach their children discipline and respect, making the nature versus nurture concept of how behaviours are developed come into play. Nativists believe that the behaviour of people is inherited genetically and that the uniqueness of a person's behaviour is in their natural unique genetic code.<sup>166</sup> Empiricists, on the other hand, believe that when a person is born, their minds are a *tabula rasa* that is filled gradually through experiences, thus portraying behaviour that is learnt through nurturing.<sup>167</sup> However, the belief that either nature or nurture supersedes is a belief that is doubted by many scholars. There are just too many facts on both sides of the argument that are inconsistent with the all or nothing view.<sup>168</sup> The focus now is on how nature and nurture interact. This is because behaviour has many facets and both nature and nurture are essential for any behaviour, and a particular behaviour cannot be deciphered as being genetic or environmental.<sup>169</sup> Aptly, the ill-discipline in schools needs parents and guardians who are the nurturers and schools and communities who are the nature aspect to work together in ensuring that there is discipline in schools. Findings of a research study show that children who have parents directly involved in their learning were more disciplined.<sup>170</sup>

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164 Ibid.

165 Ibid.

166 McLeod, S. (2017). *Nature vs. Nurture in Psychology*. <https://www.simplypsychology.org/naturevsnurture.html>. Accessed 28 September 2018.

167 Ibid.

168 Ibid.

169 Ibid.

170 Ntuli, L.T. (2012). *Managing Discipline in Post-Corporal Punishment Era Environment at Secondary Schools in the Sekhukhune District*. Limpopo. Unpublished Med dissertation: University of South Africa.

## 9.5 The role of PSiRA

### 9.5.1. Inspections by PSiRA inspectors

The Authority's primary function is to provide regulation for the private security industry and to exercise control over the practice of the occupation of security service provider.<sup>171</sup> The inspection of security guards and security companies needs to be carried out by PSiRA inspectors. Participants highlighted that they knew of PSiRA and one of the requirements they looked out for when hiring security companies was that they were PSiRA registered. However, PSiRA inspectors had not done inspections on the guards and the security companies that were hired by the schools at the schools that participated in the study. The PSiRA Law Enforcement unit was approached on this matter and they stated that inspections are done in schools. With 68 PSiRA inspectors<sup>172</sup> who are meant to conduct inspections nationally, conducting inspections at schools regularly has proven to be a challenge and it needs to be addressed.

One of the characteristics of a node is the resources used to support the operation of the node. The number of PSiRA inspectors can be considered too little to fulfil the Authority's mandate, even in schools. It was established from the PSiRA database that some of these schools providing security services to schools were not PSiRA registered. Some of the security guards working for these companies were, however, PSiRA registered. As part of the service level agreement, a PSiRA registration number was provided falsely by some of these companies to the schools. Schools have become an exploitative environment for unregistered companies to conduct their illegal businesses in order to make money for themselves. Some of these companies are not providing good services to these schools but because they are cheaper, schools hire them not knowing that they are unregistered.

As per the PSiR Act, 2001, no one is permitted to render a security service for remuneration, reward, a fee or benefit unless they are registered with PSiRA.<sup>173</sup> Some of the companies providing services to schools were not found on the PSiRA database even though they had disclosed to their clients that they were PSiRA registered. This has also created unfair competition between security companies because companies registered with PSiRA and that follow all of PSiRA's guidelines in relation to paying guards charge more, unlike unregistered companies to cover the salaries of the guards.

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171 Section 3 of the PSiR Act, 2001. [https://www.psiira.co.za/psira/dmdocuments/Code%20of%20Conduct/2014\\_psiira\\_act.pdf](https://www.psiira.co.za/psira/dmdocuments/Code%20of%20Conduct/2014_psiira_act.pdf).

172 PSiRA HR database.

173 Section, 20 of the PSiR Act, 2001.

## 10. Recommendations

The following are recommendations of addressing the plight and shortcomings of the security provision in schools. The recommendations are as follows:

### 10.1. Establishing a working relationship between the DoE, PSiRA and other stakeholders

From the data collected, it was established that there was no working relationship between the DoE and PSiRA; operations were purely individualistic, which is a problem because by having a joint operation, more can be done to ensure security in schools. PSiRA and the DoE both have inspectors but with PSiRA having few inspectors to do inspections in schools, DoE inspectors can do school inspections. One of the criteria is to establish if the security company and guards are PSiRA registered, which can be checked with the use of the PSiRA mobile application. If the security guards or the security company are not registered, the DoE inspectors can contact PSiRA inspectors to take the matter further. The issue of non-compliance does not only affect PSiRA but the general public also. Hiring people who are not PSiRA registered makes it hard to allocate security guards and security companies, meaning that if anything happens to children or staff members, the security guards cannot be located. Stakeholders such as Memeza and other organisations that were identified in the study need to be part of such a working relationship. This will assist in strengthening the security in schools through the resources that each organisation will bring to the forefront.

### 10.2. Making security in schools a priority

For education to take place, schools need to be a safe and conducive place of learning, thus safety and security needs to be a priority, just like education. The Schools Act, 1996 considers security as a support structure and not a priority. To make security a priority, an amendment to the Schools Act, 1996 is needed. Thus, school principals would be able to access funds left over from their educational budget to pay for security in their schools. The participants highlighted that by being able to access the left over educational funds for security, they would be able to hire people who are able to provide a good security service to the school. Some schools were without security guards or patrollers during the day or at night. By being able to access these funds, schools would be able to have guards during the day and night. Most of the schools that participated in the study reported that they faced a challenge of having insufficient funds to pay for security because schools could not force parents to pay for school fees. By making security a priority, schools would be able to compensate for the shortfall of school fees and be able to pay for proper security.

### 10.3. Offering supportive services to schools

Schools have been left to fend for themselves when it comes to the provision of security in schools. There are no supportive services offered to schools to ensure that security services can be provided in schools. Moreover, the patrollers programme is no longer available to some schools, meaning that schools have to pay for the patrollers that they hire on a non-existent budget. Schools cannot even afford to buy equipment to assist patrollers in carrying out their work. One way of assisting schools would be to advise them on how they can better secure school premises as opposed to merely doing security inspections. Secondly, schools can be connected with organisations such as Memeza who have committed themselves to making schools safer places for children to assist in making secure environments. Moreover, schools also need to be advised on employing security companies from the communities they live in. This will ensure that armed response teams are able to have a quicker reaction and will empower people from within that community.

### 10.4. Corporate social responsibility of security companies can be in line with security

Corporate social responsibility of security companies can assist in the improvement of security. Security companies could donate security equipment to schools. Security companies can assist NPOs such as Memeza financially or by buying their alarms and products for schools and the pupils. Security companies can also pay for the training of patrollers, which will ensure that schools have trained security personnel looking after the premises.

### 10.5. Specialised training for security guards and patrollers in schools

As previously mentioned, the school environment is one that PSiRA has not had much engagement in. Therefore, it is needful that the security companies offering security services be engaged in order to establish how they operate in schools in order to come up with a training course specifically for security guards in schools. The protection of children is a priority and it needs people with skills to uphold it. The establishment of a course centred on school safety will ensure that schools that cannot afford to hire security companies can at least hire someone trained to provide security in schools. Moreover, this course can be used to train patrollers working for schools since the training of patrollers is not centralised and formalised. First aid training, access control, human rights and the rights of the child were some of

the things participants highlighted as a need for the proposed course. This course will also be beneficial to security guards with PSiRA accredited training because it will advance the skills that they already have and ensure that schools have security guards who are qualified and fit to work in a school environment.

### 10.6. Creating a register for all patrollers and registering with PSiRA

A register with all the names and residential addresses of all patrollers working in schools must be created. This will ensure that if any incident has occurred in the schools, law enforcement officials will be able to locate them. Requirements to qualify for registration must include a background check being done to establish if the patroller has committed any offences. A further background check must be done to establish if the patroller is registered on the Sexual Offences Register. It is also important to establish if the patroller is psychologically fit to work in an environment with children and will at all times observe the rights of the child. To carry out this task, the Department of Social Development and the Department of Health will be needed to assist by making social workers and psychologists available. Social workers and psychologists working within the DoE will also be needed to carry out these assessments. Security guards deployed by the security company they work for must not be exempted from having psychological assessments and background checks done on them. Before being deployed to the school, the head of security must be provided with documentation stating that the security guard has undergone a psychological assessment and background check.

Patrollers also need to be registered with PSiRA as the definitions of the PSiR Act, 2001 mention that the protection or safeguarding of property or person is a security service. The Act stipulates that they need to be registered with PSiRA.

### 10.7. More inspections done by PSiRA inspectors

The PSiR Act, 2001 mandates PSiRA inspectors to perform inspections on all security providers. PSiRA inspectors need to start performing inspections in school, since security providers are also found in schools. The number of PSiRA inspectors may prove difficult to pull off such a task regularly, therefore, more inspectors need to be hired in order to do inspections on security providers in schools.



## 10.8. A designated PSiRA registration list of all security companies who can guard schools

Security companies that are PSiRA registered and committed to making schools a safer place for children can have a separate register whereby they can get free advertisements as security companies that can be hired to offer a service to schools. This will also eliminate the chances of unregistered security companies producing fake PSiRA registration numbers in order to be employed by schools to offer a security service for them.

## 11. Conclusion

Literature and studies from various authors state that violence in schools has become a problem to the point where it has affected learning. The DoE as the custodian of basic education in South Africa has been solely responsible for the safety and security in schools. However, incidences of violence that have been occurring in schools prompted the establishment of the Foot-patrollers Programme by the DCS in conjunction with the DoE. The programme has had its success, with a decrease of theft having occurred in the schools. The programme has also had its downfalls, with stories of child sexual abuse that have occurred in two schools within Gauteng. It was then important for PSiRA as the regulator for private security in South Africa to establish how private security in schools has been governed over the years. This was done by conducting a research study that focused on schools in Gauteng with the aim of exploring the conditions in which private security can and will provide a public good to its populace. This was done by establishing the incentives or motivations that govern the activities in and mentalities of the industry. Moreover, it was done to investigate the conditions by which private security produces security in line with the public interest.

The study used explanatory research design and the qualitative approach as the methodology. The researcher used purposive sampling as the sampling method of the study with the intention of getting relevant participants to partake in the study. Since PSiRA had not done such a study, the snowballing sampling method was also used in order for participants to direct the researcher to other stakeholders who play a role in the governance of security in schools. As part of the theoretical framework of the study, the Nodal theory of governance was used in order to establish the study in a certain context and to also use the theory in the analysis of data collected. Thematic data analysis was used as the analysis tool in the study with different themes identified from the data that was collected.

From the findings of the research study, it was established that the issue of school violence is a big problem. Ensuring that schools are safe was proven a taxing activity for some schools. This is because the problems of violence permeated from the communities and made their way into the schools. Strong security is needed in order to block or prevent this from happening. For some schools, this was not possible because they could not afford the services of a security company and relied on patrollers. Some schools did not have patrollers because patrollers were no longer made available to schools that fell within certain quintiles. From the schools where there were private security guards, their remuneration was mostly what the school could afford to pay. Fee-paying schools are expected to pay for their own security, which has proven difficult because some children within their schools don't pay school fees and the school has no right to pressurise them into doing so. Security companies that are not PSiRA registered have identified schools as an area that they can exploit in order to make money for themselves. As it stands, all of the security companies providing guarding at the schools that took part in the study were not registered with PSiRA.

Ensuring that schools are safe is a collective effort between the school staff and those providing a patrolling or security service to the school. Sometimes it needs the people involved to go the extra mile such as accompanying people who make deposits on behalf of the school to the bank. There are also organisations such as Memeza that play a pivotal role in assisting schools with their security. SAPS was also identified as one of the key players in assisting schools with security. Some of the participants reported to have a good working relationship with SAPS while others did not have a working relationship at all.

Security in schools is not limited only to patrolling and guarding but it also includes the health and rights of the children. Thus, it was mentioned that the training of security guards must include these aspects. Moreover, a call to professionalise patrolling was made by some of the participants in order to draw more young people to become patrollers. A PSiRA accredited certificate on school security would ensure that schools would be equipped with patrollers who have accredited security training.

The use of the Nodal theory of governance made it possible to identify gaps that exist with the governance of security in schools, which would then make it possible to strengthen these gaps through recommendations made in this report. These recommendations include creating a working relationship between PSiRA and the GDoE and other stakeholders that are involved in the security of schools; offering supportive security services to schools; aligning corporate social responsibility with security; establishing specialised training for security guards and patrollers working in schools; creating a database of all patrollers and having a designated PSiRA list of security companies that can offer a security service to schools.



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